

Evaluation of the Implementation of Investigative Interviewing Training and Assessment (Level 1)

Final Report

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Executive summary

The 2008 NZ Police Investigative Interviewing strategy aims to improve investigative interviewing, the quality of investigations and professionalism of staff. Staff are trained in a new interviewing framework (PEACE¹) and a competency framework for the assessment and accreditation of staff has been implemented.

This evaluation sought to determine:

- the effectiveness of the Level 1 investigative interviewing training and accreditation processes in preparing staff to use the PEACE framework
- any progress towards the intended outcomes of the investigative interviewing strategy
- whether the training and accreditation processes were delivered as intended and how these processes could be improved
- awareness of, and how to improve access to support and resources.

A focus on monitoring and supervision of interviews was also requested. The evaluation findings are based on analysis of data collected from a number of sources, including in-depth interviews, focus groups, surveys, human resources data and background documentation.

Effect of Level 1 training and accreditation on interviewing practice

The evaluation findings show that constables from all police districts are using PEACE techniques in their investigative interviews. This suggests that all staff have a certain level of familiarity with aspects of the PEACE framework and that there has been some transfer of learning from the training to interviewing practice.

Staff have made significant changes to their interviewing practice by using certain aspects of the PEACE framework in particular, such as:

- planning and preparing for interviews
- using a structure to guide the interview
- not interrupting the interviewee as much as they may have previously.

Staff felt that the use of these techniques meant they were able to obtain more information from interviewees than they otherwise would.

¹ The PEACE acronym stands for stages of an interview: Planning and Preparation, Engage and Explain, Account, Closure and Evaluation.

Effect of Level 1 training

Trained staff reported more frequent use of certain aspects of the PEACE framework in their interviews than untrained staff. This finding provides evidence of progress towards putting the PEACE structure into practice. Trained staff reported more frequent use of:

- planning, preparing and use of a structure with suspect interviews
- building rapport with a witness
- allowing a witness to recall their version of events without interruption.

Trained staff also reported more frequently preparing an interviewee for what would happen next in both suspect and witness interviews, and evaluating information obtained from witness interviews to establish further lines of enquiry.

Effect of Level 1 accreditation

Accredited staff reported more frequent use of certain aspects of the PEACE framework in their interviews than staff who were not accredited. For interviews with both witness and suspects these aspects were:

- explaining the interview process to the interviewee
- using an appropriate model (such as conversation management or free recall)
- preparing the interviewee for what would happen next.

For suspect interviews only, accredited staff reported more frequent use of planning and preparing for interviews, and use of open questions, and less frequent use of putting evidence to a suspect early in an interview.

Recording of suspect interviews

Trained staff reported recording a higher proportion of their suspect interviews than untrained staff. However, when compared with results of a survey conducted in 2006, constables both trained and not trained in Level 1 investigative interviewing reported video/DVD recording a higher proportion of their suspect interviews. As both groups reported higher levels of recording than those surveyed in 2006 we cannot be sure it was the Level 1 training that has led to this increase rather than some other intervention (eg policy change or increase in availability of recording equipment).

Perceived disadvantages

The biggest drawback that the use of the PEACE framework was perceived to have was the impact on the time it took staff to do the interviews. Using the PEACE framework was perceived to result in longer interviews, the length of which was not necessarily expected to decrease with experience of using it. However, staff generally felt that the extra time it took to do a PEACE interview was worth it for the benefits this type of interview produced.

Another difficulty staff had with the use of the PEACE framework was that it was not appropriate for use in all interviewing situations. For example, the framework was seen as:

- inflexible for use in relation to minor offences

- not suitable for use with some suspects (eg those who do not want to talk) or some witnesses (eg those who easily go off track)
- too time consuming for use in rural stations where there are fewer staff
- not so appropriate for use in relation to domestic violence incidents (due to the perception of the need to return to the witness to sign the statement at a later stage).

In many cases staff mentioned it is easy to revert to old interviewing habits. This becomes a self-perpetuating cycle as if the new techniques are not used, staff become less familiar with them and more reliant on old habits.

Perceived benefits

Perceived benefits of the use of the PEACE framework were:

- more information was obtained from the interviewee
- the information resulted in better quality statements
- better standard of investigations.

An increase in staff confidence in their interviewing skills and level of professionalism were also mentioned as benefits.

Implementation of Level 1 training and accreditation

Training

The delivery of Level 1 investigative interviewing is consistent with the national policy within the four districts participating in the evaluation. Slight adaptations had to be made to meet the needs of each district such as smaller numbers of trainees on the course and creative use of venues available for training. The anticipated date for completion of district training is December 2010. With more than 70% of staff trained in most districts it appears that having all staff trained by this date is achievable.

The difficulties mentioned by those involved in arranging the training tended to be of a practical nature; such as relieving staff of other duties, finding a suitable venue in rural areas and planning for multiple sets of equipment for concurrent training sessions. The key lessons learned in relation to what facilitates delivery of the training were ensuring commitment from district management and ensuring credibility and availability of trainers.

The training was generally very well received by staff. A follow-up training refresher session as well as tailored sessions for supervisors and an abridged version for senior management were suggested by staff as being useful improvements to the training programme. A further focus on different suspect scenarios and how to be flexible in use of the framework were requested as areas to include in future training sessions.

Accreditation

Whilst the delivery of the Level 1 training can be considered to have been reasonably successful, this has not been the case for the accreditation process. Only a small proportion (9%) of trained staff have become accredited. In theory the accreditation process used in the four districts visited is consistent with the national accreditation policy; in practice there is very little supervisor or field training officer involvement in the process.

The lack of supervisor involvement has meant that staff have not received regular monitoring and feedback on their interviewing practice which is inconsistent with the accreditation policy. A key purpose of the accreditation process is to further develop interviewing skills learnt in the Level 1 training, by using the techniques during real interviews and receiving feedback on this.

This gap in the accreditation process has been noticed (indirectly) by staff. When asked how the accreditation process could be made more useful staff mentioned ways that they could obtain more feedback, indicating that feedback on their interviewing practice is something they would welcome and find helpful. These comments are supported by literature that states that people need opportunities and a supportive environment in which to use new skills to transfer learning from the classroom to the workplace (Leberman, McDonald and Doyle, 2006). There is a risk therefore that if staff do not receive adequate feedback on their interviews the further development of interviewing skills in the workplace will be limited.

Incentives for becoming accredited may be necessary to increase the focus on the accreditation process. For example, in Tasman district Level 1 accreditation is perceived as a requirement for salary increments² and in some other jurisdictions, assessment of good interviewing practice and monitoring of interviews is incorporated within appraisal processes.

Supervision, monitoring and resources

Supervision and monitoring

Further evidence of a lack of regular monitoring of interviews comes from analysis of staff and supervisor survey responses. This analysis shows that monitoring of interviews by supervisors or someone else is infrequent. There was, however, a higher incidence of monitoring reported amongst staff in CIB workgroups suggesting more of a culture of interview monitoring in these types of roles.

Solutions for enabling supervisors to more frequently monitor staff were more time or alignment of staff with supervisor location/roster, and better monitoring facilities. However, supervisors may not necessarily be best placed to provide feedback on PEACE interviewing techniques given they receive the same level of training as their staff. Better supervision of investigative interviews is clearly needed but there are also other means of developing the interviewing skills of staff in the workplace. For example:

- monitoring by other members of staff or field training officers

² Level 1 accreditation is one of the criteria within staff performance appraisals in Tasman district and is therefore indirectly linked to the salary increments. However staff comments indicated they perceive it to be a requirement for their salary increases.

- observing experienced staff conducting interviews.

Central district has trialled the placement of a dedicated investigative interviewing expert within a station with the express purpose to support, monitor and provide feedback to staff whilst conducting their interviews. Feedback from this district suggests that providing this resource has been a welcome investment, although a formal assessment of effectiveness has not been undertaken.

Resources

Survey responses indicated that most staff could access interview rooms when they needed to, although having access to transcription services was reported as less common. However, when asked what resources would enable them to use the PEACE framework more, staff mentioned more recording and monitoring equipment, access to typists and improvements to interview rooms.

Areas for improvement

The evaluation conclusions suggest three main areas for improvement to the implementation of the investigative interviewing strategy:

1. Support from supervisors and management for staff to use the PEACE framework despite the possibility of their interviews taking longer
2. Ensure staff receive adequate monitoring and feedback on their interviews in real-time from an appropriate person (eg provide further guidance for supervisors on monitoring and providing feedback on interviews, use of peer monitoring, dedicating resource to support and provide feedback on staff interviews, and provision of monitoring equipment)
3. Communicate the purpose of the accreditation process, the importance of supervision and feedback within the process, and how the accreditation process can help to improve interviewing performance.

Based on suggestions made by staff, it would also be worth considering the delivery of a short refresher training package to remind staff of the techniques and good practice, encourage more flexible use of the framework, and encourage monitoring and feedback on interviews.

1 Introduction

In 2004 NZ Police commissioned a review of the international literature on investigative interviewing. Following this review, a project to benchmark interviewing practices in New Zealand was undertaken and recommendations on actions to take to improve the conduct of interviewing and the quality of investigations were made. Based on the findings of the review and benchmarking project, the NZ Police strategy and programme of work for implementing investigative interviewing³ focused on:

- developing professional investigative interviewers who have the knowledge and skills to interview effectively at relevant levels
- ensuring the people, policies and procedures are in place to guide and support the interviewing process and make it as effective as possible
- setting a solid foundation for the ongoing professionalisation of investigations.

Major components of the programme included developing good practice guidelines, an interviewing framework on the basis of research evidence, training staff in the use of this framework and providing resources and facilities to support improved investigative interviewing practice. The programme also included implementing a competency framework for assessment and accreditation of staff in investigative interviewing skills.

The interviewing framework, training and accreditation processes are based on findings from a review of the literature on effective interviewing practice (see Schollum, 2006). The training package introduced in New Zealand incorporates the PEACE interviewing framework which is the preferred method of interviewing used in England and Wales. This framework provides a structure for investigative interviews around the components of:

- planning and preparation
- engage and explain
- account
- closure
- evaluation.

The use of the PEACE framework, interviewing training and supervision processes have been the subject of a number of evaluation studies in England and Wales. A number of the learnings from these studies have been considered in developing the New Zealand investigative interviewing programme.

³ Grantham, R., & Westera, N. (2008) Implementation Plan: Investigative interviewing project. New Zealand Police.

1.1 What was the purpose of the evaluation?

The Investigative Interviewing Unit requested evaluation during the implementation of the programme to inform the roll-out of the training and accreditation processes and evaluate progress against the implementation of the investigative interviewing strategy. Evaluation Services, Organisational Assurance Group has completed the process evaluation of the implementation of Level 1 investigative interviewing, the objectives of which were to:

- determine the levels of awareness of investigative interviewing materials and resources
- determine whether the training and accreditation process is being delivered in the way that was intended
- identify key factors that are perceived to facilitate effective implementation of the training and accreditation process
- identify key challenges that are perceived to hinder the effective implementation of the training and accreditation process
- determine the extent of the use of the PEACE interviewing framework, impact on operational officers and supervisors and perceived effectiveness of the training in preparing officers to use the PEACE framework
- determine perceptions of progress towards the intended outcomes of the investigative interviewing strategy.

A focus on monitoring and supervision of interviews was also requested following discussion of interim findings of the evaluation.

1.2 What data sources are the evaluation findings based on?

The methods used in this evaluation include a review of documents, interviews and focus groups with staff, analysis of PeopleSoft data and national online staff and supervisor surveys⁴.

Qualitative data

For the focus groups and interviews, four police districts were invited and agreed to participate in this evaluation: Auckland City, Waikato, Central and Southern. The district assessor and trainer in each district and in some cases others involved in the training and accreditation process (eg workplace assessor, district training coordinator) were interviewed. The remaining interviews and focus groups in each district were as follows:

- Auckland City: two supervisors, four constables, one focus group of two constables who were trained in the district, one focus group of two probationary constables who had been trained at the police college
- Waikato: two supervisors, two constables, one probationary constable trained at the police college, a focus group of two probationers and a focus group of five staff trained in the district
- Central: two supervisors, two probationary constables that had been trained at the police college, four constables, a focus group of six constables that had been trained in the district

⁴ Further detail on the evaluation methods and analysis is provided in Appendices 1 and 2.

- Southern: two supervisors, three constables, two focus groups of constables that had been trained in the district (one group of four and one of three).

Quantitative data

Two surveys of randomly selected staff were conducted using Lotus Notes survey software.

Survey of constables

Of the 1380 constables the questionnaire was sent to, 677 responded yielding a 49% response rate. However, not all respondents answered all questions and therefore the base rate for calculation of percentages differs for different sections of the questionnaire. The constables that answered the questionnaire can be described as:

- predominantly male (79%)
- reasonably evenly spread across districts with between 40 and 70 responses from each district excepting Eastern and Northland (21 and 37 respectively) and Counties Manukau (78 responses)
- a third having less than 5 years experience with NZ Police, 27% having 5-10 years experience and 39% having more than 10 years experience
- mostly working in frontline general duties (41%) or CIB (16%) roles, road policing (10%) or other roles (19%) which included a large number of community and youth roles as well as non-frontline roles
- 9% being field training officers.

Of the staff who completed the questionnaire, 480 (71%) were trained in Level 1 investigative interviewing and had conducted an interview since completing their training and 81 (12%) had not yet completed the training but had conducted investigative interviews. Survey respondents who had been trained tended to have a shorter length of police service and were more likely to have conducted an interview within the past 12 months than those that had not been trained. Of the 480 survey respondents who had been trained, 153 (32%) were accredited in Level 1 investigative interviewing, 321 (67%) were not and 6 did not answer the question.

Almost all responses of survey participants were taken on 'face value' and little recoding was undertaken prior to the analysis. However, during the analysis some inconsistencies were detected within individual responses. For example, 18 individuals responded that they had not completed Level 1 investigative interviewing training yet their reasons for not completing the training suggested they had in fact done so.

This evaluation did not *objectively* assess whether Level 1 training and accreditation has had any effect on investigative interviewing practice. To do this, a sample of interviews conducted by staff who had been trained and staff who had not would need to be assessed against interviewing standards that the training addresses and compared for differences. A study of this type (ie independent assessment of interviews) was undertaken prior to roll-out of the investigative interviewing programme and it is hoped this will be carried out once again after the training and accreditation processes have been bedded-in. In the current study self-reported frequency of use of aspects of the PEACE framework was requested in the questionnaire to assess level of use of interviewing techniques.

Survey of supervisors

Of the 248 supervisors the questionnaire was sent to, 153 responded yielding a 62% response rate. However, 21 of these supervisors reported that they did not supervise police officers who conducted interviews and therefore the analysis is based on responses from 132 supervisors (although not all of these staff answered all questions).

The sample of supervisors who answered the questionnaire can be described as:

- predominantly male (92%)
- from all police districts, with the largest number being based in Wellington (16%) and the smallest number from Northland and Eastern districts (both 3%, ie, only 4 supervisors)
- all serving in NZ Police for more than two years with 90% serving for more than 10 years
- mostly working in frontline roles within general duties (39%) or CIB (28%) workgroups with 12% from frontline roles in road policing
- 93% having completed the Level 1 investigative interviewing training
- 44% having conducted an interview within the last three months and 86% having staff who had conducted an interview within the last 3 months.

1.3 How are the evaluation findings presented in the report?

The remaining sections of the report set out the findings of the evaluation. The first section of the report presents findings about the use of the PEACE interviewing framework and changes in interviewing practice following the training and accreditation and perceived benefits and disadvantages. The second section of the evaluation findings provides detail on the implementation of the training and accreditation processes and suggestions for how these processes could be improved. The third section of the findings presents the level of monitoring and supervision of interviews and access to investigative interviewing resources. A summary of key findings is presented at the start of each section. The final section of the report draws on findings within the main body of the report in addressing the evaluation objectives.

2 Findings: use of the PEACE framework and progress towards intended outcomes

Chapter summary

Effect of Level 1 investigative interviewing training and accreditation on interviewing practice

The most significant changes made to interviewing practice were:

- More use of planning, preparing and using an interview structure for suspect interviews, by trained staff than untrained staff
- More use of putting the evidence to a suspect later in the interview and preparing him/her for the next stage of the investigation by accredited staff than non-accredited staff
- More use of building rapport in witness interviews, free recall and preparing the him/her for the next stage of the investigation by trained than non-trained staff
- Video-recording more suspect interviews.

Perceived benefits and disadvantages

The most commonly mentioned disadvantage of using the PEACE framework was that it meant an interview took longer, although most staff thought that the extra time it took was worth it. The benefits of using the PEACE framework were perceived to be consistency of interviewing practice, improved standard of investigation, more professional, increased staff confidence, having a structure and more information disclosed.

Suggested improvements

Clearer policies (eg clarity about use of statements as briefs of evidence), practical changes (eg better rooms for interviewing witnesses), better monitoring and feedback on interviews as well as greater supervisor knowledge and appreciation for the framework would help staff to use the PEACE framework.

This chapter presents evidence of the effects the Level 1 training and accreditation process has had on interviewing practice and perceptions about the benefits and disadvantages from use of the PEACE framework. The chapter concludes with suggested improvements to increase staff use of the PEACE framework in their interviews.

2.1 Effect of level 1 training and accreditation on practice

Aspects of the PEACE framework that are being used

Trained, not trained and accredited staff reported how often they used aspects of good investigative interviewing practice in their interviews with suspects and witnesses (eg Never, Occasionally, Most of the time, Always). Well over half of both trained and not trained staff who responded to the survey reported that they used aspects of good practice when conducting investigative interviews with suspects and witnesses at least 'most of the time'. Responses of trained and not trained and accredited and not accredited staff were analysed for differences. Table 1 shows that the statistically significant differences between groups of staff were most commonly for the 'always' category.

Suspect interviews

Table 1: Differences⁵ in the use of interviewing techniques with suspects between Level 1 trained and untrained staff and accredited and non-accredited staff

Frequency of use of interviewing technique	Percentage of survey respondents that used each interviewing technique and significant differences					
	Trained	Not trained	Test	Accredited	Not accredited	Test
Planning and preparing an interview - at least occasionally - always	98	92	**	44	31	*
Building rapport with the interviewee - always	51	48	-	56	49	-
Explaining the interview process - always	51	45	-	59	46	*
Using open ended questions - always	26	22	-	33	23	*
Using an interview structure to ensure complete and accurate information is obtained (eg using conversation management model) - always	20	13	***	26	16	*
Putting evidence to the suspect early in the interview - never	15	13	-	23	10	***
Preparing the interviewee for what will happen next - at least most of the time - always	77	65	*	36	22	**
Evaluating the information obtained from the interview to establish further lines of enquiry - always	51	54	-	56	48	-
Evaluating the interview in terms of your own performance - always	26	25	-	28	24	-

Statistically significant differences: *** = $p < 0.001$, ** = $p < 0.01$, * = $p < 0.05$

⁵ Using chi-square tests for differences, degrees of freedom = 3.

In comparing reported use of interviewing techniques, the most significant differences between staff trained and not trained were in relation to planning and preparing for interviews and using a model to structure their interviews.

For differences between accredited and non-accredited staff in the use of interviewing techniques, the most significant were putting evidence to the suspect early in the interview process and preparing the suspect for the next stage of the investigation.

Note on methods:

It should be noted that asking staff to report how frequently they used each aspect of interviewing is not an objective measure of their actual use. It may be that those who had been trained (and those that are accredited) were more aware of what constitutes good practice in investigative interviews and therefore responded in a more positive way than is actually the case in practice. A more objective approach to determining whether any application of the PEACE interviewing techniques had taken place, such as that used by Clarke and Milne (2001) may not necessarily have found such promising results. The authors of this study found minimal difference between trained and untrained officers in their interviewing behaviour. In another study Baldwin (1992, cited in Stockdale, 1993) showed that officers did not tend to view themselves as poor interviewers (despite objective assessments of interviews identifying a number of weaknesses) and this again could be an explanation for inflated views of those who had completed the training. However, the lack of a differences between trained and untrained and accredited and non-accredited staff in the self-reported frequency of use of all aspects of good investigative interviewing techniques asked about in the current study suggests that staff were not necessarily responding in this way (ie if they were, a consistent inflation of responses might be expected).

Another aspect of interviewing that is encouraged in the Level 1 investigative interviewing training is to audio-visually record interviews with suspects. Of those that completed the survey, more staff trained in Level 1 investigative interviewing (44%) than those not trained (32%) reported that they videotaped or DVD recorded their suspect interviews over eighty percent of the time (chi-square = 19.8, $p < 0.01$). The most common reasons for not recording an interview with a suspect were that the suspect refused and that the lawyer had advised the suspect not to go on video/DVD. Other reasons for not recording suspect interviews on video or DVD commonly mentioned were a lack of access to the equipment (often mentioned by staff in rural stations) or that the interviews were often carried out outside of the station so need to be handwritten. These reasons were the most commonly cited reasons irrespective of whether the respondent had been trained or was accredited to Level 1 investigative interviewing.

This finding would indicate that the training is having an effect on staff in terms of their recording a greater number of interviews. However, both trained and non-trained staff reported recording a higher percentage of interviews than staff surveyed in 2006. Only 10% of respondents to a survey of staff carried out as part of a benchmarking study in 2006 reported that they videotaped or recorded their suspect interviews over eighty percent of the time (Schollum, 2006). The increase in interview recording practices over time suggests one of two things: either the training had a flow-on effect in that staff who had not been trained were influenced by those who had, or that there was another reason for the increase in numbers of suspect interviews being recorded (eg change in legal requirements or increase in availability of equipment).

Witness or victim interviews

Staff who completed the survey were asked to report how frequently they used aspects of good investigative interviewing in their interviews with victims or witnesses (eg Never, Occasionally, Most of the time, Always). Table 2 below identifies statistically significant differences in the self-reported frequency of use of investigative interviewing practices between accredited, trained and non-trained constables. Statistically significant differences were most commonly for the 'always' category.

Table 2: Differences⁶ in use of components of good interviewing with victims/witnesses between staff trained and not trained in Level 1 investigative interviewing and staff accredited and not accredited

	Percentage of survey respondents that used each interviewing technique and significant differences					
Frequency of use of interviewing technique	Trained	Not trained	Test	Accredited	Not accredited	Test
Planning and preparing an interview - always	24	28	-	29	21	-
Building rapport with the interviewee - at least most of the time - always	93	88	**	70	60	-
Explaining the interview process - always	60	46	-	69	55	*
Using mostly closed questions - always	4	4	-	5	4	-
Allowing the witness or victim to recall events without interrupting them (eg using the free recall method) - always	42	23	***	50	37	*
Preparing the interviewee for what will happen next - always	46	36	**	54	42	*
Evaluating the information obtained from the interview to establish further lines of enquiry - at least most of the time - always	94	87	*	59	55	-
Evaluating the interview in terms of your own performance - always	24	26	-	27	22	-

Statistically significant differences: *** = $p < 0.001$, ** = $p < 0.01$, * = $p < 0.05$

The most significant differences between groups of staff in the use of PEACE techniques were between staff trained and not trained in Level 1 investigative interviewing. Compared with untrained staff, trained staff reported more frequently: building rapport during witness interviews, allowing a witness/victim to recall their version of events without interruption and preparing the interviewee for what would happen next in the investigation.

⁶ Using chi-square tests for differences, degrees of freedom = 3.

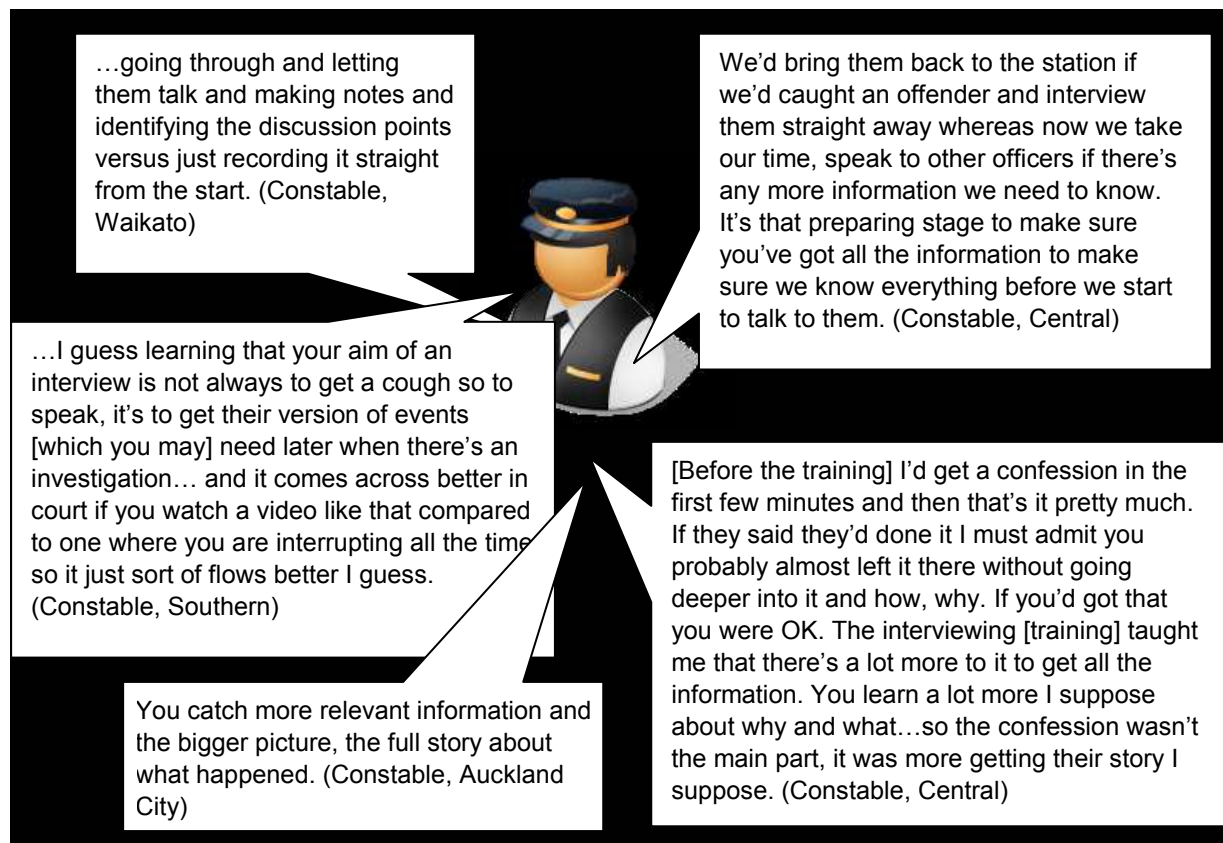
What changes to their interviewing practice have staff noticed since they have been trained?

Consistent with many of the statistically significant findings above, analysis of the qualitative data identified similar themes in the aspects of the PEACE framework that staff are using. The techniques that staff mentioned they used most commonly tended to be: plan and prepare, open-ended questions and less interruption of the interviewee and use of free recall with witnesses. The most significant changes to interviewing practice that staff had noticed since they had completed the training were:

- allowing time to plan and prepare for an interview
- using an interview structure
- not interrupting the interview as much.

Having a structure also helped staff to identify which aspects of the interview were important to note. Previously they felt they had to ask lots of questions to lead the interview as well as try to write up everything that was said. Staff also mentioned that allowing the suspect or witness to talk without interruption led to the interviewee providing more detailed information and sometimes disclosing information that was unexpected.

Figure 1: Changes staff have made to their interviewing practice



Just over half (54%) of those staff who responded to the survey that had been trained in Level 1 investigative interviewing thought that PEACE interviews took longer than interviews using other methods. Furthermore, 43% of these staff thought that the length of their interviews would not decrease as they became more experienced using the PEACE framework for their interviews (32% were not sure

and 25% thought that the length of time it took to conduct an interview using the PEACE framework would decrease with experience). However, about two thirds (68%) of those who thought the interviewing process took longer thought that the extra time was worth it at least most of the time.

When do staff use PEACE interviewing techniques?

Consistent with the findings from the survey, staff participating in the interviews and focus groups had a perception that the use of the PEACE framework resulted in their needing more time and therefore they would use it when they had time (eg to plan and prepare for the interview). However, when probed it became apparent that staff are using the techniques they have learned more than they think but to differing degrees (eg sometimes in informal situations on the street).

'I think they use it without realising they are using it if you know what I mean. I don't know if they consciously think I'm going to use the peace framework for this. I think after doing their course they look at interviewing situations a little differently and approach them a little differently.' (Supervisor, Waikato District)

Some staff mentioned that in non-frontline roles they had more time to plan and prepare for an interview and therefore were more likely to use the PEACE framework in these roles than in frontline response roles.

'...last year I did a secondment with the CIB so I used it then in offender interviews. I had one big interview that I used it. For that one it worked really well and I tried to use it on the street but it just really depends on time and staff and all resources available I guess. It was definitely a lot easier to use really well when I was working on the day shift and not on the street.....you always had someone monitoring, on the street it doesn't always happen that someone can monitor your interview. I find having them monitored really helpful because you miss things and it's just good sometimes to step out and have someone who's watching it from the outside say "hey look what do you think of asking this or asking that". Depending on the situation you don't always have the chance to have someone do that.' (Constable, Southern District)

When isn't the framework being used?

The perception that use of the PEACE framework for interviews takes longer than an interview would otherwise was a reason why staff did not use the framework. Staff were not able to devote the time to the use of PEACE interviewing techniques given the pressures to do the interview and get on with the next job. This perception was raised as an issue for general duties staff but also staff in rural stations where there may only be one person working (and therefore there is less time to interview if another job comes in).

Staff commonly mentioned that their use of the framework depended on the offence or the situation they were in, for example, they wouldn't use it for minor offences or when there was a need to find out key information immediately.

'...shoplifting when you have asked the person "did you steal something?" with question and notebook and they answer "yes I did", so you just wouldn't even go near a video interview because you have got it recorded in your notebook.' (Supervisor, Central District)

Other staff also mentioned they would not use the framework at domestic violence incidents. This was in part due to the nature of the offence and often having to deal with the offender first. However, there was a perception that use of the PEACE framework meant typing up the statement after the interview and then asking the witness to sign it. This was not deemed appropriate for family violence victims as they are more likely to sign a statement at the time than some time later.

There was also a perception amongst some staff that having to type up the statement whilst interviewing a witness or victim restricted their being able to use the PEACE framework.

'But I don't use it so much for witnesses because we just do written statements. And sometimes if I do a bit of a plan, because you're writing on the computer it's quite hard to do that whole re-recall thing, and ask questions when they're just telling you. On the computer, I find that quite difficult.' (Probationer, Auckland City)

One of the trainers was concerned that staff are not being flexible with their use of the framework in that they only see it as relevant for formal interviews, whereas they could also use aspects of it in informal interactions with people on the street and elsewhere.

Why aren't the conversation management and free recall models being used?

Surveyed staff who reported that they did not use a structure, such as the conversation management model, for interviews with suspects all the time were asked for reasons why this was. Differences between staff who had been trained and those who had not in these reasons, are presented in Table 3.

Table 3: Reasons for not using an interview structure when interviewing suspects for both those trained and not trained in Level 1 investigative interviewing

	Trained (n=339)	Not trained (n=65)
I revert to old habits	25%	6%
The model doesn't work with some suspects	25%	6%
I don't use it for minor offences	15%	5%
Other reasons	11%	17%
It takes too long	12%	11%
I haven't done the training so I don't know the model	0%	9%
I don't know it well enough	6%	6%
I can't remember it	5%	4%
I find it too complicated	1%	0%
I don't like the model	0%	0%
Total	100%	100%

The most common reasons for not using a structure for interviews with suspects, given by those that had been trained were: reverting to old habits, the model not working with some suspects and not using

it for minor offences. Those who worked in frontline CIB roles were more likely to give the reason that the model doesn't work with some suspects than other reasons.

Different reasons for not using a structure when interviewing were given by those who were not trained in Level 1 investigative interviewing. These reasons were mostly associated with unfamiliarity with the conversation management model, the model taking too long and not knowing the model as they hadn't been trained in using it.

Surveyed staff who reported they had been trained in Level 1 investigative interviewing but did not use the free recall model with witnesses/victims all the time selected a number of reasons for not using the model. These reasons are presented in Table 4.

Table 4: Reasons for not using an interview structure when interviewing victims/witnesses for both those trained and not trained in Level 1 investigative interviewing

	Trained (n=233)	Not trained (n=58)
It is difficult to keep the witness on topic	28%	10%
I revert to old habits	21%	12%
It takes too long	15%	5%
I don't use it for minor offences	15%	3%
Other reasons	11%	17%
I haven't done the training so I don't know the model	0%	47%
I don't know it well enough	4%	3%
I can't remember it	3%	2%
I don't like the model	1%	0%
I find it too complicated	1%	0%
Total	100%	100%

The most common reasons given by those who had been trained in Level 1 investigative interviewing for not using the free recall model with witnesses were that they find it hard to keep the witness on track, revert to old habits, it takes too long and that they don't tend to use it for minor offences. For those respondents who had not been trained in Level 1 investigative interviewing, the most common reason why they did not use the free recall model was because they had not been trained so did not know the model.

2.2 Perceived benefits, disadvantages and suggested improvements

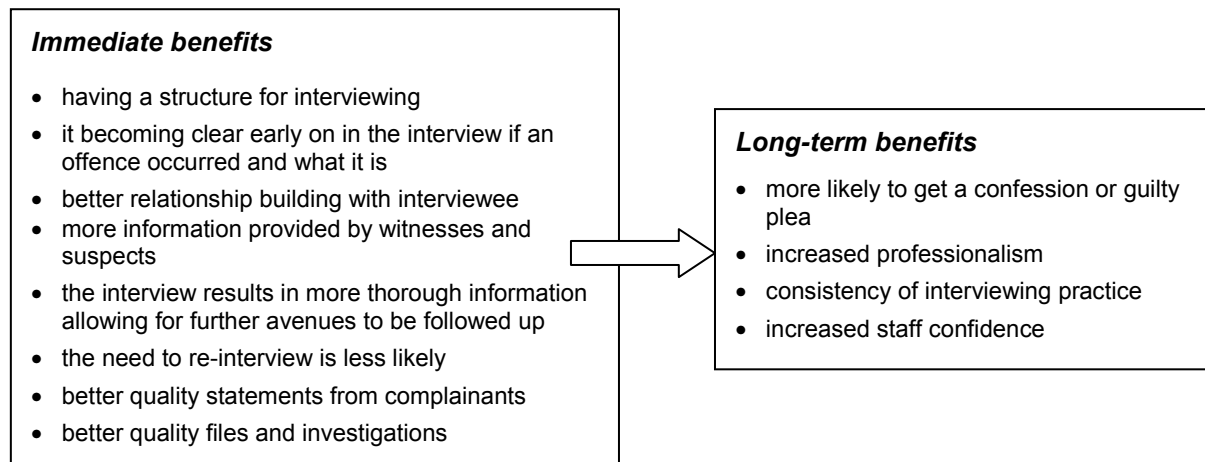
What are the perceived benefits and disadvantages of the use of the PEACE framework?

Perceived benefits

Overall staff made a lot of positive comments about the use of the PEACE framework and also about how useful the framework is for their investigative interviews. When asked whether they perceived there to be any benefits arising from the use of the PEACE framework for interviewing, staff tended to mention immediate or medium-term benefits. However, a few longer term benefits were also mentioned. The

most common benefits mentioned by surveyed staff and those who participated in interviews or focus groups are summarised in the diagram below.

Figure 2: Perceived benefits of the use of the PEACE framework



Perceived disadvantages

The most common disadvantage of using the PEACE framework for interviewing mentioned by staff was that it takes longer (34% of trained staff and 38% of supervisors considered the length of time the use of the PEACE framework took to be a disadvantage). In the interviews and focus group discussions staff mentioned that using the PEACE framework takes longer to:

- prepare
- conduct the interview
- get the interview transcribed (ie not being able to produce the file quickly).

Supervisors and trained staff who responded to the survey also noted that the framework is not appropriate for all interviews (34% and 36% of respondents respectively). The framework was perceived by some as:

- being inflexible for use for interviews concerning more minor offences
- unsuitable for interviews with victims when the statement needs to be signed on the spot and not once it has been typed up (eg family violence incidents)
- traumatic for some victims
- difficult for interviews with people with communication difficulties.

Another challenge with using the PEACE framework raised by staff in interviews and focus groups was that it can be difficult to get feedback on interviews. A lack of monitoring particularly within small stations was mentioned, and also that supervisors have received the same level of training as their staff so are not in a strong position to provide feedback.

Staff also felt that they can get caught up in the detail of using the PEACE framework rather than focusing on the overall purpose.

'I think we can get bogged down with technicalities "oh my god that was a leading question" and getting concerned with the finesse of it and losing track that you are actually conducting an interview to get the information.' (Constable, Auckland City)

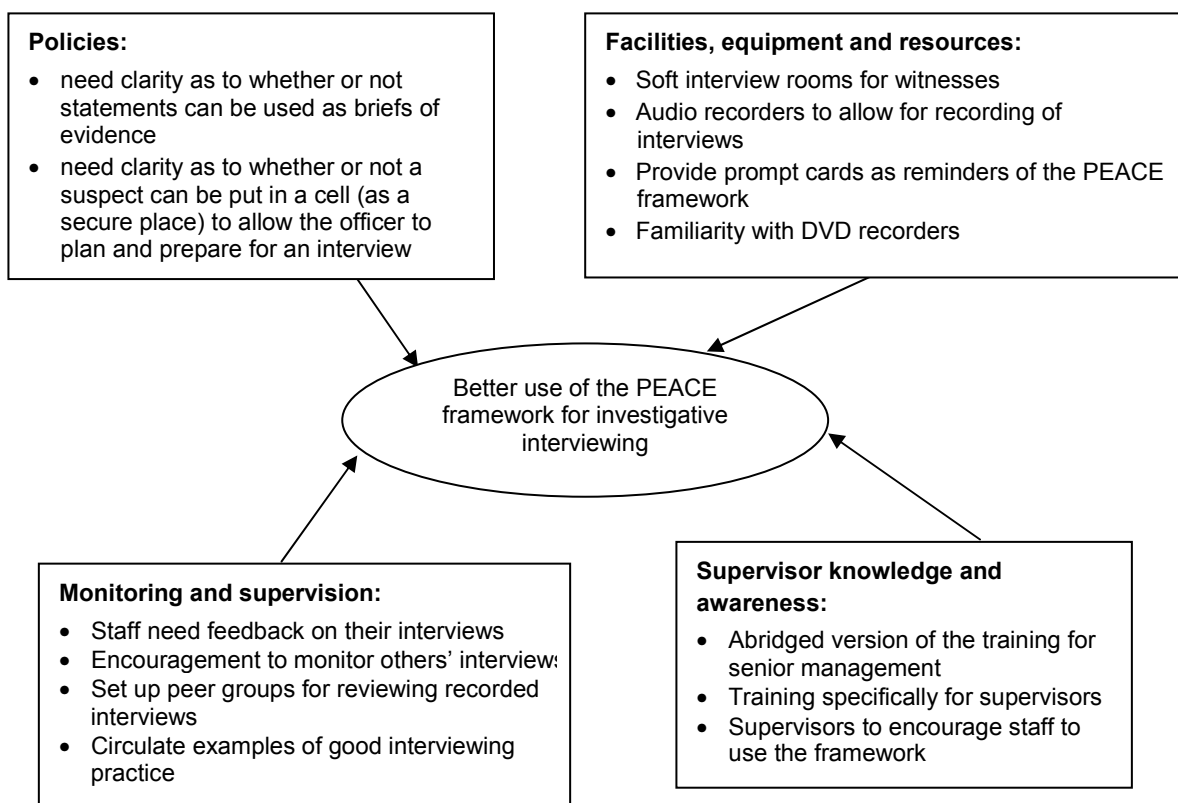
Finally, although not common responses, the following comments on drawbacks of using the framework may be of particular interest:

- the effect of use of the PEACE framework in an interview can be lost in the judicial process as the interviews are edited
- three supervisors mentioned that staff can get too caught up in using the PEACE framework rather than focusing on what they are trying to achieve through the interview.

Suggestions for increasing the use of the PEACE interviewing framework

Staff made a number of suggestions for changes that would help them use the PEACE framework for interviewing. These suggestions are detailed below.

Figure 3: Staff suggestions on what would enable them to more easily use the PEACE framework for investigative interviews



3 Findings: implementation of Level 1 investigative interviewing training and accreditation

Chapter summary

Level 1 training

Delivery of training in the four districts visited was largely consistent with the national guidelines. Over 70% of staff in most districts have been trained in Level 1 investigative interviewing. Key factors perceived to facilitate delivery of training were: having the commitment from district management, delivering the training in a relaxed environment, having dedicated trainers (ie not bound by other duties) that also have credibility with staff and are familiar with instructional technique as well as content.

The practical exercises within the training were considered the most useful aspects of the course. Suggested improvements were:

- focusing on different suspect scenarios and components of an interview
- being flexible with use of the framework
- providing examples of good practice
- delivering further training sessions, such as a refresher, an abridged version for senior staff to get their buy-in, and a course on the role of supervisors.

Accreditation

Less than 10% of trained staff have become accredited. District rollout of the accreditation process (in four districts) differs to the national guidelines in the level of supervisor and field training officer involvement in the process (ie less involvement than intended).

There was confusion as to the purpose and value of accreditation. Suggested improvements to the process were generally in relation to monitoring and feedback on interviews.

This chapter describes how the Level 1 investigative interviewing training and accreditation processes are being implemented in four police districts. Differences between intended implementation and actual practice are highlighted as well as suggestions for how the training and accreditation processes could be improved.

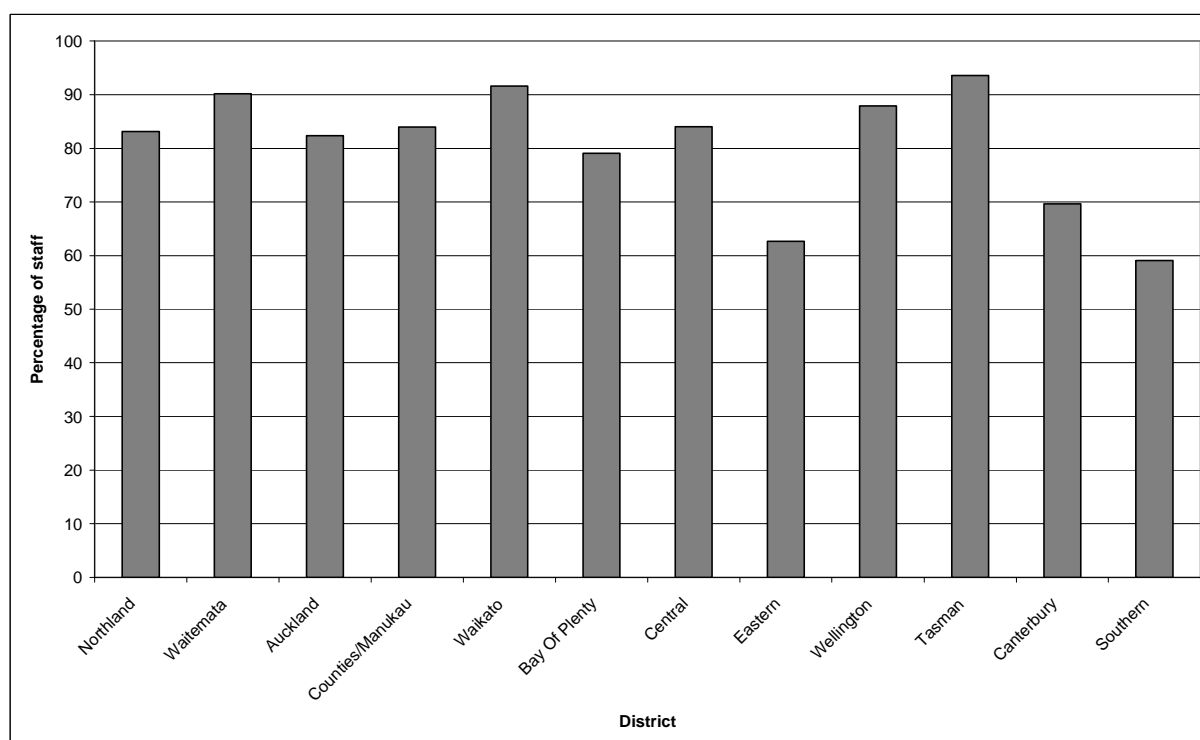
3.1 Level 1 investigative interviewing training

How is the training being delivered?

The PNHQ Investigative Interviewing Unit provided guidance to district staff on how the training should be implemented which included the following:

- the lead district trainers should be trained by RNZPC investigative interviewing trainers, who will then train further district trainers as required
- training should be delivered by two trainers over four days for groups of 10 trainees or five days for groups of 12 trainees (or by one trainer with the same ratio of trainers to trainees)
- facilities required to deliver the training include: one classroom, three breakout rooms, 2 video interview machines (provided by the Investigative Interviewing Unit where needed), 2 monitoring screens and one data projector
- a preference for the training to be delivered to supervisors, field training officers (FTOs) and the work-place assessor before other staff
- anticipated rollout of the training to all district staff by end December 2010.

Figure 4: Percentage of staff in each district who are trained in Level 1 investigative interviewing (June 2010)



Well over half of the staff in each district have been trained in Level 1 investigative interviewing techniques. Tasman district has the highest proportion of staff trained (94%) followed by Waikato (92%) and Waitematā (90%). Interviews with staff responsible for coordinating and delivering the level 1 investigative interviewing training were carried out in four districts: Auckland City, Waikato, Central and Southern. Key points made about the how the training is being delivered, factors considered to assist and some of the challenges with delivery are summarised in the table below.

Table 5: District approaches to delivering training and lessons learned

District characteristics	Summary of delivery approach	What facilitated effective implementation	Challenges
Auckland City: <ul style="list-style-type: none"> • metropolitan • 82% trained (June 2010) 	<ul style="list-style-type: none"> • one full-time employee managed the roll-out of the training • as existing facilities were not adequate to run the training, district funding was provided to support the conversion of a police welfare house into a training facility • two full-time trainers trained 8 staff at a time over four days 	<ul style="list-style-type: none"> • trainers to be full-time (initially eight staff were trained to deliver the training alongside their usual role. However other commitments of staff meant they were not able to be released for training and therefore two staff delivered the training full time) • providing a relaxed training environment, away from usual place of work 	<ul style="list-style-type: none"> • a big commitment for two full-time trainers – would have been better to have three trainers and to rotate between them
Waikato: <ul style="list-style-type: none"> • metropolitan and rural areas • 92% trained (June 2010) 	<ul style="list-style-type: none"> • the district training coordinator managed the roll-out of the training • five staff in Waikato were trained to be investigative interviewing trainers • given the geographical spread of the district the training was delivered in five areas, in varying locations to assist with ease of attendance • most of the training has been delivered by a single trainer, in groups of five staff over four days • changes were made to accommodate sectional staff rosters in that training was delivered over three, ten-hour days • the training content was adjusted to suit different groups of staff 	<ul style="list-style-type: none"> • delivering the training over 4 days (rather than 3) allows the content to sink in • trainer to have credibility with staff being trained (particularly CIB) • commitment to the training (resources, time etc) from District management • tailoring content to the knowledge base of different groups of staff (eg more emphasis placed on the Judges' rules for newer officers, less content-base required for CIB) 	<ul style="list-style-type: none"> • finding a suitable location for the training • some staff do not consider the training relevant to their current role and in some cases district management have exempted some groups of staff • staff not being able to attend due to need to attend Court • concerns that if training fewer staff at a time some of the benefits of training in a larger group are not being realised

District characteristics	Summary of delivery approach	What facilitated effective implementation	Challenges
<p>Central:</p> <ul style="list-style-type: none"> early implementation of the training in two areas (piloted) mix of rural and metropolitan areas 84% trained (June 2010) 	<ul style="list-style-type: none"> initial roll-out of training coordinated by a S/Sgt: <ul style="list-style-type: none"> district paid for Steve Croft (UK PEACE trainer) to train the trainers, who then delivered it to staff in Palmerston North City and Rural areas training delivered to 8-12 staff by two trainers over 5 days, based at Palmerston North City station as it was set up with adequate interviewing and monitoring facilities trainers were detectives or experienced constables who had shown a keen interest in interviewing and had some experience with training delivery through a locally run course in training techniques by the DTC in advance of running training training for remaining staff in district coordinated by District Training Coordinator: <ul style="list-style-type: none"> area staff identified as suitable trainers and trained by Palmerston North City trainers training courses run over 4-5 days with groups of 6-12 staff (depending on location and area size), in varying locations 	<ul style="list-style-type: none"> trainers to have capacity (ie relieved from other duties) as well as being 'right' person for job trainers to deliver sessions at least once a month to keep current trainers to be conversant in instructional technique as well as the content (ie involve TSC) those delivering instructional technique training need to be familiar with content of investigative interviewing training package 	<ul style="list-style-type: none"> not provided with enough equipment to cope with simultaneous sessions (necessary to run simultaneous sessions due to geographical spread) therefore borrowed equipment from another district and used old equipment difficult training staff in rural stations as can only assemble small numbers of staff at one time no overall policy on who is exempt from the training facilities in rural stations were not ideal for delivering training (eg needed to use the garage in one station)
<p>Southern:</p> <ul style="list-style-type: none"> large geographical area large number of 1,2,3 person stations 60% trained (June 2010) 	<ul style="list-style-type: none"> 12 people trained to deliver training TSC trainer delivers training in each area with support from a local trainer to assist with practical exercises in rural stations, had support from nearby station to relieve so could train all staff at once and use station facilities numbers of staff on each course ranged from 4 to 13, with most courses involving 9-11 staff training delivered across four days with 12 trainees, or three days with 10 or less 	<ul style="list-style-type: none"> lead trainer to have credibility with staff (eg CIB member, genuinely interested in topic, qualified instructor) trainer used examples of own interviews to illustrate aspects of conversation management model trainers to do the L1 course twice themselves to grasp the content and be able to deliver it effectively 	<ul style="list-style-type: none"> difficult to find four rooms for training in small areas (had to get relief staff so whole station could be trained at once and use the station as a training venue) difficulties with area based trainers being relieved of duties to assist with training and occasionally only had one available trainer to deliver the course the budget provided by PNHQ restricted the options for how the training could be delivered (eg one third was used just to train the trainers centrally given travel requirements in a district covering a large geographic area)

How could the training be improved?

Many trained staff participating in interviews or focus groups said they did the training because they were told to, although some were interested in improving their interviewing skills. Other staff mentioned that the training 'sold itself' in that staff who had completed the training told others that it was a worthwhile course.

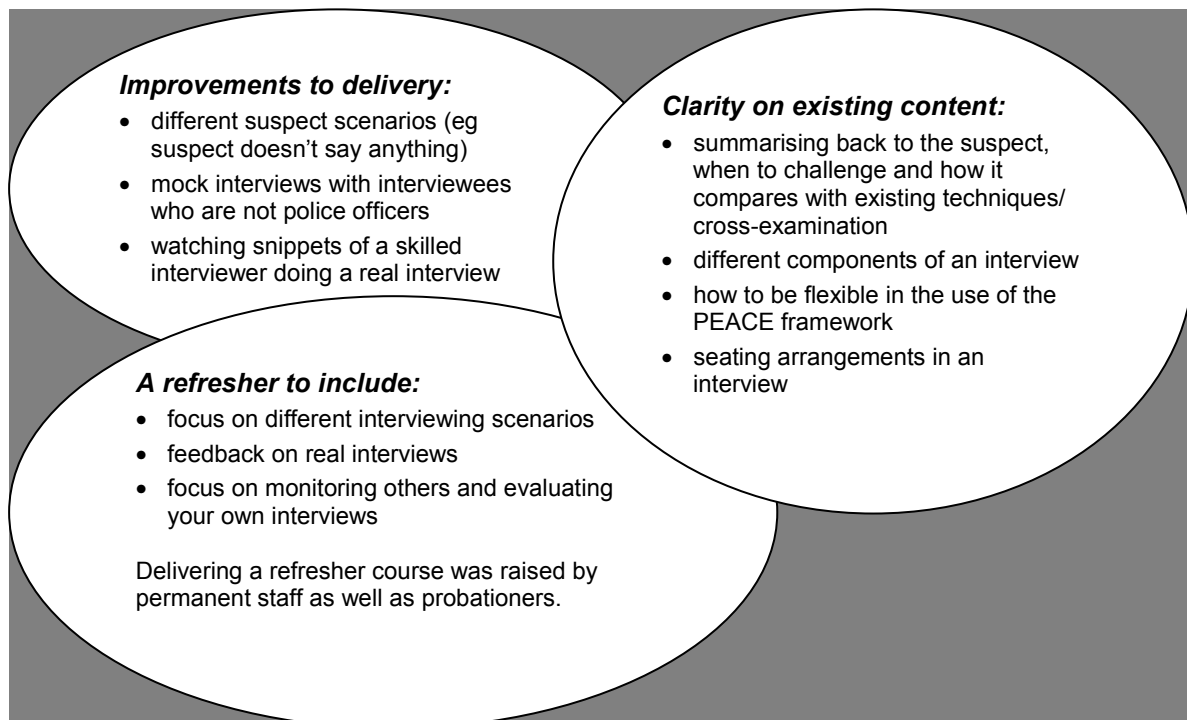
Of the staff surveyed who had not completed the training (n=80), the most common reason reported (18%) for this was that they did not see the training as being relevant to their job. A number of them were booked in to do the training in the near future.

When asked what they thought of the training staff tended to be very positive in their responses:

- it was very professionally delivered
- the trainers were passionate about the topic
- the practical focus of the training was beneficial.

It was the practical aspects of the training that staff thought prepared them well for using the PEACE framework in the interviews, namely: role playing and practicing interviewing and receiving feedback as well as watching and learning from others. Staff found that they could understand how the techniques worked much better when they saw them in action. Although staff were generally very positive about the training received, they asked for more practical and group work, a refresher course and other suggestions as below (Figure 5).

Figure 5: Suggested improvements to the Level 1 investigative interviewing training



It was also mentioned that it would be helpful for some of the more senior staff to be trained so they know what is expected from their staff - it was suggested that this could take the form of an abridged

version of the existing package. Furthermore, a briefer training package on the role of the supervisor in investigative interviewing was also raised as being useful.

Some of the trainers indicated they had tweaked the course and/or had suggestions, for how it could be changed. In one district, it was considered beneficial to mix up groups of staff (in terms of role) in order to deliver the training. Suggestions for how the content could be improved included how to work with lawyers in interviews and how to use the conversation management model with suspects who do not say anything. Other examples of changes made to the training were to suggest to staff they put the evidence to the suspect twice throughout an interview – once informally and then later formally. Also, using an example of a real interview to explain the conversation management model was perceived to be an effective method of teaching this model.

3.2 Accreditation process for level 1 investigative interviewing

What is the purpose of and process for becoming accredited?

The purpose of the Level 1 accreditation is to ensure that:

- staff develop their interviewing skills in the workplace (following classroom training)
- investigative interviews are conducted consistently across New Zealand⁷.

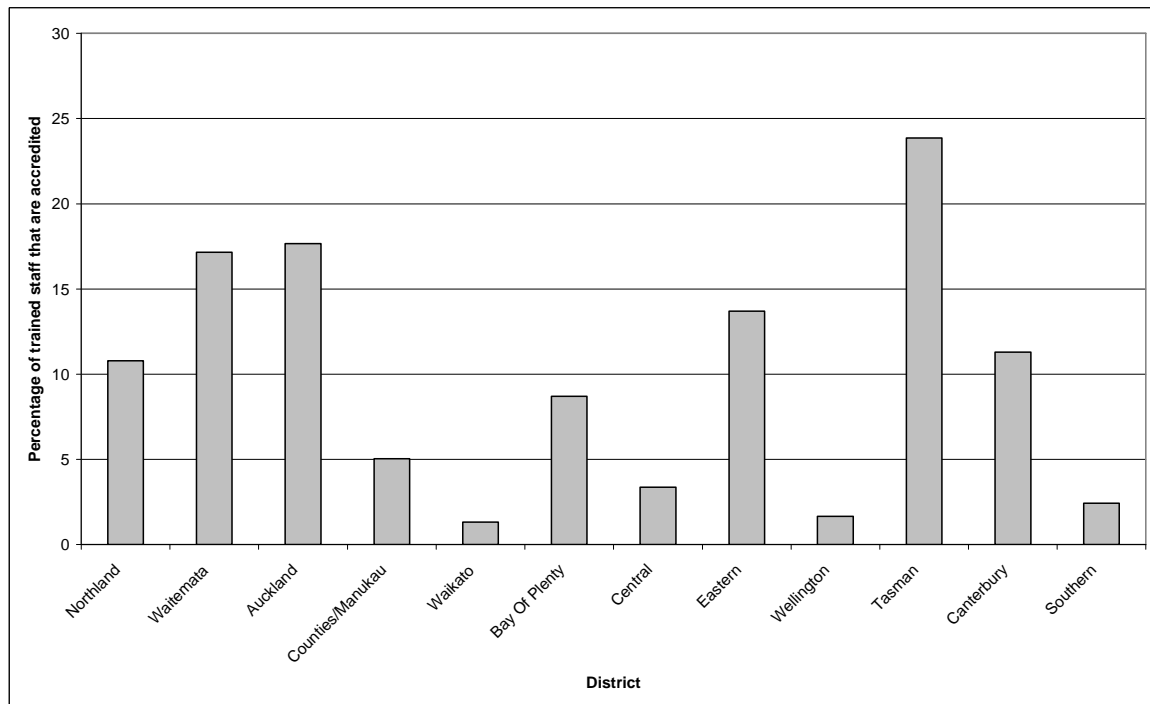
Following completion of the Level 1 training course, staff have a period of 12 months during which they need to become accredited. The national accreditation policy states that to earn accreditation for level 1 investigative interviewing, the trainee must:

- successfully complete the training course
- develop skills learnt in the workplace with the support of their supervisor
- demonstrate competency against national standards through a workplace assessment process.

The accreditation process should involve supervision and coaching by the supervisor, submission of evidence of two interviews (notes and statement for a witness interview, interview plan, videotape or DVD of interview and evaluation form for a suspect interview) which is verified by the supervisor, and assessment of the evidence against national standards by the district assessor⁸.

⁷ Westera, N. (2009). Investigative interviewing accreditation policy. New Zealand Police.

⁸ Westera, N. (2009). Investigative interviewing accreditation policy. New Zealand Police.

Figure 6: Percentage of trained staff who are accredited in Level 1 investigative interviewing (June 2010)

The chart above shows that of trained staff, very few are accredited. Although about 81% of district staff are now trained, only 9% of these staff are accredited. The highest proportion of trained staff who are accredited are within the Tasman District and the district with the lowest proportion of trained staff who are accredited is Waikato District.

Interviews with staff responsible for coordinating and delivering the level 1 investigative interviewing accreditation process were carried out in four districts: Auckland City, Waikato, Central and Southern. Key points made about the how the accreditation process works, factors considered to assist and some of the challenges with the process are summarised in the table below.

Table 6: District processes for becoming accredited and lessons learned

District characteristics	Summary of accreditation process	What facilitated effective implementation	Challenges
Auckland City: <ul style="list-style-type: none"> metropolitan 18% trained staff are accredited (June 2010) 	<ul style="list-style-type: none"> staff submit one DVD suspect interview and one witness or victim written statement as well as interview paperwork to the assessor assessor reviews the interview or statement against national standards, provides comment on accreditation template and also emails the staff member and their supervisor with more comprehensive feedback one assessor for the district who also runs the training 	<ul style="list-style-type: none"> getting comprehensive feedback in email 	<ul style="list-style-type: none"> there are no consequences for not submitting interviews for accreditation within 12 months there are no incentives to accredit if not wanting to progress (eg L2) the expectation that supervisors will assess submissions as well as the assessor is unrealistic and has hindered some submissions- therefore assessors don't expect supervisors to have assessed before submitting but they are engaged and involved
Waikato: <ul style="list-style-type: none"> metropolitan and rural areas 1% trained staff are accredited (June 2010) 	<ul style="list-style-type: none"> staff submit one DVD suspect interview and one witness or victim written statement as well as interview paperwork to the assessor supervisor provides feedback on interviews when time allows but not formally involved in accreditation process assessor reviews the interview and statement against national standards, provides feedback via email (using assessment template) to staff member and supervisor one assessor for the district who also coordinates the training for the district 	<ul style="list-style-type: none"> staff wanting to do the L2 training or a promotion are more motivated to complete accreditation forms outlining the national standards commitment from district management 	<ul style="list-style-type: none"> not enough resource to complete assessments once the rate of interviews submitted for accreditation increased a lack of opportunity to use PEACE framework within 12 months in some roles staff tend to wait until they have a good interview before submitting it as they feel uncomfortable about others viewing it confusion about the purpose of accreditation lack of pressure to submit interviews lack of time to use PEACE framework in some areas

District characteristics	Summary of accreditation process	What facilitated effective implementation	Challenges
Central: <ul style="list-style-type: none"> early implementation of the training in two areas mix of rural and metropolitan areas 3% trained staff are accredited (June 2010) 	<ul style="list-style-type: none"> staff submit one DVD suspect interview and one witness or victim written statement as well as interview paperwork to the assessor (although Detective Constables and Probationary Constables need to submit 2 x suspect interviews, and 2 x witness interviews) one assessor for the district who is also the work-place assessor for probationary constables and CIB assessor reviews the interview and statement against national standards, provides feedback via email or in person (depending on location) to staff member and supervisor a seconded detective is based in PN City station for three months to assist with interviews and provide feedback at the time they are being conducted (in particular to help improve the skills of those trained as part of the early roll-out of training as they were not aware of the accreditation process, with a particular focus on supervisors) 	<ul style="list-style-type: none"> someone putting the pressure on staff to submit interviews for accreditation 	<ul style="list-style-type: none"> trainers and staff were not aware of the accreditation process at time the training was rolled out in Palmerston North Rural and City areas lack of guidance from PNHQ on accreditation process concerns that the assessment responsibility is a difficult job for one person to manage concerns that staff may be accredited (by submitting interviews that meet the standards) but are not otherwise using the framework staff are not getting any formal feedback on their interviews until they submit them for assessment
Southern: <ul style="list-style-type: none"> large geographical area large number of 1,2,3 person stations 2% trained staff are accredited (June 2010) 	<ul style="list-style-type: none"> staff submit one DVD suspect interview and one witness or victim written statement as well as interview paperwork that has firstly been signed-off as suitable by their supervisor, to the assessor four assessors for the district who, with the exception of one, each have it as a portfolio on top of their usual role the assessor reviews the interview and statement against national standards, provides feedback via email or in person to staff member and supervisor 	<ul style="list-style-type: none"> determine district policy on accreditation (ie does everyone need to be accredited?) staff receiving feedback from supervisors or peers on their interviews before submitting for accreditation investigative interviewing sponsor to be engaged and committed to purpose 	<ul style="list-style-type: none"> delays with accreditation process due to a lack of clarity around roles, understanding of what the accreditation process involved, and direction about who should be assessors concerns that assessment responsibility may be tedious if full-time concerns that staff may have let the accreditation stage slip as the accreditation process was not in place at the time they were trained

Feedback on the accreditation process

In speaking with those involved in the accreditation process within the four districts, the main difference between the process as intended and that which happens in practice is that the field training officers and supervisors do not tend to be as involved in the review of interviews as intended. Supervisors are also less likely to be seeking accreditation as they do not tend to do the interviews themselves so do not have the material to submit for accreditation. Some supervisors queried whether it was necessary for them to become accredited. Some staff questioned whether or not it is appropriate (ie independent) for trainers to be the assessors as well as the trainers.

The degree of involvement in monitoring and reviewing interviews varied by supervisors: some supervisors reviewed interview plans and monitored interviews when they had the time but did not review DVD/videos of interviews before being submitted for accreditation; some supervisors weren't aware which of their staff were accredited or going through the accreditation process; some supervisors weren't aware they had a role in the accreditation process and others were more engaged and did review interviews before they were submitted. Comments were made that as supervisors received the same training as their staff they may not feel equipped to review their staff's interviews and others mentioned that interviewing facilities were not adequately set up for monitoring.

About one third (32%) of survey respondents who had been trained in Level 1 investigative interviewing (n=469) had gone on to become accredited. The main reason for seeking accreditation reported by nearly half (47%) of survey respondents who were accredited was that they understood it was mandatory following the training. Fifteen percent of those accredited reported that they had completed it because they were interested in further investigative interviewing training. These reasons were also reflected in the qualitative data, as well as wanting to go for promotion and improving their standard of interviewing. It was apparent that in Tasman district, the perception that staff need to become accredited in order to receive their Competency Service Increment (CSI) was a motivating factor⁹.

For surveyed staff who had not yet started the accreditation process, the most common reasons for not doing so were that they were not aware of the accreditation process (23%) followed by other, non-scripted reasons such as interviewing is not a large part of their role, they did not know how to find out more about the accreditation process or they lacked access to interview recording facilities.

How could the accreditation process be improved?

Most staff interviewed viewed the process of becoming accredited as a means to show that they were using the model. Others considered the purpose being to ensure that everybody was of a similar standard and had reached the level of a competent interviewer. Some staff viewed the accreditation as a tick box exercise (and some may then revert to old habits) and yet others did not know why there was an accreditation process and were confused as to the purpose of becoming accredited.

For staff to get value out of the accreditation process they need to understand the purpose and how it is useful to them. A key element of the process of becoming accredited is the use of the interviewing skills

⁹ Level 1 accreditation is one of the criteria within staff performance appraisals in Tasman district and is therefore indirectly linked to the salary increments. However staff comments indicated they perceive it to be a requirement for their salary increases.

in the workplace and feedback on these. However, findings from analysis of the interviews, focus groups and survey data show that this stage of the accreditation process is rarely happening in practice. Interestingly, staff indicated that it would be helpful to them to have easier access to feedback on their interviews and suggestions for this included:

- making more use of other members of staff to monitor interviews
- having a dedicated expert in interviewing based within the station to monitor and support staff in carrying out their interviews
- encouraging staff to approach others who are more experienced interviewers for feedback
- better use of FTOs to monitor
- provide feedback on probationer interviews and greater involvement of supervisors in the process.

In addition to mechanisms for obtaining feedback on interviewing skills, staff made other comments about the accreditation process:

- assessing interviews and providing feedback in real-time would be more useful than submitting DVDs and receiving feedback on these
- ongoing training and support for using the PEACE framework for interviewing would be more useful an accreditation process, in terms of ensuring the framework is used
- watching others carrying out interviews, particularly those with more experience either at the time or watching excerpts of interviews later may be useful for improving interviewing skills.

Inclusion of interviewing competence as a criterion in staff performance appraisals was mentioned as a way to ensure staff seek accreditation in Level 1 interviewing.

4 Findings: investigative interviewing supervision, monitoring and resources

Chapter summary

Supervision and monitoring

The level of monitoring of interviews either by supervisors or someone else was reported as low by staff but slightly higher by supervisors. However, staff considered being monitored while conducting interviews and provided with feedback on how to improve their skills would be useful. Supervisors reported that having more time and easier access to monitoring equipment would enable them to increase the frequency of monitoring of interviews.

Investigative interviewing resources

Most staff reported that they could access witness and suspect interview rooms when they needed to. Over half of those responding to the survey reported that they had access to transcription services and that getting an interview transcribed took no longer than 7 days.

Suggestions for resources that would enable staff to conduct better investigative interviews were mostly in relation to better recording and monitoring equipment.

This chapter presents evaluation findings about the level of monitoring of investigative interviews (both by supervisors and people other than supervisors) and some of the difficulties with monitoring others' interviews. Levels of access to interview rooms and transcription services across police districts are also reported on. The chapter concludes with a section about current use of existing investigative interviewing resources and suggestions for further resources that would be helpful for staff conducting investigative interviews.

4.1 What monitoring and supervision of interviewing practice do staff receive?

What is the level of monitoring and supervision of interviews?

Staff who participated in the interviews or focus groups generally considered that receiving some feedback on their interviews would be helpful. However, for those who mentioned they did receive feedback, this tended to be in relation to the content of the interview (eg covering off the ingredients of the offence) rather than interviewing techniques. Some of the supervisors interviewed said they tried to monitor interviews carried out by their staff but this depended on time and the seriousness of the offence. However, one supervisor mentioned that he sent feedback out to the whole section as he had picked up that there were a few areas of interviewing that could be improved.

In order to determine the extent of monitoring of investigative interviews survey respondents were asked to indicate how frequently their interviews were monitored either by their supervisor or someone else. A similar question was asked of supervisors in relation to how frequently they monitored their staff when conducting an investigative interview. A summary of response to these questions is presented in Table 7 below.

Table 7: Reported frequency of monitoring of investigative interviews

	Reported by supervisors	Reported by staff					
		Monitoring by supervisor			Monitoring by someone else		
		Trained (473)	Not trained (76)	Total (608)	Trained (475)	Not trained (77)	Total (611)
Never	12%	37%	68%	43%	36%	57%	40%
Rarely	21%	29%	21%	28%	29%	25%	29%
Sometimes	43%	27%	9%	24%	22%	10%	19%
Most of the time	19%	6%	1%	5%	11%	6%	10%
Always	5%	0%	0%	0%	2%	1%	2%

The majority of supervisors (67%) reported that they monitored the investigative interviews of their staff at least sometimes. However, most (71%) of the constables surveyed who responded to the questions on supervision reported that their investigative interviews were never or rarely monitored by their supervisor. Only 29% reported that their supervisor monitored their interviews at least sometimes.

More staff in Counties Manukau, Eastern and Waitematā districts than other districts reported that their interviews were monitored by their supervisor 'at least sometimes' (46%, 37% and 36% respectively). Lower rates of reporting of interview monitoring by the supervisor 'at least sometimes' were in Waikato, Bay of Plenty and Auckland City District (14%, 22% and 23% respectively).

Similarly, when asked how often someone other than their supervisor monitored their interviews the majority (79%) of staff who responded reported that they were never or rarely monitored. Only two percent (11 respondents) reported that their interviews were always monitored by someone else. Staff from Counties Manukau district who responded to the survey were the most likely to report that their interviews were monitored by someone other than their supervisor 'at least sometimes' (63%) and those from Tasman and Southern districts were the least likely to report this (15% and 17% respectively).

Staff who had not been trained in investigative interviewing were less likely to report that their interviews were monitored by their supervisor (10% reported that their interviews were monitored by their supervisor at least sometimes compared with 33% of trained staff). Similarly, non-trained staff who responded to the survey were less likely to report that their interviews were monitored by someone other than their supervisor at least sometimes (17% compared with 35% for those that were trained).

Based on evidence presented in the literature, it is critical to address the issue of adequate monitoring and supervision of interviews. A key finding in an evaluation of the use of the PEACE framework in England and Wales was the association between police forces that had an interview supervision policy in place and evidence of use of PEACE interviewing techniques by staff (Clarke and Milne, 2001). However, it was recognised in this study that the requirement to monitor interviews did not necessarily have to sit with supervisors.

Pockets of better monitoring of interviews were identified when the responses were analysed by workgroup. Survey respondents from CIB roles reported higher levels of monitoring of their interviews both by their supervisor and by someone else, than respondents from other workgroups. For example, 44% of staff in CIB frontline and 47% of CIB non frontline staff reported for monitoring by supervisors at least sometimes, compared with 29% of general duties frontline staff. With respect to monitoring by someone else, 58% of CIB frontline staff and 56% of CIB non frontline staff reported that their interviews were monitored by someone else at least sometimes compared with 27% of staff in general duties frontline roles. This is likely to be a reflection of the seriousness of the charges for which CIB staff conduct interviews.

Why is there a low rate of monitoring and supervision of investigative interviews?

The 44 supervisors who reported that they rarely or never monitored their staff when conducting investigative interviews gave a number of reasons for their low rate of monitoring, such as they did not have time (36%) and that it was difficult to access the monitoring equipment (34%). Other reasons reported through the survey or interviews included:

- it was difficult to monitor staff when they worked in different stations or have different rosters
- the types of roles staff were in meant they rarely recorded their interviews
- their staff had had the same level of training as they had and were more practiced with the framework so were more familiar with it than they were.

Accordingly, when asked what would enable them to be able to monitor their staff when conducting investigative interviews the main solutions proposed were more time (or alignment of rosters, physical location etc) and resource, and better monitoring facilities (eg within the Sergeants' office or in a separate room set up for monitoring interviews).

A study that specifically looked at the management and supervision of police interviews (Stockdale, 1993) identified a number of reasons, in addition to those mentioned above, for a lack of supervision of interviews. One of these reasons was a lack of supervisor training in monitoring interviews. As noted in the current report, it was found in the 1993 study that supervisors had received the same level of training in PEACE interviewing techniques as their staff and their credibility to be able to provide adequate monitoring and supervision of interviews was questioned.

4.2 Do staff have access to the resources they need to be able to carry out investigative interviews?

Interview rooms

As illustrated in the table below, staff reported that they were generally able to access interview rooms when they needed to, with 89% reporting that they could access suspect interview rooms and 77% reporting that they could access witness interview rooms at least most of the time. When analysed by district, survey respondents in Tasman and Bay of Plenty reported poorest access to interview rooms with 77% of those in Tasman district reporting access to suspect rooms at least most of the time and 79% in Bay of Plenty district. Reported access to witness interview rooms at least most of the time was limited to 52% of survey respondents for Bay of Plenty district.

Table 8: Reported access to suspect and witness interviewing rooms

	Access to suspect interview rooms (n=607)	Access to witness interview rooms (n=609)
Never	4%	8%
Occasionally	7%	16%
Most of the time	64%	57%
Always	25%	20%

Transcription services

When asked if they had access to transcription services, 61% staff who responded to the question (n=612) stated that they did. However, 26% of staff who responded to this question reported that they did not know. Access to transcription services was reported as being the lowest in Waitematā district (52% reported they had access and 33% did not know).

The majority (63%) of staff who responded to the question (n=348) reported that the length of time it took for an interview to be transcribed was at most seven days. A further 19% of staff stated that it took 8-14 days to get an interview transcribed, 9% stating that it took 15-21 days, 6% that it took 22-28 days and 3% that it took more than 4 weeks. Staff from Waikato district (80%) were most likely to report that getting an interview transcribed took up to seven days and those from Auckland and Northland districts were least likely to report these turnaround times (34% and 36% respectively).

Resources

Survey respondents were asked to indicate which investigative interviewing resources they used. More than a third of staff who responded to the question about resources reported that they used the police forms for witness interviews (39%) and for suspect interviews (37%) with lower proportions reporting that they used the PEACE notebook insert (21%), and suspect and witness guides (9% and 7% respectively). A further 20% reported that they did not use any of these resources and others used their own guides or those provided in the training.

During the interviews and focus groups staff were asked what types of resources would be useful in helping them to conduct better investigative interviews. Resources most commonly suggested were:

- reminders about the PEACE framework (e.g., notebook prompts, posters)
- improvements to interview rooms including equipping them with computers and DVD recorders and having these located near the cell block
- more monitoring facilities (not just in the Sergeants' offices)
- dictaphones for interviews outside of the station
- computer software to be able to view DVDs on computers
- access to more typists for transcription purposes.

It was also mentioned that the resources on the investigative interviewing intranet site would be more accessible if they were not situated under the CIB page as these are a general resource for all staff.

5 Discussion and conclusions

Overall, the findings of the evaluation suggest some success with the implementation of the Level 1 investigative interviewing training and progress towards some of the outcomes expected from implementation of the investigative interviewing strategy. Trained and accredited staff reported more frequent use of the PEACE framework for interviewing, in particular the interviewing models for witness and suspect interviews, than untrained staff. The use of the PEACE framework has also led to a perceived improvement in the standard of investigations, decrease in the need for re-interviewing, and increase in staff confidence and professionalism. There has also been an increase in self-reported frequency of video/DVD recording of suspect interviews.

Implementation of the Level 1 investigative interviewing training was very positively received. Implementation in the four districts visited was consistent with national guidelines. With more than 70% of staff trained in most districts it is likely that the aim for all staff to be trained by December 2010 is achievable.

The practical aspects of the training prepared staff well for using the PEACE framework. Suggested improvements to the training were:

- a focus on different suspect scenarios and components of an interview
- being flexible with use of the framework
- examples of good practice
- further training sessions, such as a refresher, an abridged version for senior staff to get their buy-in, a course on the role of supervisors.

Although the implementation of the Level 1 training has been reasonably successful, the accreditation process has not. Only a small proportion of trained staff are accredited. There is confusion about the purpose of the accreditation process and the policy is not being complied with in practice. If the accreditation process is to be continued in its current form, a number of changes are required to ensure it achieves its purpose.

The purpose of investigative interviewing accreditation is two-fold. Firstly, to further develop interviewing skills learnt in the Level 1 training, by using the techniques during real interviews and receiving feedback on this. The second purpose of Level 1 accreditation is to ensure a consistent standard of investigative interviewing by staff. From a staff perspective, the most useful aspect of the accreditation process is being monitored and receiving feedback on the use of their interviewing techniques. Indeed, staff suggested it would be helpful to have more opportunities to use the PEACE framework for interviewing and more feedback on their interviewing skills when they do use it. The purpose of the accreditation process and value it can add to what was learned during the training needs to be clearly communicated to staff.

Learning and development literature suggests that to ensure transfer of learning from the classroom environment to the workplace, a supportive environment and opportunities to use the new skills in practice are required (see for example, Leberman, McDonald and Doyle, 2006). The Level 1 accreditation policy specifies that supervisors are responsible for ensuring their staff have the opportunity to use their skills and for providing feedback to staff on these skills. If staff do not use their

investigative interviewing skills there is a risk that they will resort to old interviewing habits when they conduct an interview and therefore the learning will not be sustained.

However, some supervisors are not aware of their role in the accreditation process. In practice monitoring of staff interviews by supervisors is infrequent. Staff submit interviews for accreditation directly to the assessors without prior feedback from their supervisors. Time and lack of adequate monitoring facilities were mentioned by supervisors as reasons why more monitoring of interviews is not currently taking place. However, a study focusing on the management and supervision of police interviews suggest that supervisors may not be in the best position to provide feedback on newly acquired investigative interviewing techniques (Stockdale, 1993). Supervisors receive the same level of training as their staff and have less opportunity to use the techniques themselves which means they are not in a strong position to provide feedback on others' interviewing skills. In order for supervisors to be effective at providing feedback on the interviewing practice of their staff they may need tailored training in this as well as the provision of adequate monitoring equipment.

At a minimum, supervisors need to encourage use of the PEACE framework and ensure there are opportunities for staff to receive feedback on their use of the techniques on a regular basis. However, the regular monitoring and provision of feedback on interviews does not necessarily have to be carried out by supervisors themselves. Suggestions for other means of ensuring staff receive feedback on their interviews include peer monitoring in real-time, peer review of recorded interviews, group review as means of ongoing training, or a dedicated resource for monitoring interviews in real-time.

Finally, the perceived requirement for staff in Tasman district to become accredited in Level 1 to receive their CSI payment¹⁰ clearly incentivised their becoming accredited. Some forces in England and Wales, have incorporated assessment of effective interviewing practice within the appraisal process. Incentives such as these may be necessary to ensure staff a) receive adequate levels of monitoring and feedback of their interviews and b) become accredited.

Further work is clearly required to ensure the importance of supervision of investigative interviews is accepted by all and adequate monitoring and feedback on interviewing techniques is provided to staff. However, any action to address the lack of interview supervision needs to be considered in light of the range of responsibilities that supervisors carry. More monitoring of interviews and provision of feedback in real-time would be expected to contribute to better transfer of learning from the training to the workplace, enhance interviewing performance and increase numbers of staff reaching the Level 1 accreditation standard.

In summary, the evaluation findings suggest improvement to the implementation of the investigative interviewing strategy could be made in relation to three areas in particular:

1. Support from supervisors and management for staff to use the PEACE framework despite the possibility of their interviews taking longer
2. Ensure staff receive adequate monitoring and feedback on their interviews in real-time from an appropriate person (eg provide further guidance for supervisors on monitoring and providing feedback on interviews, use of peer monitoring, dedicating resource to support and provide feedback on staff interviews, and provision of monitoring equipment)

¹⁰ Level 1 accreditation is one of the criteria within staff performance appraisals in Tasman district and is therefore indirectly linked to the salary increments. However staff comments indicated they perceive it to be a requirement for their salary increases.

3. Communicate the purpose of the accreditation process, the importance of supervision and feedback within the process, and how the accreditation process can help to improve interviewing performance.

Based on suggestions made by staff, it would also be worth considering the delivery of a short refresher training package to remind staff of good interviewing practice, to encourage more flexible use of the PEACE framework, and to encourage monitoring and feedback on interviews.

6 References

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Appendix 1: Methods and analysis used in the evaluation

A process evaluation approach was used to address the evaluation objectives. The methods used in the evaluation were:

- Review of documentation, such as background reference material, literature, policies, manual guidance
- Analysis of data on the PeopleSoft database to provide context and for use as a sampling frame
- In-depth interviews with the trainer and assessor in each of four districts as well as two supervisors and four staff completing the accreditation process in each of the districts
- Two focus groups of 4-6 staff in each of four districts: one with probationary staff who undertook the training as part of their initial training at the police college and one with staff who were trained in the district
- Online survey of 1380 randomly selected constables (from all districts) some of which had completed the training and others had not, and 248 randomly selected supervisors from all districts (of which the response rates were 49% and 62% respectively).

A table detailing the methods used to answer each of the evaluation questions is provided at Appendix 2. Copies of the interview schedules, focus group topic guides and online questionnaires will be provided on request.

The four districts selected to conduct interviews and focus groups in were Auckland, Waikato, Central and Southern. The rationale for selecting these districts was to ensure there was:

- At least one metropolitan and one rural district
- One district that was an early adopter of the investigative interviewing training and one that had implemented the training more recently
- One district from the Auckland region
- One district in which there is a high proportion of trained staff and one that has a lower proportion of trained staff
- One district which has a high proportion of trained staff who are also accredited and one with a low proportion of accredited staff.

Analysis of qualitative data was completed with the aid of the NVivo 8 qualitative software package. The data was categorised according to the evaluation questions and sub-questions, responses to these questions were coded and key themes, cross-cutting themes and where it was deemed useful, unusual and interesting responses were identified and reported on.

Analysis of responses to the online survey was completed using Microsoft Excel and consisted of cross-tabulations, charts and chi-square analyses for differences between groups of staff (eg trained and non-trained, accredited and not accredited).

Appendix 2: Summary of methods

Evaluation objectives	Evaluation questions	Method and data source
<p><u>Objective 1:</u> To determine the levels of awareness of investigative interviewing materials and resources</p>	<ul style="list-style-type: none"> • What is the level of awareness of the different resources available for preparation and use of PEACE interviewing? • How are police staff accessing PEACE interviewing resources? • what, if any, are the perceived difficulties in accessing resources? 	<ul style="list-style-type: none"> • Survey • Survey • Survey
<p><u>Objective 2:</u> To determine whether the training and accreditation process is being delivered in the way that was intended</p>	<ul style="list-style-type: none"> • How is the training being delivered in police districts? • What is the intended process for delivering training? • Who has received the training? • Is the training being delivered in the way that was intended? • If not, why not? • How are district staff being accredited in relation to their investigative interviewing skills? • What is the intended process for assessing recruits and existing staff in relation to their investigative interviewing skills? • Who has been accredited? • Is the accreditation process being delivered in the way that was intended? • If not, why not? 	<ul style="list-style-type: none"> • Focus groups • Interviews • Review of documentation • Interviews • Peoplesoft database • Interviews • Interviews • Interviews • Review of documentation • Peoplesoft database • Interviews

Evaluation objectives	Evaluation questions	Method and data source
<u>Objective 3:</u> To identify key factors that are perceived to facilitate effective implementation of the training and accreditation process.	<ul style="list-style-type: none"> • What is perceived as being necessary to be in place to deliver the training effectively? Why? • What is perceived as being necessary to be in place to ensure the accreditation process is effective? Why? 	<ul style="list-style-type: none"> • Focus groups • Interviews • Interviews
<u>Objective 4:</u> To identify key challenges that are perceived to hinder the effective implementation of the training and accreditation process	<ul style="list-style-type: none"> • What is perceived as hindering the effective implementation of the training? Why? • What suggestions for improvements to the implementation of the training could be made? • What is perceived as hindering the effective implementation of the accreditation process? Why? • What suggestions for improvements to the implementation of the accreditation process could be made? 	<ul style="list-style-type: none"> • Focus groups • Interviews • Focus groups • Interviews • Interviews • Interviews
<u>Objective 5:</u> To determine the effectiveness of the training in preparing officers to use the PEACE interviewing framework	<ul style="list-style-type: none"> • What is the level of understanding/knowledge of the PEACE interviewing framework? • What is the extent of use of the PEACE interviewing framework? • What, if any, is the impact of use of the PEACE framework on frontline and supervisor time? • What are the barriers and facilitators for use of the PEACE framework? • What aspects of the training are perceived to be effective in preparing staff to use the PEACE framework? • Are there any aspects of the framework for which there is a need for further training? 	<ul style="list-style-type: none"> • Survey • Interviews • Focus groups • Survey • Interviews • Focus groups • Survey • Interviews • Survey • Interviews • Focus groups • Focus groups • Interviews
<u>Objective 6:</u> To determine perceptions of progress towards the intended outcomes of the investigative interviewing strategy	<ul style="list-style-type: none"> • What has been the most significant change for individuals in their policing work as a result of the investigative interviewing training? • What are the perceived benefits of, and or disadvantages with using the PEACE interviewing framework? • What, if any, are the perceived unintended outcomes of using the PEACE interviewing framework? 	<ul style="list-style-type: none"> • Interviews • Survey • Focus groups • Interviews • Focus groups • Interviews

