‘Evidence-informed Policing: An Introduction to EMMIE and the Crime Reduction Toolkit’

The Design of a Pilot Training Evaluation

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This document provides:
- An introduction to the requirement for the pilot training,
- The methodology used to develop the pilot training course/materials
- The training course materials as appendices

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1 INTRODUCTION

In March 2013 the Cabinet Office launched the ‘What Works Network’, a nationally co-ordinated initiative aimed at positioning the research evidence on ‘what works’ at the centre of public policy decision-making. Currently there are seven research centres focusing on six key areas of public policy. These ‘research hubs’ are intended to build on existing models of delivering evidence-based policy - such as the well-established and well-funded National Institute for Health and Clinical Excellence (NICE). This provides independent evidence-based guidance to the NHS and health professionals about the targeting of funding and the most effective ways to prevent, diagnose and treat disease and ill health.

The What Works centres are being developed in a political environment increasingly amenable to the idea of evidence-based decision-making, particularly in the context of ‘austerity’ and cost effectiveness. Government White Papers (e.g. Cabinet Office, 2011; HM Government, 2012) assert a government commitment to scrutiny and transparency across departments, and initiatives are in place which aim to facilitate access to government administrative data for the purposes of research and evaluation (Mulgan and Puttick, 2013; UK Administrative Data Research Network, 2012).

However, a recent report by the National Audit Office (NAO) (2013) suggests that these ambitions are not yet embedded in practice. The NAO’s assessment of the frequency and quality of impact and cost-effectiveness evaluation across key government departments, and the use of such evidence to support resource allocation and policy development, highlighted a number of issues. These included a lack of robust impact evaluations, a lack of clarity in government decisions about what to evaluate and a failure to effectively apply learning from evaluative research.

1.1 UK Policing Context

For some years now, the College of Policing (the College) and its predecessor the National Policing Improvement Agency (NPIA) have been promoting the importance of research evidence to inform practice in policing and crime reduction. The College Five Year Strategy (2014a) outlines its intentions to promote understanding of ‘what works’ in policing and use this understanding to set standards and enable members to share knowledge and evidence around ‘what works’ (College of Policing, 2014a).

Within a context of austerity and changing policing demands (e.g. Brain & Owens, 2015; http://www.college.police.uk/Documents/COP_infographic.pdf) the College is promoting ‘professionalisation’ of police through various methods, including the development of a Code of Ethics (College of Policing, 2014b), undertaking national demand analysis which attempts to understand police workload (College of Policing, 2015a) and a leadership review (College of Policing, 2015b), as well as delivering training packages and introducing new paths into policing (e.g. direct entry). These approaches embed evidence-based practice into police standards and policies.

A recent survey conducted by the College reported that many police officers and staff have concerns about the consistent implementation of standards across forces. These concerns included: training and role responsibilities, quality assurance of training, variance in the value of training across forces,

and variance in the order of training (Pearce, 2015). Pearce suggests that the following initiatives should be organisational priorities:

- Creation of minimum levels of skills and knowledge for specialist roles
- Raising the value of education within police
- Development of an education and qualification framework as well as a structure for continued professional development
- Accreditation of trainers and training providers
- Focus on learning goals and outputs of training

This sits appropriately alongside the College’s “responsibility for ensuring that standards set in policing are based on the best available evidence” (College of Policing, 2014a, p.13).

1.2 WHAT WORKS CENTRE FOR CRIME REDUCTION

As part of achieving many of the aforementioned aims, the ‘What Works Centre for Crime Reduction’ (WWCCR) was established in 2013 to develop a strong evidence base for decision-making around crime reduction. It is led by the College and supported by a Commissioned Partnership Programme (CPP).

As part of its remit the CPP is developing a series of systematic evidence reviews on crime reduction topics (both the collation of existing reviews and the writing of new reviews on topics identified by stakeholders) and has created a standard system to rate and rank interventions in terms of their effectiveness and cost-savings (EMMIE - a coding scheme for evaluating systematic reviews of the evidence for crime reduction interventions, Johnson, Tilley & Bowers, 2015). Key outcomes of the WWCCR include a Crime Reduction Toolkit (CRT) providing access to the crime reduction evidence with regard to different interventions, which is available online (http://whatworks.college.police.uk/toolkit/Pages/Toolkit.aspx). The CRT utilises the EMMIE scale by rating each crime reduction intervention according to its impact on crime, strength of the evidence and cost. It also summarises the evidence on how and in which circumstances each intervention works, with the aim of helping practitioners to understand what makes a particular intervention work in a given operational context.

A key component of the WWCCR programme is the development and piloting of a Police Development Programme (Work Package 6/7) to enable police officers to appraise evidence and use evidence to inform their decision-making. This contributes to the College aims around critical evaluation and the use of evidence, and to incorporate tests of such understanding into selection and promotion processes (College of Policing, 2014a).

Following the development of the key WWCCR outcomes described above, the programme design for Work packages 6 and 7 focussed on enabling police officers and staff to use the Crime Reduction Toolkit and EMMIE. Through this, the programme aimed to develop officers’ theoretical (EMMIE) and practical (the Crime Reduction Toolkit) understanding of evidence-based approaches, equip them with the skills required to use evidence to inform their decision-making and support them to appraise...

evidence and commission research (Hereafter referred to as ‘Evidence-based Policing’: EBP). The programme was designed with the intention of being added to the National Policing Curriculum (NPC), which “comprises the national standards for learning, development and assessment within the police service” (Clare, 2015, p.7).

1.3 THE CURRENT RESEARCH
The purpose of the current research is to design, pilot and evaluate the implementation of a police development training programme (see Fleming, Fyfe & Wingrove, 2016a, for an overview of the pilot evaluation) with four groups of police officers/staff across four forces.

The remainder of this report provides:

- The methodology used to develop the pilot training course/materials, including the literature reviewed
- The training course materials as appendices

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3 The term Evidence-Informed Policing is preferred by the authors of this report (see Fleming, Fyfe & Wingrove, 2016a for further information). However, to avoid confusion the term Evidence-based Policing is used throughout this report when discussing the wider literature in this area.
2 Training Design

Systematic approaches to training (e.g. Simmonds, 2003; Kirkpatrick & Kirkpatrick, 2006; Buckley & Caple, 2009; Stewart & Cureton, 2014) involve a process of investigating training needs prior to developing the training programme, piloting the training programme (see Fleming, Fyfe & Wingrove, 2016a) and assessing the effectiveness of the training (Buckley & Caple, 2009). The following sections of this report align with such systematic approaches to the design of the training programme, which generally involve:

- Developing training needs, objectives and content
- Identifying training participants
- Developing a training schedule
- Identifying training facilities and instructors
- Preparing training materials

2.1 Training Needs

In order to develop the pilot training programme, a training needs assessment/analysis4 focused on understanding the current UK policing context with regard to skills, knowledge, attitudes and existing education and training related to EBP. In order to achieve this, focus groups and interviews were held with police officers of varying ranks and roles across several police forces (Fleming & Fyfe, 2015). The resulting transcripts were analysed to produce themes representing:

- Police officers’ attitudes, understanding, and perceptions of the value of research
- The extent to which research/evaluation is currently pursued within police organisations
- What would be perceived as a useful training tool/programme in order to ‘instruct’ officers in the value/use of EBP

These themes were then considered alongside the literature to develop a pilot training programme based on an understanding of officers’ current skills, knowledge and attitudes, as well as what education and training activities were already available to them.

2.1.1 Current skills, knowledge and attitudes

The initial focus groups and interviews (Fleming & Fyfe, 2015), along with a preliminary evaluation of the WWCCR5 (Hunter, Wigzell, May & McSweeny, 2014), revealed a lack of understanding of EBP amongst officers (although Superintendents and above had a slightly better understanding than Constables, Sergeants and Inspectors). Those who did demonstrate understanding and readiness to utilise evidence in their practice had been involved in evidence-based activities elsewhere. The majority of senior and middle management police officers, Police and Crime Commissioners (PCCs) and Community Safety Partnership (CSP) managers surveyed had received no training or support around the use of research evidence in the previous year. Those who did feel well informed enough to identify good and bad research were significantly more likely to have a degree or to be currently studying. Therefore, it seemed that there was a clear requirement to develop a training programme

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4 “Process of collecting information about an expressed or implied organizational need that could be met by conducting training” (Barbazette, 2006, p.5).

5 This research as stated is preliminary and the WWCCR evaluation remains on-going.
which contributed to enabling the aims of both the College and wider government strategy to be achieved within the police service.

The focus groups and interviews also revealed challenges related to implementing an EBP approach which the training might seek to address or acknowledge, including:

- A propensity to rely more on experience and professional judgement than research
- Time and financial resources
- A lack of organisational support
- Weak academic/practitioner collaborations
- Police governance arrangements
- The focus of performance frameworks on enforcement-related activity
- Risk aversion

The focus group findings in some ways replicated those of Lum, Telep, Koper & Grieco (2012). Lum et al.’s considered the factors involved in enabling evidence-based practice, and what contributes to research being well-received and used by practitioners. Their findings in the US, are similar to the initial focus group analysis with officers reporting:

- Little knowledge of EBP;
- Low reports of research reading; and
- More use of information obtained from the organisation and their colleagues.

In particular, the focus group findings highlighted concerns around the requirement for ‘buy in’, ‘executive support’ and overcoming ‘fear of failure’ within the police. Overall, the focus group findings suggested that the introduction of an evidence-based practice and policy in UK police organisations will require significant organisational behavioural change and executive-level support (Fleming & Fyfe, 2015). Any broader implementation strategy will need to address the highlighted concerns. The pilot training programme sought to contribute to this by identifying and attempting to offer solutions and approaches to the challenges described above and elsewhere.

There are have been various discussions around the suitability of the term ‘evidence-based’ in the context of practice and policy (e.g. Chalmers, 2005, Nutley, Davis & Walter, 2002; Nutley & Homel, 2006). The programme therefore utilised the title ‘Evidence-informed Policing’ as it more accurately reflects what the programme aimed to achieve. This title was intended to better communicate the role that evidence and research can play in police decision-making, in conjunction with professional experience and expertise. In this way, the programme design acknowledged the attitudes and concerns participants raised within the focus groups about ‘Evidence-based Policing and whether their professional experience and discretion being disregarded. Briner, Denyer & Rosseau’s (2009) definition of Evidence-based Management perhaps best represents the approach the training programme employed to consider how police might use research evidence to inform their practice alongside other important evidence:

“Making decisions through the conscientious, explicit, and judicious use of four sources of information: practitioner expertise and judgement, evidence from the local context, a critical evaluation of the best available research evidence, and the perspectives of those people who might be affected by the decision” (p.19).
2.1.2 Current available education and training activities
An exploration of the current available education and training activities revealed several initiatives linked to the College’s (2014a) aim to develop a core curriculum in critical evaluation and use of evidence for police practitioners. These included, for example:

- A Qualifications and Credit Framework (QCF) unit on “Plan, implement and review an evidence-based preventative policing approach” for the Diploma in Policing, associated with initial learning (aimed at trainee police officers);
- Evidence Base Camp aiming to develop critical thinking and appraisal skills; and research surgeries to help officers to develop an evaluation methodology.
- Master classes, which are developed and tailored for specific forces.
- Research surgeries which provide police officers and staff the opportunity to gain advice from College Senior Researchers. The sessions are intended to support research projects and the evaluation of new initiatives.
- Evidence-based Policing components have also been added to the Senior Leadership Programme Programme (aimed at Chief Inspectors, Superintendents and Chief Superintendents) and the Strategic Command Course (aimed at chief officers). Within the Senior Leadership Programme, a session delivered by the College provides an overview of: what Evidence-based Policing is; why this approach is important; what robust evidence is; the Evidence-based Policing Matrix (http://cebcp.org/evidence-based-policing/the-matrix/); how Evidence-based Policing might work in practice; how to build the evidence base; and how involving police in research can encourage them to use it in practice.
- An Evidence-based Policing Career Pathway is currently being developed by the College. This will potentially be targeted at Sergeants/Inspectors in neighbourhood policing.

2.1.3 The literature informing training needs
There are various challenges related to the implementation of an evidence-based approach to practice and policy identified in the literature which needed to be considered in understanding training needs.

A key challenge to implementing evidence-based practice and policy is articulated by Cartright and Hardie (2012) as an understanding of “the entire argument necessary to get you from there to here” (p.157). This relates to the assumption that evidence proving a causal link between an intervention and outcome in one place (there) can be easily applied to the practitioners own circumstance (here; where and when the practitioner puts it into effect), ignoring whether the same support factors which were in place there are also in place here (e.g. a certain number of participating police officers, a specific population demographic, a specific environmental design, a specific number of hours attributed to the task). Therefore a training programme which will enable police officers to appraise evidence and use evidence to inform their decision-making, will need to ensure it enables officers to seek to understand the whole argument – not only that something worked there, but also that the casual link and support factors in place there are also in place here. It is hoped that by using the CRT and EMMIE as central components of the training programme, this need will be met. EMMIE acts as a framework for articulating these differing factors:

- Effect: Something worked there (e.g. CCTV reduced crime)

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6 The training needs analysis took place between April and July 2015 and thus the available education/training may be different to the time of publication of this report.
Mechanism: Something worked there through this causal link (CCTV reduced crime by increasing perceptions of being caught; meaning potential perpetrators knew that CCTV was there and was monitored)

Moderators: There were support factors there which allowed something to work there (e.g. CCTV works in a car park)

Implementation: There were support factors were implemented there which allowed something to work there (CCTV was monitored)

Economic considerations: Having this many resources allowed something to work there (£?? Was spent on CCTV and monitoring there).

By using EMMIE as central to training in EBP and as central to using the CRT, officers will be learning that they need to understand the entire argument for ‘what works’ to make a judgement as to whether something will work where they are. By using the CRT they will be accessing the strongest evidence to suggest an intervention worked there.

The next learning need which is highlighted by Cartright and Hardie (2012) is whether evidence-based decisions are centralised or discretionary. For the purposes of this training we concentrate on crime prevention interventions, the implementation decisions for which are discretionary to individual forces and perhaps even officers – therefore an individual or team will need to use judgement to interpret such evidence about whether something will work here because it worked there. Again it is hoped that the use of EMMIE and the CRT will provide learners with a way to approach such decisions, and the use of practical activities during training, in which they will be asked to make such decisions, will be essential.

More general issues related to the implementation of an evidence-based approach to practice and policy identified in the literature could also be recognised as training needs. For example, a lack of practitioner capacity to find, understand and share evidence (Sharples, 2013); a lack of effective dissemination and access to evidence (Nutley et al, 2002) and a lack of individual commitment to a new approach within an organisation (Cherney & Head, 2011). It is hoped the use of the CRT may address any difficulties relating to the finding, sharing, disseminating and accessing of evidence, whilst addressing learner understanding of the benefits of EBP as well as confidence in applying EBP, may go some way to addressing issues around individual commitment. However, it is clear that some of this will be reliant on individuals feeling they have organisational support.

When implementing an EBP approach, previous initiatives have found difficulty in:

- Translating the evidence and applying it as a programme or project
- Managing the implementation of such projects
- Resourcing projects

There are also examples of the barriers associated with implementing specific forms of EBP, such as Problem-oriented Policing (PoP):

- Difficulties in collating and using data
- Problems inherent in working in partnership with other agencies
- The lack of flexibility within the hierarchical and structured nature of police organisations (Bullock, Erol & Tilley, 2006)
The aspects of these learning needs which can be addressed through a training programme were considered when developing the training objectives, however it should be noted that other challenges and barriers to an evidence-informed approach are outside the remit of a training programme (e.g. availability of resources & the structure of policing organisations).
2.2 TRAINING OBJECTIVES

The existing and developing learning opportunities described at 2.1.2 were perceived to be likely to fulfil much of the identified learning gap around Evidence-informed Policing, and more specifically evidence appraisal and research design. Therefore the Evidence-informed Policing pilot training programme contributed to the identified learning gap by specifically focusing on:

- Enabling police officers to use the Crime Reduction Toolkit
- Enabling officers to understand the EMMIE evaluation criteria

Through this, the programme sought to develop officers’ theoretical (EMMIE) and practical (the Crime Reduction Toolkit) understanding of evidence-informed approaches, equipping them with the skills required to use evidence to inform their decision-making and enabling them to appraise evidence and commission research. See Appendix A for a full outline of the training objectives developed for the pilot training programme. These objectives were based on the training needs analysis described in section 2.1, and were expanded on and developed in consultation with the College.

The training objectives were developed with Kirkpatrick and Kirkpatrick’s (2007) understanding of ‘results’ as a level of training programme evaluation. This refers to the end results and outcomes which are hoped to be achieved, in which the training programme may play a role. In this case, it is considered that the wider outcomes sought through training police in an evidence-informed approach were:

- Crime reduction
- An evidence-informed culture of working
- Transparency of police decision-making

The training needs analysis (Section 2.1) sought to understand the police behaviours which would be needed to achieve these results and the learning objectives (Appendix A) are intended to relate to the knowledge, skills and attitudes necessary to achieve these behaviours.
2.3 TRAINING APPROACH & FORMAT

2.3.1 Adult learning

This section provides an overview of the literature which has informed the design of the training delivery plan. It is not intended to be a comprehensive review of the literature in this area, but rather an overview of the main themes identified related to adult training. Additionally, it is worth noting that a distinction can be made between police training and education, with the former related to acquiring skills required to undertake police tasks and the latter related to developing the ability to “conceptualise and expand the theoretical and analytical learning process” (Kratcoski, 2004, p. 103-104). Here, theories more generally related to adult learning are outlined.

The literature often presents three major adult learning theories including andragogy, self-directed learning and transformative learning (Merriam & Bierema, 2013) which are outlined below along with Wlodkowski’s (2008) proposed levels of adult motivation for learning.

Andragogy (Knowles, 1973) is based on the following assumption about adult learners:

“Adult learners are independent, self-directed, internally motivated and use experience as resources for learning” (Merriam & Bierema, 2013, p. 48).

In practice, this means that the trainer must ensure that the learning environment is adult-oriented, provides mutual respect & trust and encourages collaboration. The aim of training should be to enable the learner to understand the value of the knowledge for their job. Andragogy proposes that adult learners are problem-centred, rather than subject-centred, and prefer to immediately apply the knowledge they are learning. Training should attempt to link the content of training to the needs and interests of the learners to encourage internal motivation to learn (e.g. increased job satisfaction, self-esteem, and personal fulfilment). Andragogy is a major approach applied in adult education, however it should be noted that there is currently a lack of research to support this (Merriam & Bierema, 2013).

Self-directed learning (Knowles, 1975) is described as a process, rather than a personal attribute, and emphasises that the trainer is a facilitator, with the learner having self-development as a goal and the facilitator supporting this.

Transformative learning (Mezirow, 1996) has been proposed to provide a more evidence-based approach to adult education (Taylor, 2008). It emphasises that life experiences result in inclusive, open and permeable perspectives as part of adult development (Merriam & Bierema, 2013). In practice, this means providing trainees with opportunities (both during and after training) to develop and apply a new perspective (through, for instance case study tasks) and allowing opportunity for critical reflection through classroom discussion (Taylor, 2008). Practical applications of the theory within this training course may include the use of complex or unstructured practice-based problems, group work/collaboration, reflective activities and offering alternative discourses to those often agreed on within the police (Merriam & Bierema, 2013).

Experiential learning theory (Kolb, 2014) describes the learning process achieved by transforming the trainees’ experience through:

- Concrete experience (trainees draw on and recall their past experience as well as having a new experience through, for example, case study tasks)
Reflective observation (trainees review and reflect on that experience through group discussion and Socratic questioning)

Abstract conceptualisation (trainees learn from that experience through reflection - lectures, take home materials)

Active experimentation (trainees apply their learning to a real-world experience – through individual/group projects, action plans)

In order to enhance adult motivation to learn, Wlodkowski (2008) suggests the following should be achieved in the classroom:

- **Inclusion and an atmosphere for learning** (so that trainees feel respected, connected and are aware of the learning goals)
- **Trainee favourability to the learning** (by enabling trainees to understand why it is relevant to them)
- **Trainee understanding of the meaning of the training for them** (by making connections between previous and new knowledge)
- **Trainee confidence and feelings of competence** (by making sure training tasks are authentic – as close to real life contexts as possible)

### 2.3.2 Training methods

There are various training methods appropriate to adult learning processes including group sessions, discussion and simulation and role-playing (Buckley & Caple, 2009):

- **Group sessions** generally involve the trainer presenting to the trainees with interaction taking place through question and answers. These enable trainee participation along with ‘lecture’ style teaching, however reduce the trainer’s ability to provide individual attention and are dependent on group cohesion and similarities in terms of learning level. ‘Lecturing’ has not been found to be effective for attitude change or learning behavioural skills (Bligh, 2000).

- **Group discussions** enable the trainees to reflect on the knowledge presented to them which may reinforce the learning, can increase engagement and provide the trainer with an indication of the trainees’ learning (Goodman & Brien, 2012).

- **Simulation and role playing** replicate real situations and enable the trainees to use equipment, solve problems, follow procedures and practice job performance. **Case studies** are one example of this:

  “Case studies present problem situations for the trainees to devise a solution either working individually or as syndicated groups. The solution can be presented either in written form or as a presentation” (Buckley & Caple, 2009, p.193).

Case study activities enable the trainees to apply the knowledge learned through the training alongside knowledge learned through their previous experience. The high activity levels involved in case study work may maintain trainee interest and motivation whilst enabling the trainer to gain an insight into the trainees’ understanding of the knowledge (Buckley & Caple, 2009). Goodman & Brien (2012) propose that the effectiveness of case studies in teaching evidence-based approaches can be improved by using tasks and questions relating to the case study which encourage evidence-based causal analysis. It should be recognised, however, that case study activities are more time-consuming both to prepare and carry out and require trainer skill in directing and controlling the exercise (Buckley & Caple, 2009).
E-learning uses technology to deliver and facilitate learning (Liaw, 2008) which provides trainees with flexibility around time, freedom of expression without limitations and access to all training materials at their leisure (Bouhnik & Marcus, 2006). However, a House of Commons Home Affairs Committee (2015) review of the first 2 years of the College emphasised Police Federation concerns that staff do not have enough time to complete the training available to them and that online learning has replaced face-to-face courses which resulted in a reduction in police training days. The committee argue that whilst online training is good, officers still need to have rostered time for it, and that the lack of face-to-face training may lead to other reduced skills, such Interpersonal skills. This was considered, alongside the findings of police cynicism around e-learning effectiveness (Fleming & Fyfe, 2015; Kodz & Campbell, 2010) in decisions about the mode of delivery of the pilot training programme.

2.3.3 The evidence in training and behaviour change

Whilst a full literature review is outside of the scope of this report, the following articles also informed the development of the training approach. A key finding throughout each of these articles is a lack of research, not only in the general area of training, but also specifically for police and evidence-based training in other professions. Therefore, there is a lack of empirical evidence to support the design of a training approach in terms of training approach and content.


This commentary explores the implementation of evidence-based practice into the clinical psychology profession with particular consideration given to training. The author concludes that “problem-based, real-time experiences” (p.692) should be implemented throughout the curriculum for this profession, rather than a single and separated course in evidence-based practice. Additionally the article notes a key issue is the lack of research or understanding of the processes involved in how the best evidence is then transformed and applied by practitioners. This highlights the difficulties in finding an empirically supported approach for the pilot training.


Beck et al propose and present four ‘key principles of evidence-based doctoral training’ in clinical psychology which may be transferable to police training. The first principle is to teach psychology students to base practice on research through integrating assessment and treatment, using data-based practice (on-going assessment throughout treatment), having supervisors model research skills and teaching research skills (appraisal, rigorous methodology etc). The other principles include teaching critical thinking, lifelong learning and using experiential (e.g. case studies) learning together with instructive lecturing. Some of these findings can inform the pilot training approach.


This article reports the findings the Bringing Evidence for Social Work Training study. The training consisted of 10 modules which aimed to support evidence-based practice in social work and the study considered practitioner perceptions of the training. The modules explored areas from developing
motivation to use evidence in practice, to synthesising the evidence found. The study concludes that whilst the training was acceptable to practitioners, it was not adequate for continuing evidence-based practice. Suggestions to overcome this included long-term partnerships between social work agencies and universities and the requirement for organisations to provide practitioners with time, funding and access to resources. This article provides an approach to training practitioners in evidence-based skills, but also highlights the organisational support mechanisms which would be needed to implement such skills in practice.


This paper introduces how behavioural theory can impact policy-making, focusing on the implications for influencing behaviour change. It provides a framework (MINDSPACE) for how best to communicate with practitioners to result in behavioural change. MINDSPACE is presented as a checklist for policy-makers seeking to change or shape behaviour, with the key aspects to consider including: the messenger; incentives; norms; defaults; salience (and relevance); priming; affect; commitments; and ego. Such theories and models inform the approach of the pilot training, and the presentation and structure of the content.


Nutley et al present four ways to improve evidence-use based on cross-sector experience in using evidence to inform policy and professional practice: a definition of evidence, a strategic approach to developing evidence in priority areas, effective dissemination of evidence and initiatives to encourage evidence use. These key lessons learnt can inform the pilot training where possible.


This review considers developments in police training and education and identifies how higher education contributes to police learning, concluding that much development in police education in England and Wales is not based on research. It recommends partnership and collaboration between police and higher education, with police identifying clear objectives and higher education identifying evidence-based learning strategies. This highlights the role the police services themselves can have in developing training programmes, which supports the use of focus groups (Fleming & Fyfe, 2015) to underlie the pilot training content and using pilot training participant feedback to further develop the training in future (Fleming, Fyfe & Wingrove, 2016a).


This article reports an evaluation of a procedural justice police training programme in the US. It concludes that there is a lack of systematic research in the area of police training and calls for wider evaluation of police training to ensure future police training can be evidence-based. Whilst this article only highlights a lack of research to support the design of the pilot training approach, it does strengthen the need for the pilot training evaluation (Fleming, Fyfe & Wingrove, 2016a).

This chapter discusses the role of higher education institutions in police training and education in Britain. Stanislas suggests there is a lack of evidence for any causal relationship between higher education institution involvement and police conduct/performance and calls for more research in this area. This chapter again highlights the lack of empirical evidence to support the design of the pilot training approach.


This rapid evidence assessment found a lack of evidence for what works in training generally. However, findings suggested that training integrated into routine practice is more effective at changing individual’s attitudes and behaviour than classroom based approaches, collaborative continuous professional development is effective in improving pupil learning and behaviour outcomes and a combination of methods of active participation are most effective. These findings were considered when developing the training approach, particularly when ensuring the pilot training involved active participation of the trainees.
2.4 Training Participants

Preliminary analysis of the forces to be involved in the pilots suggested that the most appropriate target audience for the pilot training programme would be inspectors, sergeants and analysts with a responsibility for problem solving within the forces participating (Fleming & Fyfe, 2015). This resulted in a diverse selection in terms of rank and role and, therefore, the pilot training programme focused on utilising evidence to inform decision-making, rather than on a specific job role. The content of the training was developed with this in mind, utilising case exercises focusing on a particular problem which may have multiple appropriate approaches and solutions, depending on the individual’s role.

There were no pre-requisites, co-requisites or post-requisites for the pilot training programme, however the College may wish to integrate existing and future learning opportunities following incorporation of this programme into the curriculum.

Given the challenges to evidence-informed policing identified through focus group analysis (e.g. time and financial resources, lack of organisational support, performance framework focus on enforcement related activity and risk aversion) (Fleming & Fyfe, 2015), it was intended that as part of the implementation of the pilot training programme, a separate 2-3 hour Executive/Senior Officer briefing would be undertaken within the forces involved. These briefing sessions would have provided an overview of the findings of focus groups and interviews held within the forces (Fleming & Fyfe, 2015), the potential benefits for the forces of an evidence-informed approach and specifically the pilot training course, as well as an outline of what the pilot training programme encompasses. However, due to time constraints in organising the pilot training, in order to identify who might be most likely to benefit from the pilot training, the research team issued an information sheet (Appendix B) to the participating forces. This provided each force with an overview of the wider research project (WWCCR) and the proposed learning outcomes to use to identify role and ranks which would benefit from the training. The information sheet indicated that the research team had identified that inspectors, sergeants and analysts with a responsibility for problem solving may be appropriate participants, but that the force itself should identify who they believe will benefit.
2.5 Training Schedule
When determining the best training schedule, it is important to meet the needs of the trainees (Buckley & Caple, 2009). Therefore, the development of the training schedule (Appendix C) was, in part, determined by the time limits of the forces participating in the pilot training. As such the training took place over the course of six hours, including breaks. This allowed for trainees to travel to and from the training facilities within their working day.

The time constraints of the training should be considered when developing the schedule and considering the appropriate content (Buckley & Caple, 2009). Whilst such constraints may mean that some skills-based objectives (the trainee being able to use the knowledge in practice) may not be achievable, it may be that knowledge-based objectives (the trainee being able to list or state what they have been taught) are achievable in the time frames. Therefore, the research team sought to discuss the limitations of the training schedule and, therefore the content, with the College, developing a programme outline and training objectives which were discussed prior to the development of the training schedule and content.

It is generally agreed within the training literature that whilst a training schedule and session plan (see ‘Training Guide’; Fleming, Fyfe & Wingrove, 2016b) should be developed for any training programme, a ‘script’ for the trainer is not appropriate (Buckley & Caple, 2009). Whilst providing the trainer with key points which a session may bring out, anecdotal material to develop the topics and core information which must be covered, a training guide should provide the trainer with the ability to flexibly deliver the content to meet the individual needs of the learner and the individual experience of the trainer.

Following agreement on the programme outline and learning objectives, the research team developed a training schedule which accounted for a logical and manageable order of training, time constraints impacting on the training methods which could be used, incorporation of a variety of training techniques which encouraged participation and allowances for breaks and training feedback/evaluation (Buckley & Caple, 2009).
2.6 Training Instructors & Facilities

The facilities for the pilot training were selected by the forces participating, based on the requirement for a room and in which each participant could access a computer, with one computer per two participants deemed sufficient. See Fleming, Fyfe and Wingrove (2016a) for a description of the facilities provided by each of the individual forces.

It is important to select appropriate instructors for any training programme. This relates to their knowledge of subject, desire to teach, communication skills, ability to get people to participate, and whether they are ‘learner oriented’ (Buckley & Caple, 2009). The following biographies of the training instructors were provided to the trainees:

Professor Jenny Fleming, University of Southampton

Professor Jenny Fleming joined the University of Southampton as Professor of Criminology in 2012, where she is also the Director of the Institute of Criminal Justice Research. Professor Fleming’s expertise lies in collaborative research with police practitioners covering such topics as police partnerships, knowledge exchange, and management. She is interested in organizational imperatives that impact on the way in which ‘police do business’ and police leadership and has published widely in this area. She is the co-author of Fighting Crime Together: The Challenges of Policing and Security Networks (with Jennifer Wood, University of New South Wales Press, 2006). The Sage Dictionary of Policing (with Alison Wakefield, Sage, 2009) and Police Leadership: Rising to the Top, (Oxford University Press, 2015). Professor Fleming is the Editor-in-Chief of Policing and Society, An International Journal of Research and Policy, the leading policing peer-reviewed journal in the United Kingdom.

Professor Nick Fyfe, University of Dundee

Professor Nick Fyfe is founding Director of the Scottish Institute for Policing Research, Professor in the School of Social Sciences at the University of Dundee, and a Fellow of the Scottish Police College. He has been a Special Advisor to the Scottish Parliament’s Justice Committee for its inquiries into the use of police resource and community policing, is a trustee of the Police Foundation and co-chairs the Policing Working Group of the European Society of Criminology. His recent research has focused on witness protection arrangements in serious and organised crime cases, police investigations of reports of missing persons, and police reform in northern and western Europe. He is currently leading a four year project funded by the Scottish Government to evaluate police and fire reform in Scotland. In 2014 he was awarded the Distinguished Achievement Award by the Center for Evidence-Based Crime Policy at George Mason University in the United States and in 2015 the project on missing persons he worked on was awarded the Economic and Social Research Council’s Outstanding Impact on Society award.
2.7 TRAINING MATERIALS
This sections outlines the development of the pilot training materials.

2.7.1 PowerPoint Slides
There is a lack of consensus in the literature to provide clarity on what is an effective presentation, however some suggested factors include (McLardy & Sullivan, 2014):

- Identification and clarity of the message being communicated
- Provide a forum for education, entertainment and encourage audience questions & interaction
- Variety and interaction to maintain audience attention
- Balance between graphics and text

The slides developed for the training (Appendix D) were based on the developed training objectives, content, schedule and took into account the training participants and instructors. The slides were developed through collaboration between the authors of this report, two of whom have extensive experience in lecturing and all of whom have experience in research presentation.

2.7.2 Case study approach:
See section 2.3.2 for an overview of case study approaches to training.

The case study (Appendix E) and tasks (Appendix F) was developed through interactions with the College, trainers, curriculum developers as well as an understanding of what evidence the CRT covered at the time.

It followed the following steps advocated by Stimson (1991) when developing a learning exercise (Stimson, 1991):

- Identify the objective of the exercise and link this to the overall learning outcomes
- Outline the problem: the case study should be familiar to the trainees. Alcohol-related offences were identified as appropriate due the available evidence on the CRT at the time of case study development, as well as due to familiarity with this topic across all police officers and staff.
- Devise a solution: Whilst there was no ‘right’ answer to the case study exercises, examples of possible answers, solutions and comments were identified.
- Prepare instructions: The instructions to the trainees were written both on the case study (Appendix E) and tasks (Appendix F), as well as on the PowerPoint slides (Appendix D) at the appropriate point in the schedule.

Various examples of case studies were used as resources to develop the case study and tasks and considerations were made to the structure, language, clarity and layout of the case study to increase

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Tilley Awards Projects http://www.popcenter.org/library/awards/tilley/
the likely effectiveness (Stimson, 1991). Once a draft case study had been developed, it was proof read by a police officer to ensure it was clear and written in a familiar format for the audience.

### 2.7.3 Take-home materials

Handouts provide a summary of the key points of a training session (Buckley & Caple, 2009) and ensure that trainees have accurate and complete information without being distracted by taking notes (Stimson, 1991). However, handouts can also lead to distraction and it can be difficult to decide the appropriate point at which to hand them out to trainees. Despite this, it was decided that due to the new and complex nature of the information being provided to the trainees in the pilot training, it was appropriate to develop a take home reference guide (Appendix G). The aim of the guide was to provide the trainees with the key information and further reading should they wish to explore the topic further.
3 TRAINING PILOT PROCEDURE

The pilot training programme procedures and materials were submitted to, and approved by, the University of Southampton Ethics Committee (Reference number 17128). See Fleming, Fyfe and Wingrove (2016a) for a full overview of the research procedures involved in the pilot training days (e.g. participant information and consent, evaluation and feedback measures).

Participants took part in a six hour (including morning/lunch/afternoon break) pilot training session which included an introduction to evidence-informed policing and used some of the tools developed by the WWCCR – in particular the evaluation scale entitled ‘EMMIE’ and the CRT. For a detailed understanding of each session of the day, a Trainer Guide has been developed (Fleming, Fyfe & Wingrove, 2016a), however a brief outline follows:

- **Introduction to the programme**: Trainee expectations were set, along with an open respectful environment. Trainees were given an introduction to the WWCCR.
- **Evidence-informed Policing**: This session introduced the trainees to a definition of Evidence-informed Policing and given examples of evidence-informed practice. An explanation of how Evidence-informed Policing sat within other policing paradigms (e.g. Intelligence-led policing) was given for clarity.
- **EMMIE & the CRT**: Trainees were introduced to the tools, given an explanation of the difference between primary and systematic research to provide an understanding of what was available on the CRT and were provided with some background to the development of the tools. The CRT was then demonstrated.
- **Think EMMIE**: A crime reduction intervention (CCTV) was used an example to talk through the components of EMMIE. This was then situated within the trainee’s roles through discussion about appropriate times to think EMMIE (e.g. making a business case for external funding).
- **Apply EMMIE**: The trainees were introduced to the case study (Appendix E) and completed task 1 in pairs and task 2 in small groups (Appendix F), feeding back their findings to the wider group.
- **Review EMMIE**: Trainees were introduced to the concept of review/evaluation, why it might be completed and some key principles for commissioning quality research. They then completed task 3 (Appendix F) prior to group discussion.
- **Take home messages**: Trainees discussed ways in which they could apply what they had learnt within their own roles and in their wider force, before completing the feedback questionnaire (see Fleming, Fyfe & Wingrove 2016a).
4 REFERENCES


5 APPENDIX A: TRAINING OBJECTIVES

Learning outcomes and content specification:

On successful completion of the learning, the learner will be able to:

1. Describe the origins and value of evidence-based approaches to policing:
   1.1 Definition of evidence-based policing
   1.2 The evidence-based policing literature
   1.3 Examples of evidence-based approaches
   1.4 The value of evidence-based approaches in the current climate (e.g. funding constraints) and the wider relevant policy/visions (e.g. College Five Year Strategy, Leadership Review, Select Committee review etc.)
   1.5 How evidence-based policing fits into other policing paradigms (e.g. POP, SARA, intelligence-led policing, national decision model)

2. Explain the 5 dimensions of EMMIE:
   2.1 The What Works Centre for Crime Reduction
   2.2 The development of EMMIE as an evaluation scale
   2.3 Components of EMMIE:
      - Effects found;
      - Mechanisms identified (how a measure works);
      - Moderators identified (conditions needed to activate mechanisms);
      - Implementation (what was found to be need to put the measure in place);
      - Economics (costs/benefits of the measure).

3. Describe the ways in which EMMIE was used to create the Crime Reduction Toolkit:
   3.1 The difference between primary research and systematic reviews
   3.2 An introduction to systematic reviews (including directing to the library workshops on scanning literature)
   3.3 Scoring using EMMIE
   3.4 Problems using EMMIE with the available literature (e.g. time consuming, inference required, lack of literature in some areas, coverage of toolkit)

4. Access and use the Crime Reduction Toolkit:
   4.1 The Crime Reduction Toolkit (what it is and how to access)
   4.2 Using the Crime Reduction Toolkit
   4.3 The legal terms of the use of the Crime Reduction Toolkit

5. Describe the barriers to the use of evidence in police decision-making and ways to overcome this:
   5.1 Barriers (e.g. accessibility, ecological validity, quality assessment skills, organisational culture, time and resources)
   5.2 Need for a more useful form of evaluating/assuring the quality of systematic research (the requirement for EMMIE)
5.3 Need for tailored forms of delivery and dissemination of research evidence (the requirement for the Crime Reduction Toolkit and training programme)

6. Explain some of the contexts/scenarios in which it would be appropriate to ‘THINK EMMIE’:
6.1 Using evidence from local crime analysis to identify a particular crime problem
6.2 Making a business case within the organisation to tackle a crime problem
6.3 Approach from partner organisations to contribute to a local crime reduction initiative
6.4 Opportunity to bid for crime reduction funding from external bodies
6.5 The need to know what works, for whom, in what circumstances and how
6.6 The need to know how best to implement it and what it might cost

7. Explain how to ‘APPLY EMMIE’ in the context of addressing a local crime/policing issue:
7.1 Identifying, accessing and interpreting relevant evidence contained within the Crime Reduction Toolkit
7.2 Making judgements regarding which intervention(s) would be appropriate to apply in a particular situation
7.3 Assessing the processes of authorising, targeting and implementing an intervention based on evidence within the Crime Reduction Toolkit

8. Explain the need to ‘REVIEW EMMIE’ following its application:
8.1 The need to contribute to the evidence base
8.2 Applying the dimensions of EMMIE to evaluate interventions
8.3 The need to operate as a learning organisation in which information about success and failure is captured by the force

9. Explain some of the considerations when developing, designing and/or commissioning work which monitors the implementation and outcomes of any intervention:
9.1 Key factors in designing quality research
9.2 Evaluation measures - measures of success (monitoring internal data, getting officers to record their activity)
9.3 Gaining assistance in evaluation (approaching a local university, using internal analysts, evaluation surgeries)

10. Reflect on how to THINK, APPLY and REVIEW EMMIE practically in the workplace
10.1 The application of evidence-informed policing in individual roles
10.2 The application of evidence-informed policing within the wider police force
‘Evidence-informed Policing’ Pilot Training Programme

Information Sheet

The ‘What Works Centre for Crime Reduction’, funded by the Economic and Social Research Council and the College of Policing, was established to develop a strong research evidence base for decision-making around crime reduction. A key component of the Centre is the development and piloting of a training programme which will enable police officers to appraise evidence and use evidence to inform their decision-making when addressing local problems of crime and disorder. This document provides information to forces being asked to take part in the pilots.

The Centre has developed a Crime Reduction Toolkit available online which rates and ranks crime reduction interventions in terms of impact, cost-savings, how they work, where they work and how best to implement them locally (http://whatworks.college.police.uk/toolkit/Pages/Toolkit.aspx). The pilot training programme will incorporate the Crime Reduction Toolkit which provides access to research findings in various areas such as, for example, knife crime, domestic violence and drink driving.

The College is supporting this work and in due course the training programme will be added to the National Policing Curriculum.

What are the benefits for your force?

In 2014 we held focus groups and interviews with your officers to gain insight into:

- General understandings of what constitutes research
- Attitudes towards using research to inform policing practice
- How research is currently used to inform police decision-making
- The perceived challenges and barriers to using research
- What might be useful in a training programme

The findings of these focus groups, and the views expressed by those who participated, have informed the design of the pilot training programme. As your force agreed to host focus groups for the project last year, it was agreed that you would have the opportunity to be one of the first recipients of the pilot training programme. It is anticipated that the training programme will benefit and be of value to your organisation generally and your officers specifically.

At the end of each pilot session, we will be conducting an evaluation to assess officer attitudes and perceptions of the content and utility of the session. The findings will be communicated in a final report which you will have access to, and will inform further development of the programme prior to it being incorporated in to the National Policing Curriculum.
Learning Outcomes

The overall aim of this programme to improve the ability of officers to tackle local problems of crime and disorder through an introduction to Evidence-informed Policing, providing them with the skills required to make decisions based on all of the available evidence. This highlights the role research can play in informing police decision-making.

On completion of this programme, participants will be able to:

- Explain the nature and value of evidence-informed approaches to policing
- Understand the origins and development of the Crime Reduction Toolkit
- Use the Crime Reduction Toolkit to help inform decision-making in relation to tackling a local crime problem
- Assess the use of the Crime Reduction Toolkit after employing it locally
- Use their understanding to appraise evidence and commission research

When will the pilot be held?

We intend to complete the pilots in September and October 2015. The course will take 6 hours (e.g. 10:00 – 16:00) which allows for breaks, networking and discussion. Specific timings and dates can be arranged to suit your force requirements.

Where will the pilot be held?

We would like to hold the pilot within your force area. We will require a room and those participating will need access to a computer (one computer per two participants will be sufficient). This will facilitate applied learning through a scenario/case example using the Crime Reduction Toolkit online.

Who would we like to take part?

We suggest inspectors, sergeants and analysts with a responsibility for problem solving within your force. You may identify other roles and ranks which would benefit from attending, and we welcome this. Those who attended the previous focus groups are also welcome to attend the pilot.

How many officers/staff would we like to take part?

We are hoping to have 25 – 30 officers and staff from each force participate in the pilot training course. Whilst it would be preferable to complete the pilot in your force within one day, we can hold it over two days if resources and availability require this flexibility.

Who can you contact for more information?

Professor Jenny Fleming
077 9226 7426

Professor Nicholas Fyfe
078 6698 0088


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## 8 Appendix C: Training Schedule

<table>
<thead>
<tr>
<th>Sub-goal</th>
<th>Session</th>
<th>Content/subject</th>
<th>Learning outcome</th>
<th>Learning approach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why am I here and what will I have to do?</td>
<td>Welcome</td>
<td>Introduction to the day</td>
<td></td>
<td>Presentation/whole group discussion</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Health &amp; Safety</td>
<td></td>
<td>Presentation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Introduction to the WWCCR</td>
<td>2.1</td>
<td>Presentation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Focus group findings</td>
<td></td>
<td>Presentation</td>
</tr>
<tr>
<td></td>
<td>What is it and why do I care? Concepts</td>
<td>1. Evidence-informed Policing</td>
<td>Definition &amp; literature</td>
<td>1.1, 1.2</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Examples</td>
<td>1.3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Relation to other policing paradigms</td>
<td>1.5</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Value in the current climate</td>
<td>1.4</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Overcoming barriers</td>
<td>5.1, 5.2, 5.3</td>
</tr>
<tr>
<td>What are the tools? Techniques</td>
<td>2. EMMIE &amp; the Crime Reduction Toolkit</td>
<td>Introduce EMMIE and CRT</td>
<td>2.1</td>
<td>Presentation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Background: the difference between primary research and systematic research</td>
<td>3.1, 3.2</td>
<td>Presentation/Question &amp; Answer, ask a few members of the audience their understanding.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>EMMIE: Development and components</td>
<td>2.2, 2.3</td>
<td>Presentation/Question and Answer: (which parts does your role emphasise?)</td>
</tr>
</tbody>
</table>

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8 Anderson’s four-stage process model of learning: Concepts, techniques, application, transfer (CTAT) – relates to Kolb’s learning cycle, see page 6 of this document.
<table>
<thead>
<tr>
<th>Scoring using EMMIE</th>
<th>3.3</th>
<th>Presentation</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Crime Reduction Toolkit</td>
<td>4.1, 4.2</td>
<td>Demonstration</td>
</tr>
<tr>
<td><strong>When do I use the tools?</strong> Application</td>
<td>3. ‘THINK EMMIE’</td>
<td>Knowing what works, for whom, in what circumstances, how, and for how much</td>
</tr>
<tr>
<td></td>
<td>Examples of when to THINK EMMIE</td>
<td>6.1, 6.2, 6.4, 6.3 (order)</td>
</tr>
<tr>
<td><strong>How do I use the tools?</strong> Application</td>
<td>4. ‘APPLY EMMIE’</td>
<td>Identify, access and interpret evidence</td>
</tr>
<tr>
<td></td>
<td>Make judgements regarding which intervention is appropriate</td>
<td>7.2</td>
</tr>
<tr>
<td></td>
<td>Assess how to implement the intervention</td>
<td>7.3</td>
</tr>
<tr>
<td></td>
<td>Group presentations (your solutions)</td>
<td></td>
</tr>
<tr>
<td><strong>What do I do after I have used the tools?</strong> Application</td>
<td>5. REVIEW EMMIE’</td>
<td>What is a review? (evaluation principles/definition)</td>
</tr>
<tr>
<td></td>
<td>Why review? (contribute to evidence base &amp; organisational learning)</td>
<td>8.1, 8.3</td>
</tr>
<tr>
<td></td>
<td>Commissioning quality research: Key principles</td>
<td>9.1</td>
</tr>
</tbody>
</table>
| | Applying EMMIE to review interventions (and review measures) | 8.2, 9.2 | Presentation /group session  
Case study (continued in groups of 4) |
| | Review help! (university, internal analysts, surgeries) | 9.3 | Presentation /question & answer – have you heard of any of these? |
| **What does this mean** | 6. Take home messages | Post-course questionnaire | Individual task & write on flipcharts |

<table>
<thead>
<tr>
<th>Transfer</th>
<th>Application in individual roles and forces</th>
<th>Group discussion focussed on flipcharts</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>10.1, 10.2</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>What about when I am back at work? Transfer</th>
<th>Workbook/Hand-out (exclusively)</th>
<th>Further reading</th>
<th>Quick Reference Guide (off course)</th>
</tr>
</thead>
</table>


9 APPENDIX D: PILOT TRAINING SLIDES

Evidence-informed Policing

Introduction to the day:
- Introductions
- Lots to be covered
- Open, respectful environment
- Use your professional experience
- Lunch and breaks
- Health & Safety

Overall learning goals
On completion of this programme, learners will be able to:
- Explain the nature and value of evidence-informed approaches to policing
- Understand the origins and development of EMARIE
- Use EMARIE and the Crime Reduction Toolkit to help inform decision-making in relation to tackling local crime problems
- Assess the use of EMARIE and the Crime Reduction Toolkit after employing it locally
- Use their understanding of EMARIE to appraise evidence and commission research

Format of the training

What is it and why do I care?

Evidence = Scientific research
Evidence-informed Policing
Using research and scientific processes to INFORM police decisions & practice

How does it fit with other policing paradigms?
- Intelligence-led Policing
- Problem-Oriented Policing (POD) and SARA

A Solution: EMARIE & the Crime Reduction Toolkit
What are the Tools?
EMARIE is an acronym, highlighting the important things to consider when reviewing research evidence
- Effect the impact on crime
- Mechanism how it works
- Moderators where it works best
- Implementation how to do it
- Economic Considerations what it costs

What is it and why do I care?
Evidence = Scientific research

How does it fit with other policing paradigms?
- Intelligence-led Policing
- Problem Oriented Policing (POPs) and SARA

A Solution: EMME & the Crime Reduction Toolkit
What are the Tools?
EMME is an acronym, highlighting the important things to consider when reviewing research evidence:
- Effect the impact on crime
- Mechanism how it works
- Moderators where it works best
- Implementation how (to do it)
- Economic Considerations what it costs

EMME & the Crime Reduction Toolkit
The Crime Reduction Toolkit is an online tool which provides access to such reviews of the research in specific areas of crime prevention and intervention.

A Solution?
EMME
Translating the evidence and applying it as a programme or project:
- EMME provides a more useful way to assure the quality of systematic research.
- Not all research is good and it is important to criticise and reflect on it.
- EMME provides a way of reviewing such research which accounts for aspects which are important to crime reduction.
- The evidence is usually available on a cost basis and the toolkit takes account for issues around the cost and implementation of interventions.

A Solution?
The Crime Reduction Toolkit
Making it easier for practitioners to find, access, understand and share evidence
- More effectively disseminating evidence
  - The EMME and the training programme are ways of tailoring forms of delivery and dissemination of research evidence
  - The CR provides access to a certain area of crime prevention and predicts its effect in a form which is hopefully useful for the practical implementation.
  - The Crime Reduction Toolkit is available to everyone online to access at anytime

Background: the difference between primary research and systematic review

Primary Research = New Research
This means running a new study or experiment, where only participants
For instance, we will be doing this to fit our hypotheses and will be collecting systematic, replicable data which can be compared with previous findings.

Systematic Review = Revisiting Research
This means using evaluator tools and measures such as EMME to identify, appraise and synthesise our theoretical stance. For instance, a specific crime reduction intervention.
For instance, the Crime Reduction Toolkit log into EMME, or as an area of research.
In addition, all of the previous systematic reviews of CPT are used in terms of EMME, and then summarise the findings of all of them.

Some examples of when to THINK EMMIE

- You are best placed to identify when those tools will be most useful to you, based on your experience and understanding of your own role.
- However some examples we came up with include:
  - Using evidence from local crime analysis to identify a particular crime problem
  - Making a business case within the organisation to tackle a crime problem
  - Opportunity to bid for crime reduction funding from external sources
  - Approach from partner organisations to contribute to a local crime reduction initiative

APPLY EMMIE: How do I use the tools?

- Case Study Task 1
  - Work in pairs
  - 35 minutes

APPLY EMMIE: Case Study Task 1

What intervention(s) would you propose and why?

You might want to consider:

- What does the evidence say the effect of that intervention is?
- What does the evidence suggest with regard to the mechanism through which the effect occurs?
- What impact does this intervention have in your case to use this intervention in this situation?
- What impact does this intervention have on your case to use this intervention in this situation?
- What would you need to consider when implementing this intervention?
- What impact does this intervention have on your case to use this intervention in this situation?
- What are the economic resource requirements to implement this intervention?

APPLY EMMIE: How do I use the tools?

- Case Study Task 2
  - Work in groups of 4
  - 40 minutes
  - Prepare to present your solution and challenge back to the group.

APPLY EMMIE: Case Study Task 2

What are some of the challenges you might need to overcome in proposing an intervention?

For instance, what might some of the challenges be when you are:

- Identifying an intervention to propose?
- Making a case for an intervention, particularly if this is new?
- Trying to secure resources for the intervention from within your organisation and external stakeholders?
- Implementing the selected intervention?

Present your solution

What intervention did you propose and why?

- How strong was the evidence for the effect of that intervention?
- Why did you think that mechanism was best for the case study situation?
- Were there any moderators which could have impacted on your intervention having an impact?
- What were some of the implementation/cost issues you had to consider for this intervention?
- What are some of the challenges you identified and how would you overcome them?

Why REVIEW EMMIE?
- In order to find out if your intervention had an impact
- In order to add to the evidence base
- In order to contribute to police understanding

REVIEW EMMIE: Key principles
- What factors would indicate your intervention had the intended effect?
- What factors would indicate what mechanism the effect was achieved by?
- How would you tell if any reduction had an effect?
- How would you tell if the way you implemented the selected intervention impacted on the outcome?
- How would you tell whether the outcome was worth the resources used to implement the chosen interventions?

What does ‘good’ or ‘robust’ ‘what works’ evidence look like?
- External validity is also important; whether the reduction in crime would transfer to other:
  - Locations
  - Victim types
  - Offender types
  - Police officers/staff delivering the intervention
  - Communities

Review EMMIE: What do I do after I have used the tools?
- Case Study Task 1
  - Work in the same groups of 4
  - 20 minutes

Review measures
- Some example ways of measuring the impact of an intervention include:
  - Monitoring internal data:
    - Number of crime reports
    - Number of arrests
    - Number of stops and searches
  - Getting officers to record their activity:
    - Using the same system or method
  - Using linked data
  - Collecting data on interventions
  - Assessing impact
  - Monitoring crime over a period of time

Review EMMIE: Case Study Task 3
- Develop a strategy for measuring the intervention.
  - What would you use to measure the intervention?
  - How would you know the intervention had the intended effect?
  - How would you know what mechanism the effect was achieved by?
  - How would you tell if any reduction had an effect?
  - How would you tell if the way the intervention was implemented impacted on the outcome?
  - How would you tell whether the outcome was worth the resources used to implement the chosen intervention?
**Take Home Messages: What does this mean for my work?**

Please use the next 15 minutes to:

- Complete your post-training questionnaire
- Write on the post-its:
  - One way in which you could apply evidence-informed policing in your own role
  - One way in which evidence-informed policing could be applied more widely across your force
10 Appendix E: Case Study

Case Study Exercise

Tackling Alcohol-related Crime

Background

“Alcohol is a major public health issue in England” costing £21 billion each year\(^\text{10}\). Alcohol misuse costs the NHS alone £3.5 billion each year, and in 2013 was as the cause of death in 1.4% of all recorded deaths\(^\text{11}\). There were an estimated 1,059,210 hospital admissions relating to alcohol consumption in England in 2013/14\(^\text{12}\). The Crime Survey of England and Wales (2013/14) found that offenders were perceived to be intoxicated in over half of all violent incidents (53%), even more so in violence between strangers (64%)\(^\text{13}\); the estimated number of drink driving accidents in Great Britain in 2013 was 5,710, resulting in 260 deaths\(^\text{14}\).

The misuse of alcohol is a priority identified within the police and crime plan by the Police and Crime Commissioner and is a priority for your Chief Constable. In the run up to Christmas, this is particularly key for your District Commander. Your district covers a highly populated town centre, including residential and commercial property, for which the alcohol outlet density has increased significantly since 2013. The town population of 120,000 comprises a mixture of local residents, tourists and students attending the local university. Drinking within the town centre increases across these groups over the Christmas period.

In previous years, the Christmas period has seen:

- Increases in underage drinking, particularly by local residents within the town centre.
- Increases in alcohol related violence within the town centre during the Christmas period in previous years.
- A spike in alcohol-related road traffic accidents both within the town centre and outskirts, and on ‘A roads’ leading out of the town. Such offences are predominantly committed by males, aged between 21 and 30 and result in both casualties and fatalities (Crime records and local crime analysis).

Such offences have been reported extensively in the local media. Safer Neighbourhood surveys show that town residents report fear of alcohol related violence, vandalism and road accidents. Victim and crime awareness surveys of the wider local population (including town

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\(^9\) Whilst this case study exercise has been designed to be as realistic as possible, it is not a real example. Statistics related to national crime rates are referenced, however the local partnership, force, neighbourhood and related crime information have been developed for the purposes of this training exercise.


residents, university students) reveal that high proportions of individuals know someone who has:

- Driven whilst they were perceived to be over the limit (20%)
- Been a passenger in a car whilst they perceived the driver to be over the limit (8%)
- Had a physical altercation with either a stranger or someone known to them following alcohol consumption (10%)
- Committed an act of vandalism against local property following alcohol consumption (5%)

**Your role**

Against this background, your district commander has asked each Neighbourhood Policing Team to identify how they will contribute to tackling alcohol related crime/disorder over the busy Christmas period.

You have been tasked with developing an evidence-based case for your Neighbourhood Policing Team’s contribution to a broader partnership approach.

As part of this you will need to:

- Access and use the Crime Reduction Toolkit to inform your decision around which intervention might be most suitable for this context
- Consider some of the challenges you might encounter in making a case for the selected intervention
- Develop a strategy for reviewing the intervention (we will address this later today)
11 Appendix F: Case Study Tasks

Case Study Task 1
What intervention(s) would you propose and why?

You might want to consider:

- What does the evidence say the potential effect of the selected intervention is (e.g. a reduction in crime, strong quality of evidence)?
- What does the evidence suggest with regard to the mechanism through which the effects occur (e.g. deter the offender by increasing the chance of being caught)? What impact does this information have on your case to use this intervention in this situation?
- What moderators might have an impact (e.g. the location or the age of the offender)? What impact does this information have on your case to use this intervention in this situation?
- What would you need to consider when implementing your intervention (e.g. staff training, delivery, monitoring)? What impact does this information have on your case to use this intervention in this situation?
- What are the economic/resource requirements (e.g. cost, staff, time) to implement this intervention?

Case Study Task 2
What are some of the challenges you might need to overcome in proposing an intervention?

For instance, what might some of the challenges be when you are:

- Identifying an intervention to propose?
- Making a case for an intervention, particularly if this is new?
- Trying to secure resources for the intervention from within your organization and external stakeholders?
- Implementing the selected intervention?

Case Study Task 3
Develop a strategy for reviewing the intervention.

How would you know whether your intervention had been successful?

a) What factors would tell you if your intervention had an impact?

You should consider all of the following:
What factors would indicate your intervention had the intended effect?

What factors would indicate what mechanism the effect was achieved by?

How would you tell if any moderators had an effect?

How would you tell if the way that you implemented the selected intervention impacted on the outcome?

How would you tell whether the outcome was worth the resources used to implement the chosen intervention?

b) How would you assess the factors you identified above?
12 Appendix G: Take Home Reference Guide

The What Works Centre for Crime Reduction

In March 2013 the Cabinet Office launched the ‘What Works Network’, a nationally co-ordinated initiative aimed at positioning the research evidence on ‘what works’ at the centre of public policy decision-making. Currently there are seven research centres focusing on six key areas of public policy.

For some years now, the College of Policing (the College) and its predecessor the National Policing Improvement Agency (NPIA) have been promoting the importance of research evidence to inform practice in policing and crime reduction. The College’s Five Year Strategy (2014) outlines its aims to promote understanding of ‘what works’ in policing, use this understanding to set standards and enable members to share knowledge and evidence around ‘what works’ (College of Policing, 2014).

As part of achieving these aims, the ‘What Works Centre for Crime Reduction’ (WWCCR) was established in 2013 to develop a strong evidence base for decision-making around crime reduction. It is led by the College and supported by a Commissioned Partnership Programme (CPP).

As part of its remit the CPP developed a series of systematic evidence reviews on crime reduction topics (both the collation of existing reviews and the writing of new reviews on topics identified by stakeholders) and has created a standard system to rate and rank
interventions in terms of their effectiveness and cost-savings (EMMIE). Key outcomes of the WWCCR include a Crime Reduction Toolkit available online (http://whatworks.college.police.uk/toolkit/Pages/Toolkit.aspx) which utilises the EMMIE scale, a coding scheme for evaluating systematic reviews of the evidence for crime reduction interventions (Johnson, Tilley & Bowers, 2015).

A key component of the WWCCR programme is the development and piloting of this Police Development Programme to enable police officers to use evidence to inform their decision-making. This programme will focus on enabling police officers and staff to use the Crime Reduction Toolkit and EMMIE. The intent is for the final programme to be added to the National Policing Curriculum (NPC), which “comprises the national standards for learning, development and assessment within the police service” (Clare, 2015, p. 7).

Further Reading


Evidence-informed Policing (EIP)

The Literature

Evidence-based approaches to professional practice originated in medicine in the 1990s, and went on to be applied to policing, education, social work and management. Sherman (1998) set out evidence-based policing as “the use of the best available research on the outcomes of police work to implement guidelines and evaluate agencies, units and officers” (p.3).

This perspective suggests police decision-making should be informed and supported by scientific research evidence (Lum, Telop, Koper & Grieco, 2012).

In the area of crime prevention, an evidence-based or evidence-informed policing approach seeks to use the best research on ‘what works’ (for instance, what interventions work?) to reduce a particular crime problem, to inform the implementation of interventions whilst paying attention to the local context and environment (Braga, 2009).

Further Reading


**Examples of EIP Approaches**

<table>
<thead>
<tr>
<th>EIP Approach</th>
<th>Findings</th>
<th>Further reading</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Hot Spot Policing</strong></td>
<td>There is substantial research evidence suggesting that place-based policing is effective in reducing crime. This relates to focusing police resources on areas where crime is concentrated, perhaps due to the presence of motivated offenders, suitable targets and a lack of surveillance. Hot spot patrolling refers to having more police officers in such ‘hot spots’, rather than a random patrolling approach through the local area.</td>
<td>Weisburd, D. (2008). <em>Place-based Policing</em>. Ideas in American Policing Series. Washington, DC: Police Foundation.</td>
</tr>
</tbody>
</table>

and Other Juvenile Awareness Programs for Preventing Juvenile Delinquency. *Campbell Systematic Reviews.*

**Repeat Victimization**

There is consistent scientific evidence for repeat victimisation across many offences and the reduction of this has become a key crime strategy in the UK. The result has been the implementation of a variety of approaches to preventing such repeat victimisation by protecting the victim (target hardening). The further reading can provide an account of the process of moving from research to implementing a broad crime prevention strategy.


**Police Lineups**

There is extensive research on the procedures involved in eyewitness identification which shows that the way in which the lineup is conducted can impact on a witness’s ability to remember accurately and thus to identify the suspect accurately. For instance, when the police officer/staff fails to instruct the witness that the offender may or may not be present in the lineup, the witness is more likely to falsely identify an offender, when the offender was not present in the lineup.


The Relation of EIP to other Policing Paradigms

**Intelligence-led Policing**

Intelligence will nearly always identify the problems which police need to solve. These problems can then be addressed through evidence-informed approaches.

**Problem Oriented Policing**

You may have heard of Problem Oriented Policing (POP) and SARA (see [http://www.popcenter.org](http://www.popcenter.org)) – these are examples of evidence-informed policing rather than completely different approaches.

The Value of EIP in the Current Climate
In the context of ‘austerity’ and cost effectiveness, Government white papers (e.g. Cabinet Office, 2012; HM Government, 2012) assert government commitment to scrutiny and transparency across departments, and initiatives are in place to increase and make easier access to government data for the purposes of research and evaluation (Mulgan and Puttick, 2013; UK Administrative Data Research Network, 2012).

This increases the applicability of an EIP approach; if there are less resources available, then knowing ‘what works’, doing ‘what works’, and checking that crime reduction interventions have the desired outcome becomes ever more important and valuable.

Further Reading


EMMIE & the Crime Reduction Toolkit

We have now set out some of the benefits and value of an EIP approach. However it should be recognized that there are challenges and barriers to overcome in order to implement such an approach.

Research Background

Primary Research = New Research

This means carrying out a new study or experiment, often with participants.

For instance, as part of this training programme, trainees were asked to fill out questionnaires and which will analysed later in order to consider how effective the training was. Other methods include holding focus groups, ethnography, observation and experiments in laboratory settings.

Systematic Review = Reviewing Research

This means using evaluation scales and measures such as EMMIE to identify, appraise and synthesise the research in an area.

For instance, the Crime Reduction Toolkit has taken ‘CCTV’ as an area of research, identified all of the previous systematic reviews of CCTV, evaluated them in terms of EMMIE, and then summarised the findings of all of them.

Note: the College library hold workshops on scanning literature if you are interested in learning more about systematic reviews of research.
EMMIE

EMMIE is an acronym, highlighting the important things to consider when evaluating research evidence.

Effect: the impact on crime
Mechanism: how it works
Moderators: where it works best
Implementation: how to do it
Economic Considerations: what it costs

It is hoped that EMMIE can help overcome the challenge of translating the evidence and applying it as a programme or project by:

- Providing a more useful way to assure the quality of systematic research.
- Recognising that not all research is good and that it is important to criticise and reflect on it.
- Providing an approach to reviewing research which accounts for aspects which are important to you as practitioners (police officers/staff) – for instance it tries to account for costs and implementation difficulties of interventions.

Previous approaches to systematic review (reviewing previous literature) concentrate on effect sizes and the quality of the method:

- This ensures the research is high quality
- But does not always consider the context in which interventions might work or how they work. Both of these are very important when you are implementing interventions.

The Components of EMMIE

The table below runs through all of the components of EMMIE, using the literature in the area of CCTV as an example of a crime prevention intervention.

<table>
<thead>
<tr>
<th>Component of EMMIE</th>
<th>CCTV</th>
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</thead>
<tbody>
<tr>
<td>Effect</td>
<td>the impact on crime</td>
</tr>
<tr>
<td>Mechanism</td>
<td>how it works</td>
</tr>
<tr>
<td>Moderators</td>
<td>where it works best</td>
</tr>
</tbody>
</table>
Implementation | how to do it | CCTV is most effective when it is actively monitored and is publically supported
--- | --- | ---
Economic Considerations | what it costs | It is estimated that more than £250 million of public money was spent on CCTV between 1992-2002. There is no information on the costs of implementation for a single context. However redeployable CCTV camera may be more cost-effective.

The Crime Reduction Toolkit

The Crime Reduction Toolkit is an online tool which provides access to reviews of the research in specific areas of crime prevention and intervention.

It is hoped that the Crime Reduction Toolkit can help to make it easier for practitioners to find, access, understand and share evidence as:

- The CRT and the training programme are ways of tailoring forms of delivery and dissemination of research evidence
- The CRT has reviewed the evidence in certain areas of Crime Prevention and presents it to you in a form which is hopefully more useful than long research reports
- The Crime Reduction Toolkit is available to everyone online to access at anytime
Apply EMMIE

When applying EMMIE and using the CRT to consider which intervention is most suitable for your situation, you might want to consider:

- What does the evidence say the effect of that intervention is?
- What does the evidence suggest with regard to the mechanism through which the effects occur? What impact does this information have on your case to use this intervention in this situation?
- What moderators might have an impact? What impact does this information have on your case to use this intervention in this situation?
- What would you need to consider when implementing your intervention? What impact does this information have on your case to use this intervention in this situation?
- What are the economic/resource requirements to implement this intervention?

Review EMMIE

Reviewing the implementation of an evidence-informed approach to policing is important. This refers to the process of checking that you are doing what you intended to do, how you intended to do it, and are having the impact you intended to have (Hough & Tilley, 1998).

In short, reviewing or evaluating your intervention means finding out whether the intervention is achieving its objectives (Hough & Tilley, 1998).

Further Reading


Why REVIEW EMMIE?

- In order to find out if your intervention had an impact
- In order to add to the evidence base
- In order to contribute to police understanding

Review EMMIE: Key principles

When you are commissioning or designing a review of a crime prevention intervention you should consider the following factors carefully:

- What factors would indicate your intervention had the intended effect?
- What factors would indicate what mechanism the effect was achieved by?
- How would you tell if any moderators had an effect?

- How would you tell if the way that you implemented the selected intervention impacted on the outcome?
- How would you tell whether the outcome was worth the resources used to implement the chosen intervention?

**Review measures**

Some examples of ways of measuring the impact of an intervention include:

**Monitoring internal data:**
- Number of relevant offences
- Resources used to implement the intervention
- Resources used to deal with relevant offences

**Getting officers to record their activity:**
- What they did and how they did it
- How much time spent on each activity
- Influencing factors (e.g. weather, events)

**Local neighbourhood surveys:**
- Unreported crime
- Perceptions of police presence over that time period
- Perceptions of the risk of being a victim of crime over that time period

You may also choose to design surveys or run focus groups to collect such data.

**Resources for When You Are Back at Work**

The following are some resources which you may find useful when THINKING, APPLYING AND REVIEWING EMMIE once you are back at work.

- Literature Scanning Workshops ([http://www.college.police.uk/What-we-do/Research/Library/Pages/default.aspx](http://www.college.police.uk/What-we-do/Research/Library/Pages/default.aspx))
- Evidence Base Camp ([http://whatworks.college.police.uk/Involve/Pages/ebc.aspx](http://whatworks.college.police.uk/Involve/Pages/ebc.aspx))
- Evidence-based Masterclass ([https://www.ucl.ac.uk/jdi/short-courses/masterclass](https://www.ucl.ac.uk/jdi/short-courses/masterclass))

- The College of Policing website (http://www.college.police.uk)
- The WWCCR Research Map (http://whatworks.college.police.uk/Research-Map/Pages/Research-Map.aspx)
- The College of Policing published research (http://whatworks.college.police.uk/Research/Pages/Published.aspx)
- The College of Policing ‘What Works Briefings’ (http://whatworks.college.police.uk/Research/Briefings/Pages/default.aspx)
- Police OnLine Knowledge Area (POLKA) (http://www.college.police.uk/What-we-do/Research/polka/Pages/POLKA.aspx)
- The National Police Library (http://www.college.police.uk/What-we-do/Research/Library/Pages/default.aspx)