Reducing Residential Burglary – what can Police do?
The following reports in the series *Research on the effectiveness of Police practice in reducing residential burglary* can be found at [www.justice.govt.nz](http://www.justice.govt.nz).


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Reducing residential burglary – what can Police do?

The Ministry of Justice, in partnership with the New Zealand Police, has conducted research from 2002 to 2004 on the effectiveness of Police practice in reducing residential burglary. The following ideas for good practice have been drawn from case studies carried out in four Police areas and from a review of the international literature. They outline practices that have worked in specific contexts and times, and are intended as a source of good ideas rather than a prescriptive list.
Good practice in offender-focused interventions

Offender-focused interventions observed in each of the Police Areas studied included seeking and actively policing bail conditions for apprehended offenders; ‘targeting’ highly recidivist offenders; seeking custody clearances; collecting DNA samples and fingerprints; and following established preventive practices with youth offenders.

Below are some examples of good practice in relation to bail checks, targeting offenders, clearances, DNA and fingerprint collection, and dealing with youth offenders.

Bail checks – Intel involvement

- Prepare curfew sheets with photo, identity and bail details, and include space for recording checks.
- Prepare separate lists for separate shifts and different parts of the area.
- Update lists daily.
- Produce a matrix which cross-references each prolific offender with their bail conditions and risk factors and update this daily.
- Record bail conditions, notings, and action on breaches carefully and accurately, and update these daily.

Bail checks – Other

- Prepare activity reports on the basis of completed curfew sheets and discuss at training sessions and crime meetings.
- Design bail conditions for youth offenders to correspond with other efforts to rehabilitate them.
- Initiate senior police meetings with local judges to discuss police objectives in seeking bail conditions and prosecuting breaches.
- Ensure a good transfer of information on breaches at handover of shifts for immediate follow-up.
• Accompany applications for bail conditions with a report on offender’s living arrangements to address judicial reluctance to disrupt other family members.

• Use bail checks to get to know offenders and their habits, associates, and patterns of activity.

• Extend curfews to daytime curfews and non-association orders.

• Identify those most at risk and bail check them more frequently.

Targeting offenders

• Produce profiles of targeted offenders; display and project to all staff at crime meeting.

• Keep the number of targeted offenders at a manageable size and update regularly.

• Identify suspected active burglary offenders in a fines enforcement list; visit them with a bailiff and arrest them for non-payment.

• Target suspected active offenders driving non-registered vehicles or driving while disqualified, arrest them, disqualify them from driving and/or impound the vehicle.

• Use the weekly crime meeting to report progress on bail checks and targeting activity.

• Keep the targeting period short term to allow for other work.

• Involve traffic units, Intel, youth and community services, CIB, and general duties staff in targeting work.

• Monitor bail checks and notings; set target numbers and use this in performance feedback to staff at area, unit and individual level.

• Allocate individual offenders to individual staff or units.

• Develop a clear rationale for the selection of offenders for targeting.

• Provide strong back-up from management in the event of complaints about targeting activity.

• Have sufficient data entry staff to rapidly enter notings into National Information Application (NIA).

• Coordinate targeting activities at monthly district-wide meetings in large metropolitan districts.
Offender-focused interventions

- Assign one person to coordinate all strategies and information gathered on one offender.
- Establish temporary teams from a range of sections to work intensively for a few days on an aspect of offender targeting.
- Use the Parole Act 2002 and work with Community Probation Service to have parole conditions applied to targeted offenders.
- Follow an initial police crackdown on known offenders with a consolidation phase involving a range of other burglary reduction initiatives.

Clearances

- Intel prepare files of burglaries with similar MOs and information about suspects’ associates for use in custody clearances.
- Introduce Crime Recorders to assist with paperwork associated with custody clearances.
- Establish clear guidelines for the decision not to prosecute custody clearances.
- Ensure all resolutions, including those obtained by Youth Aid, are entered into NIA.
- Utilise officers with specialised interviewing skills to deal with custody clearances.
- Interview prison inmates sentenced for burglary.

DNA and fingerprint collection

- Use crime meetings as an opportunity to stress the importance of collecting DNA samples and report monthly figures.
- Appoint a senior staff member to coordinate and instruct staff on the complexities of DNA collection.
- Conduct regular training on technological and legislative changes relating to DNA.
- Set targets for DNA collection.
Youth offenders

- Align youth services staff with burglary reduction strategies, while preserving known good practice with youth offenders.
- Improve data recording of the volume and nature of offending by young people.
- Bring Police youth services staff together under common management.
- Give all Police instruction on using the law with recidivist young offenders to address the factors which contribute to their offending.
- Build a strong relationship with the Department of Child Youth and Family youth justice staff in working with young offenders.
Good practice in victim-focused interventions

Victim-focused interventions in the four Police Areas studied included providing security advice to victims and fostering partnerships with Neighbourhood Support (NS) and Victim Support (VS).

Below are some examples of good practice in partnership with NS, partnership with VS, Police practice with victims, and target hardening schemes.

Partnership with Neighbourhood Support (NS)

- Carefully select the right person for the job of coordinating NS.
- NS seek secure and adequate funding for coordinator.
- Street coordinators distribute information to neighbourhoods via telephone tree, email or letter box drops.
- NS organise volunteers who are WINZ or ACC clients to carry out letter box drops in localities where burglaries have occurred.
- NS coordinator gathers and disseminates information promptly after a burglary by having access to the Police daily tasking sheets.
- NS coordinator carefully check with Police any information being passed on to the community.
- Community Constables attend initial meetings of newly established groups.
- NS coordinator attends weekly crime meetings.
- Police respond when members of the public call in to report suspicious behaviour.
- Police Areas provide assistance to NS ‘in kind’, such as accommodation and administrative support.
- NS supply articles to community newspapers to increase community awareness of burglary and burglary prevention.
- Victim Support and NS liaise.
- Think ‘laterally’ in terms of introducing new ideas for involving the community in taking responsibility for safety.
• NS use the likelihood of repeat victimisation to establish small NS groups in high-risk areas resembling cocoon watches. Cocoons are formed by the residents immediately around a burgled dwelling, who are asked to look out and report any suspicious activity and provided with security advice.

• Police ask victims to contact neighbours themselves and to supply neighbours with an information kit including security advice.

**Partnership with Victim Support (VS)**

• Prompt referral of all burglary offence reports to VS.

• A set of guidelines negotiated by VS groups with local Police or the Policing Communications Centre relating to when a burglary victim should be referred to VS, e.g. if an offender is disturbed on the scene, if the occupant is distressed, if the occupant lives alone.

• Improvement of data entry and recovery systems to enable prompt referral and identification of repeat victims.

• VS train Police officers new to the area on aspects of their service.

• Reminders for Communications Center staff and Police to refer victims to VS provided in the form of ‘Remember Victim Support channel x’ stickers for computers, car dashboards and notebooks.

• Book *Harry and the burglar* distributed by VS to burgled households where there are children.

• VS provides information on dealing with and preventing burglary on VS website.

**Police practice with burglary victims**

• Police attend residential burglaries within 24 hours.

• Police deal with victims with empathy and respect.

• Police provide a comprehensive Burglary Attendance pack sponsored by local businesses including:
  – the booklet ‘Reducing the risk of burglary’
  – ‘Stolen property list’
  – a locksmith voucher
Victim-focused interventions

- magnetized security checklist
- serial number record sheet
- NS and VS pamphlets
- victim information letter signed by the attending officer
- Complaint Acknowledgement Form with the Police file number.

- Include security assessments at all burgled residences and provide crime prevention information packages as a routine part of the Police standard response to burglary.

- Examine issues contributing to victimisation of specific communities, e.g. students or immigrants, and put specific strategies in place.

- Respond promptly, and officer(s) pay attention to reassuring the victim and keeping victims informed about progress.

Target hardening schemes

- Improve the lines of referral from Police to VS to ensure potential recipients receive prompt service.

- Notify VS promptly of repeat burglary victims so that eligible victims and recipients of the scheme can be followed up promptly.
Good practice in property-focused interventions

Property-focused interventions include using intelligence gathering and analysis to map property markets to disrupt the chains of supply and demand for stolen goods; liaison with second-hand dealers; and encouraging the public to mark and record property.

The following are examples of good practice in liaising with second-hand dealers, using a market reduction approach, and other good property focused practices.

Liaison with second-hand dealers

• Consistently
  – conduct regular visits to all second-hand dealers in the area
  – inspect registers and property
  – obtain lists of sellers
  – check stolen property lists with traders
  – appoint one or two staff for liaison with traders so lines of communication are clear.

• Encourage communication between dealers in identifying possible sellers of stolen property.

• Improve liaison with dealers across all Police Areas so that local burglars don’t take property to dealers elsewhere.

• Improve relationships with second-hand dealers by:
  – acting on information from dealers
  – giving them feedback
  – fostering rapport
  – faxing them a list of known targets, prison releasees, or types of property.

• Institute proactive weeks bringing together a team from all sections to visit second-hand dealers.

• Develop a local register of dealers.
Property-focused interventions

- Supply second-hand dealers with an information pack including:
  - copies of the new legislation
  - lists of stolen property
  - serial numbers of stolen goods
  - signs for display on the premises.

Market reduction approach (MRA)

- Obtain up-to-date information about local stolen goods markets by questioning victims, offenders, shopkeepers, traders, and informants.
- Encourage members of the public to pass on information directly and indirectly through avenues for anonymous crime reporting.
- Put in place a multi-agency approach to strategise and implement initiatives, involving, for example, local authorities.
- Allow a sufficient length of time (up to 18 months) to get sufficient understanding of local markets and develop appropriate intervention strategies.
- Identify ‘hot’ products.
- Target harden by making property easier to trace using property marking measures.
- Address the ‘handlers’ who purchase and distribute stolen goods.
- Institute public education campaigns to create greater understanding of the risks and consequences of being part of the market.

Additional property-focused practices

- Focus on other potential receivers, such as gangs and those selling over the Internet.
- Retain flexibility to focus on organised crime as a way of obtaining information on property markets.
- Comprehensively record property in offence reports, including make, model, and serial number.
• Promptly store and retrieve serial numbers of stolen property electronically in NIA for ease of checking recoveries on search warrants or second-hand dealer enquiries.

• Encourage insurance companies and retailers nationally to play more part in ensuring serial numbers are recorded. The insurance industry could offer incentives to clients who have recorded and reported identifying details for stolen items.

• Encourage victims to record property serial numbers and take photographs of precious items.

• Encourage victims to circulate inventories to local second-hand shops.

• Engage broader participation in property marking as a burglary reduction strategy, for example from the public, Police, manufacturers and the insurance industry.

• Technological advances offer the possibility of developing ‘smart goods’, incorporating anti-theft features such as unique markers, security coding, and password or PIN protection for electronic goods that make the items usable only by owners.
Good practice in location-focused interventions

Location-focused interventions are aimed at increasing the guardianship of vulnerable areas through Police presence, voluntary community patrols, or environmental changes.

The following are examples of good practice in direct patrolling, international good practice in location-focused interventions, crime prevention through environmental design, and volunteer patrols.

Directed patrolling (DP)

- Tailor maps to produce a Patrolling Report for each shift, so that early, late and night shifts receive reports of incidents during the hours of their shift in the previous week, by locality.
- Inform staff of DP responsibilities at weekly crime meeting and daily briefings.
- Identify the high-risk streets and allocate two streets to two officers who carry out a letter box drop encouraging householders to contact them about anything suspicious.
- Randomly check cars at check points, actively check bail, and carry out covert and overt patrols in allocated streets.
- Utilise ‘whole-of-policing’ approach to ‘hot’ locations, involving traffic, community policing, youth aid and other sections.
- Also involve community partners such as NS, volunteer patrols, and crime watch groups.

Particular sections of the police can take responsibility for certain practices.

- Intel provide maps detailing the most recent burglaries, theft from cars, and unlawful takings; record time of day, property stolen, and MO.
- Staff sign Directed Patrolling Reports to emphasise their accountability for achieving those directives and sergeants reinforce this.
- The shift sergeant direct staff to patrol areas in marked cars or uniformed foot patrols.
• Officers take handwritten notings of activity, persons or vehicles of interest in the area on DPR sheets and provide to Intel.

• Units provide verbal reports to Intel at daily briefings.

• Intel monitor each section’s DP response, report this at weekly crime meeting, and include this in the performance assessment of individual staff and section units.

• Traffic section positions checkpoints and road patrols in the same area, gather information to feed back to Intel; copy traffic infringement tickets for people or vehicles known to Police and give to Intel.

International good practice in location-focused interventions

• Offer all residences (victims and non-victims) in the ‘hot’ spot area free home security assessments and support with property marking; Police and volunteers offer specialised burglary prevention training through door knocks and letter box drops.

• Institute directed patrolling as one component at the higher levels of a graduated response to repeat victimisation delivered on the basis of prior victimisation. The initial bronze level response to those burgled provides crime prevention advice and target hardening and establishes cocoon watch. Minimum twice-weekly Police watch forms part of the silver response, and daily Police patrols and higher-level security measures are part of the gold level response.

• ‘The key to making crackdowns work is to keep them short and unpredictable. Long-term police crackdowns all show a “decay” in their deterrent effects over time… Random rotation of high police visibility across different short-term targets can accumulate free crime-prevention bonuses and get the most value out of police visibility. Even if displacement to other hot spots occurs, the unpredictable increases in police presence at any hot spot may create generally higher deterrent effects from the same number of police officers.’ ¹

Crime prevention through environmental design (CPTED)

- Develop CPTED in partnership with local authority and local businesses.
- Undertake crime and safety audits in area of high crime activity to identify problem features such as poor lighting, poor visibility, and the design of footpaths and foot bridges through reserves.

CPTED initiatives in the UK included:

- improved street lighting
- environmental improvements following architectural surveys of ‘hot’ spots
- improvements to fencing and installed alley-gates.

Volunteer patrols

- Establish volunteer patrols in high-crime neighbourhoods concerned about the reputation frequent Police presence gives their community.
- Seek volunteers through WINZ and ACC community work schemes.
- Establish partnerships with local authority, charitable trusts, local businesses, and WINZ or ACC to run volunteer patrols.
- Set standards and train volunteers in personal safety and how to take effective Intel notings.
- Support volunteers to complete the security guard training course.
- Obtain Police clearance for volunteers.
- Arrange for volunteer groups to meet weekly with Intel to discuss areas or activity of interest.
- Ensure volunteers carry cell phones and supervisor has a Police radio.
- Use the Community Policing Centre as a base.
- Provide feedback from Police to community patrollers on action relating to the information they report.
- Maintain a highly motivated coordinator, secure funding and a stable relationship with Police.
Good practice in emergency response and investigation

The following are examples of good practice in emergency response and at each stage of a burglary investigation (initial, forensic, and ongoing investigation).

Good practice in emergency response (ER)

- Communications Centre (Comms) call takers gather as much detail as possible to relay to ER staff responding to the incident when an offender is present or has just left, or there has been violence, e.g.:
  - where
  - when (if possible)
  - mode of entry
  - what was taken (e.g. firearms)
  - damage done
  - mode of exit
  - when Police could attend
  - violence or injury
  - suspicious behaviour near the scene.

- Comms dispatchers are dedicated to one policing area, but rostering allows experience in other areas.

- Comms staff members visit their area to develop local knowledge and get to know the staff.

- Comms provide information to the caller, when possible, regarding attendance, scene protection and VS.

- Comms dispatch priority one calls within two minutes and respond within ten minutes.

- If a call is a priority one incident, dispatcher:
  - oversees the establishment of a cordon around the area
  - calls Police dog handler and monitors a search
  - keeps callers on the line so that updated information can be fed through to frontline staff.
Comms make appropriate referrals to VS.
Where possible, Comms staff follow up with members of the public who ring in with reports.
Roster Comms shifts to allow overlap of shifts for training and briefing.
Call takers record more than one phone number for the victim if possible.

Burglary investigation

The success of burglary investigations is determined by:
• the quality of investigative actions by the first officers on the scene
• the timing and management of forensics staff involvement
• effective screening and allocation of cases for further investigative action.

Each of these is facilitated by:
• establishing systematic routines for:
  – initial scene investigations
  – screening and allocation of cases
  – prompt data entry, briefings, and interagency communications.
• encouraging simple informed action in addition to the sophisticated analyses
• maintaining the flexibility to respond to opportunities as they arise.

Good practice in initial investigation

• Appoint a specialised unit for initial investigation of burglaries to ensure promptness, quality investigation, quality offence reports, and quality of service to victims.
• Develop and implement standards for burglary attendance to enhance victim satisfaction and the chances of resolving the burglary by:
  – developing a template for recording requirements, e.g. ‘Burglary Offence Report’ (POL 23), with a checklist approach to improve the recording, input and electronic retrieval of information on the household, property taken, the scene, the entry, interior and exit, and suspects and area enquiries
developing a thorough and consistent process including a brief scene examination, interviews of household members, more detailed scene examination, referral to Scene of Crime Officers (SOCO), and conducting area enquiries.

- Start work early in the morning to interview victims before they leave for work, allaying anxiety and ensuring recent information is obtained.
- Train and supervise officers in initial investigation, including having SOCO train officers in scene assessment.
- Rotate general duties staff to the specialised unit periodically.
- Take time to conduct enquiries in the neighbourhood of a burglary.
- Arrange for initial investigators to participate in a weekly meeting on burglary investigation with SOCO, Intel, and strategy manager to pool information and reduce isolation of the unit.
- Establish a dedicated phone number for the use of victims of burglary.
- Conduct initial investigation seven days a week in high-volume areas.
- Refer appropriately to SOCO, to avoid fruitlessly raising victims’ expectations or missing opportunities to gather evidence.

Good practice in forensic investigation

- Attend burglary scenes promptly, a common standard being within 24 hours, to avoid scene contamination.
- Attend as many burglary scenes as possible, including those for seemingly minor offences, to increase the chances of obtaining evidence.
- Collect fingerprints, DNA and other evidence such as tool-mark impressions and footprints.
- Focus on obtaining fingerprints as the quickest, easiest, most cost-effective way of identifying an offender.
- Prioritise the selection of scenes or samples for DNA profiling, since the cost is significant.
- Train general duties staff to ensure care in handling, storing, and recording evidence.
- Participate in a weekly meeting of investigating officers, specialised squad, Intel, and strategy manager to maximise SOCO contribution to burglary Intel.
• Appear in court for not guilty pleas, as this tends to have a convincing effect on juries.
• Photograph burgled premises, for use in interviews with apprehended offenders.
• Have a small enthusiastic and dedicated SOCO team with a consistent approach to increase the quantity and quality of evidence collected.
• Institute a system of recognition and reward for frontline staff involved in fingerprint matches, e.g. those who obtain a voluntary fingerprint which results in a match, or those who carry out a quality scene investigation leading to a match.

Good practice in ongoing investigation

• Reactivate a file and forward it to an investigating officer when a fingerprint or DNA match is received, or another lead is established to an identifiable suspect.
• Produce an offender package with other burglaries in the same period and area, a list of suspect’s recorded associates, and a list of stolen property when a fingerprint or DNA match is received.
• Check second-hand dealers for property (investigating staff).
• Interview suspects, question them about other burglaries, stolen property and involvement of associates and encourage them to provide a DNA sample (investigating staff).
• Seek to establish grounds for a search warrant.
Good practice in specialised burglary squads

The following are some examples of good practice in specialised burglary squads.

- Select staff who are dedicated and hard-working, experienced in frontline policing, and have skills in gathering information from offenders and associates.
- Combine CIB experience with uniformed officers to enhance the training of newer staff.
- Ensure the squad is responsive and able to take immediate action when there is a strong lead.
- Implement initiatives with offender, victim, location, and property focuses.
- Work on the streets in plain clothes.
- Appoint clerical staff to manage files and paperwork.
- Ring-fence the members from other duties.
- Keep local areas informed of special squad activity.
- Cultivate informants and follow up on information received.
- Build up a district-wide picture of offenders.
- Establish good communication with other sections, e.g. Intel, CIB, and Prosecutions, and other agencies, e.g. NS and WINZ.
- Offer to help out in other sections, such as CIB, traffic or General Duties, to gather information on burglary and create goodwill, resulting in information being passed to the specialised squad by other units.
- Work flexible hours as required.
- Establish clear team management to ensure cohesion and direction, and institute strict accountability requirements.
- Establish an 0800 tip-off line and promote it in media releases.
- Have the experienced staff in the unit provide good modeling and use the unit as a training ground for less experienced staff.
- Prioritise files to avoid becoming overburdened by a large number of investigative files.
Good practice in Intelligence

Effective crime reduction strategies require a capacity for intelligence and crime analysis. ‘Intelligence’ refers to a structure, a process and a product.

Intelligence—Structure

As a structure, Intel refers to the Intel unit, its staff, resources, methods, skills, and organisational structure. The following are some practices for creating a good Intel structure.

• Focus and resource Intel at Area level.
• Staff Intel units with people skilled in strategic analysis and an ability and willingness to try new strategies and tools.
• Staff Intel units with sufficient data-entry staff.
• Facilitate training opportunities, including participating in national training.
• Provide a strong national directive for Intel resourcing and standards.
• Have district Intel support areas in training, in joint projects, and by lending staff.
• Have district Intel coordinate information sharing by area Intel units through:
  – holding regular meetings
  – monitoring area progress against district targets
  – completing special projects.

International research suggests that training and development for both Intel analysts and Police is crucial to developing productive working relationships.

International research has raised a number of issues about the information technology system requirements and Intel processes associated with implementing ‘Intel-led’ policing. A number of the evaluations studied have specifically mentioned the demands that particular strategies have made on the IT systems and on the quality of data available and the enormous investment of resources required to gather the Intel required, e.g. to identify repeat victims.
Intelligence—Process

As a process, Intel refers to the continuous cycle of data collection, collation, analysis, dissemination, and feedback. The following are ideas for good Intel process.

- Disseminate information and daily taskings at shift fall-in.
- Provide DP sheet for each officer on every shift and collect sheets with recorded activity at the end of shift.
- Present the strategy for the coming week to the weekly crime meeting.
- Inform every section of their tasks in meeting the week’s focus at the crime meeting, or in writing for late and night shifts.
- Convene a daily briefing with CIB, specialised squads and strategic units.
- Establish weekly briefings for voluntary community patrols.
- Institute training across the whole force in quality notings, offence reports and what to report, and deadlines for entering information into NIA.
- Audit files and recorded incidents to ensure information on recorded crime is accurate.
- Pass on analysis from files and notings to specialised squad, CIB or general duties units.
- Keep information up to date with prompt data entry.
- Manage the entry of area data to the national database (LES/NIA) and discourage reliance on separate databases for separate sections.
- Send group emails to Area staff, including weekly briefing reports.
- Maintain a photo-board including targeted offenders.
- Provide media releases.
- Avoid inundating frontline staff with information by prioritizing.
- Pass information to partner agencies, e.g. NS.
- Create a sense of pride in the area in being ‘Intel-driven’.
Intelligence—Product

As a product, Intel refers both to the reports produced and to the presentation of information to decision-makers who will act on the basis of the Intel they receive. The following are some ideas for good practice for Intel as a product.

- Maintain a full and complete database of burglaries for the area in NIA, entering full offence reports, notions of targeted persons and suspicious activity—this enables later retrieval, and lets links be made between offence reports and suspicious activity.
- Provide information reported to Comms in previous 24 hours to daily tasking meetings.
- Carry out MAP analysis on MO, times, property, locations, and repeat victims.
- Circulate or display profiles of targeted recidivist offenders.
- Produce information for bail checks—e.g. a Bail Matrix analysing the top offenders on bail to direct bail checks for the following week; include photo, name, address, bail conditions, next court date, and details of family living arrangements.
- Enter notings from all sections into NIA—names, addresses, places and times seen, associates, vehicles, etc.
- Link area and district information.
- Produce DP sheet—analysing crime risk of sub-areas within the Police Area and producing sub-area crime profiles.
- Produce analysis of crime trends for weekly meetings—compare week with previous week and similar weeks in previous years.
- Produce a weekly problem profile—‘hot’ locations, property, victims, and offenders.
- Coordinate and prioritise warrants for arrest, offenders on bail, and prison releasees.
- Provide information to local media.
- Identify repeat victims and refer to VS.
- Use MAPs to identify ‘hot’ locations and corridors.
• Record and monitor bail checks, resolutions, search warrants, and arrests.
• Enter data on youth offenders into NIA.
• Produce regular reports for Police management on key indicators such as recorded incidents and resolutions.