



TRANSFER OF
KNOWLEDGE
WORKSHOP

Model Juvenile
Bureau/Unit

107298

NCJRS

DEC 9 1987

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DEPARTMENT OF THE YOUTH AUTHORITY
OFFICE OF CRIMINAL JUSTICE PLANNING

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The inclusion of programs described in this publication, other than those directly administered by the Department of the Youth Authority, does not necessarily constitute an endorsement by the State of California or the Department of the Youth Authority.

ACKNOWLEDGEMENTS

The Department of the Youth Authority wishes to thank the California State Juvenile Officers Association and its three regional associations for providing the planning committee leadership, allowing a concept to become reality.

The planning committee meetings and subsequent workshop were a prime example of a long standing working partnership between a State and private organization in which concerns of mutual interest can be solved by cooperative participation.

Thanks must also be extended to the Office of Criminal Justice Planning, State Department of Justice, law enforcement agencies and probation departments who shared model programs and concepts with the workshop participants.

A complete list of participants, programs, and staff is available in the appendix of this publication.

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INTRODUCTION

“The frightening fact about heredity and environment is that we parents provide both.”

— Notebook of a Printer

THE CLAY TABLETS and “THE IRON HAND”

The discovery of four clay tablets believed to date back to 2217 —2207 B.C. revealed that even in the days of early history, juvenile delinquency and/or juvenile incorrigibility was a problem that must be addressed. Since no law enforcement agency, probation department, social service agency or community based resources were available, the responsibility to insure that the written laws were obeyed fell on the parents and the elders of the community. This practice gave awesome responsibility and power to the head of the household, which was generally the father, and at one point in history (approximately 451 B.C.), gave the head of the house complete power over all of his children, even when full grown, and he could kill them or sell them into slavery at any time. Further, he was allowed to dispose of all his infants without checking with anyone.

THE NEW WORLD and “SPARE THE ROD, SPOIL THE CHILD”

A new world yes.....but the same old problems; who and how will our children be raised to be a model of society? Parents and communities still had the responsibility of dealing with children and antisocial behavior. Retribution, not rehabilitation was the popular way to handle unacceptable behavior. The first public education law was passed in 1642. The law required all parents to teach their children a trade and to read.

CALIFORNIA and “AN ERA OF ENLIGHTENMENT”

The year was 1903, and the motivating forces were the Boys and Girls Aid Society, The California Club, and the Associated Charities of San Francisco.

The new law prohibited the commitment of juveniles under 12 years to jail, prison, or police stations. This Act was passed to support the Juvenile Probation Law which had been in place since 1883.

THE 50's, 60's, 70's and "SPARE THE CHILD, THROW AWAY THE ROD"

Delinquency prevention, intervention and diversion became the buzz words of juvenile justice practitioners as juvenile arrests escalated, and the role of parents was eroded by the demands of a rapidly changing society. Juvenile officer "specialists" were gaining recognition as police administrators attempted to deal with the complexities of working with the youth of their communities. Professional organizations such as the California State Juvenile Officers Association (founded in 1950) brought together statewide juvenile justice practitioners as an organized advocate for youth.

THE POLICE ROLE IN JUVENILE DELINQUENCY

The abbreviated history lesson was not meant to frighten, but to bring into focus and illustrate the changes that have occurred and the task that faced workshop participants as they diligently and realistically tried to sort out what position or major focus a Model Juvenile Bureau/Unit should take. The choices include:

- Services prior to official police contact in the form of PREVENTION
- A strictly traditional role in the form of INVESTIGATIONS
- Services to provide a deterrent against future involvement in the form of DIVERSION

The Model presented here was designed from a combination of all three (Prevention, Investigations and Diversion) coupled with the EDUCATION and TRAINING of personnel assigned and OPERATIONAL procedures.

LARGE vs SMALL POLICE AGENCIES

It is evident that the uniqueness of each community and not the size

of the law enforcement agency, will play the most important role in determining what type of programs or allocation of personnel will be initiated by the police administrator. However, the police administrator and the community should be alerted to the fact that "proactive" response in place of "reactive" has enjoyed a great deal of success in the battle against juvenile delinquency.

TIRED OF "TRYING TO DO THE JOB ALONE"

Juvenile justice practitioners are tired of trying to do the job alone. A new buzz word for an old concept is fast becoming the rage in California. The new word is PARTNERSHIPS. Over the past several years, numerous partnerships have been formed among juvenile justice service agencies — agencies pooling their collective talents, resources and funds to combat juvenile delinquency. Those partnerships are police/school teams, police/probation teams, vertical prosecution units, and county interagency committees. A newly formed Statewide Interagency School Safety Cadre is designed for the purpose of facilitating interagency coordination among school districts, county offices of education, and law enforcement agencies to reduce school violence and vandalism, reduce truancy rates, improve school attendance, and encourage good citizenship. Senate Bill 1394, signed into law by Governor Deukmejian in October 1985, allocates funding for 30 interagency safe school model programs during the 1985-86 and 1986-87 school years. No longer do the well-informed police administrators have to rely solely on available police budgets and manpower, now they can form partnerships to address their issues in the juvenile arena.

MODEL JUVENILE BUREAU/UNIT

As previously noted, five key components have been identified by the workshop. Those components which will be discussed in detail are:

- I. Operations
- II. Prevention
- III. Investigations
- IV. Dispositions
- V. Education and Training

The model concept and recommendations for each component were developed in small groups, then pulled together and combined for this publication. The individual groups did not know the proposals or recommendations of their counterparts and some overlapping has occurred. This does not distract from the individuality of each component, but adds strength and validity to the overall concept.

Listed in the Appendix are the participants who developed the model recommendations. For any additional questions, or technical assistance with the implementation of a particular phase, please contact one of the participants in your region, or the nearest Department of the Youth Authority office.

OPERATIONS

An effective Model Juvenile Bureau/Unit should have written policies, guidelines, and procedures encompassing goals and mission statement, training of juvenile personnel, areas of responsibility to be handled by the juvenile unit (including types of crimes investigated and special programs), procedure for interaction with other agencies and guidelines establishing responsibility for compliance with state and federal reporting mandates.

Written Policies

Each law enforcement agency should provide written policies that outline the agency's philosophy in the handling of juvenile matters to include: arrest to disposition, handling of status offenders, child stealing or child abduction cases, juvenile files and record keeping, inter/intra departmental working policy, and statement of departmental goals.

Mandated Issues

State and federal regulations mandate that law enforcement agencies and their personnel comply with prescribed procedural processes. Included are child abuse reporting, missing, or runaway juvenile reporting, detention of juveniles, parent notification, Miranda warnings and specialized training for those assigned to child abuse/sexual assault investigations.

Personnel Staffing

Juvenile bureau personnel require a special ability, patience and personality to be able to work with youth. A selection process is necessary to provide the best service to a very impressionable part of the community. Selection should be based on interest and ability, not on routine rotation.

Consideration in the selection process should be given to candidates' years of service, training, education and experience, desire and motivation.

Application for the position should be through a formalized departmental procedure. Other qualifying requirements should include a written examination, oral interview board, an assessment of past performance and a psychological examination.

Rotation Policy

There should be no standard or set rotation policy into and out of a juvenile unit. The unit has so many varied duties and works with so many different agencies that it takes one to two years just to grasp concepts and become a functional investigator.

Criteria for rotation from a juvenile unit should be limited to: requests for transfer, burnout, supervisor review, disciplinary actions, promotions or retirement.

Duties and Responsibilities

A juvenile bureau should investigate all cases where juveniles are listed as suspects, all child abuse/neglect/molest/exploitation cases, runaway and missing juvenile cases and child stealing/abduction cases. Recognizing that the size of the agency, number of personnel assigned to the unit and community needs are an overriding factor. Other juvenile unit responsibilities should include: working with the schools, community relations, prevention programs, diversion and referral programs, supervision and counseling programs and knowledge of grant funding and proposal writing.

Interagency Cooperation

Depending on the task, "formal" or "informal" relationships with other juvenile service providers can play a vital role in the overall effectiveness of a model juvenile unit. Effectiveness can be further enhanced by formal departmental policies and procedures, MOU's (Memoranda of Understanding) between juvenile service providers and by setting limits on frequency of meetings.

Interaction should not be limited to formalized governmental juvenile justice agencies, but should encompass all service providers including private or professional organizations.

Support Programs

Automated support systems provide that crucial repository of information that links individual agencies to local, state and federal data banks for storage of information and retrieval to assist in case management.

A list of existing systems in California is included in the appendix of this publication.

Grant Programs

Implementation of a new program generally has two major hurdles: a) Will the program benefit the agency?, and b) How are we going to pay for it?

Federal, state and private grant funds exist that cover a variety of programs from prevention to dispositional programs. Law enforcement administrators should utilize any and all available resources to fill their needs and provide a well balanced approach in support of their individual community needs.

A partial list of existing programs available for funding is included in the appendix of this publication.

PREVENTION

Police/School Partnerships

The partnership between law enforcement and school administrators should be formalized in a Memoranda of Understanding (MOU) that spells out levels of commitment, and clearly defines the role each will play during the length of the partnership. The MOU should further outline what resources, either financial or in-kind services each will commit to the partnership, as well as fullfull responsibility and liability under guarantees for safe and secure campuses. (Article I, Section 28(c), California Constitution.)

Police Prevention Programs

The detection and apprehension of criminals continues to remain a high priority among the law enforcement community. This important traditional role has taken on a new meaning, particularly in juvenile work as more and more law enforcement agencies turn to prevention and diversion to lead young people away from criminal behavior. Prevention programs have proven to be less expensive than enforcement, while teaching young people to become responsible citizens. Prevention programs can keep kids from becoming potential victims, and projects a positive police image. Prevention programs help the development of community pride and create a positive school environment.

The development of prevention programs should be in response to community needs, with an acute awareness of trends and knowledge of availability of funding sources.

Police/School Education Prevention Programs

Because each community is unique unto itself police/school prevention programs should reflect the needs of their individual communities. Example: If the major problems in and around a school is truancy and bicycle theft, there would be little value in developing a gang reduction program. The community trend approach allows concentration on those negative behaviors that impact the daily lives of the youthful population. The implementation of truancy sweeps, coupled with an active Student Attendance Review Board (SARB), as well as a pro-active bicycle program (licensing, bike rodeos, citation and safety program), will produce a positive image to the community that their issues are being addressed.

INVESTIGATIONS

Juvenile Investigations

For effective juvenile case management and to reduce the trauma of exposure to the system by juvenile offenders and victims, strong considerations should be given to juvenile specialists for the investigation of child abuse/molest/exploitation cases, missing and runaway juvenile cases, juvenile gangs, status offender cases and diversion of juvenile offenders.

Other juvenile unit functions include regular follow-up assignments for all juvenile arrests, all cases where juveniles are listed as suspects, school related incidents, as well as all juvenile crime prevention or community relations programs.

Obviously in smaller agencies this could be one or two persons, while larger agencies may have a large number of specialists assigned to child abuse, gang detail or a runaway unit. The main thrust is not the number of persons assigned to a juvenile unit, but that the person(s) assigned are meeting the needs of the juvenile population, supported by proper education and training.

Specialized training is mandated for those persons working child abuse or sexual assault cases. Working with runaways or other status offenders, juvenile gang members and diversion of youthful offenders also requires a great deal of expertise for proper investigation and disposition of cases.

The following formula is provided to assist law enforcement administration in determining *workload vs. staffing or productivity*.

Average time to investigate juvenile related crimes/situations:

1. Based on San Diego Police Department Study.
2. Study is subjective due to the fact that each case/situation may have hidden factors making them unique.
3. Study showed:
 - A. Felony investigations = 6 hours
 - B. Misdemeanor investigations = 3 hours
 - C. Status investigations = 2 hours
 - D. Deducting 25% for overlap, unfounded and exceptionally easy cases, the following weights were averaged to:
 - 1) Felony investigations = 4.5 hours
 - 2) Misdemeanor investigations = 2.25 hours
 - 3) Status investigations = 1.5 hours
 - E. Determine investigative time available, subtracting time off, other duties:

FORMULA:

Hours of investigative time needed ÷ by investigative hours available = % of efficiency of investigator or unit.

DISPOSITIONS

“Who” should handle juvenile arrests, and “How” should they be handled were unenviable tasks of this workshop. While the California Welfare and Institutions Code spells out the mandates for California agencies, juvenile justice agencies within the state have never followed a predetermined set of guidelines. One agency may refer all first-time offenders to probation while another may divert all first-time offenders into community-based programs. It is not uncommon for a youngster to appear for the first time in juvenile

court with a long list of prior police contacts, along with numerous diversion attempts by both the police and probation. A common theme developed by the participants in dealing with this multi-faceted problem is: "More information available on a youngster makes for better informed decisions on filing, programs, placements, referrals, etc." Conclusion: KEEPING AND TRACKING CRIMINAL HISTORY OF JUVENILES IS OF UTMOST IMPORTANCE.

Staffing for a "model dispositional unit" should be built on the premise of a "team" approach which would include a trained juvenile officer or juvenile supervisor, a social services representative and a probation officer.

The dispositional team must be thoroughly familiar with available community resources, restitution programs and victim assistance programs.

Through interagency Memoranda of Understanding (MOU's), policies and procedures should mandate their various dispositional rights. The dispositional team must have a variety of disposition options available to them, including release (charges dismissed), release to parents with no further action, refer to in-house diversion programs, refer to community-based organization, and informal referral to probation, social services and/or mental health.

Dispositions Guidelines

In concert with a good record keeping system, the dispositional process should be brought into play at the earliest sign of unacceptable behavior, thereby creating a system of accountability.

Levels of committing offenses should be outlined. Considerations for accountability and disposition alternatives should be given to serious violent offenders, habitual offenders, escalating delinquent behavior (by seriousness of offense and frequency) and for the youngster at risk of becoming delinquent.

Criteria for referral to in-house diversion programs will vary according to the needs of each community and individual law enforcement agency's policies. Referrals to the in-house programs will come from this agency, other law enforcement agencies, parents, schools, other juvenile justice service agencies and juveniles. Appropriate referrals might include first time misdemeanor offenses, status offenses and referrals from other agencies.

Formal Dispositions

Formalized policies and procedures should outline the formal referral process to probation, placement in juvenile hall, referral to social services or mental health and referral to a School Attendance and Review Board (SARB).

An excellent example of a countywide referral policy is the one utilized in San Diego County. Juvenile Justice Interagency Committee guidelines allows police agencies to divert first time offenders (misdemeanors, status), but requires automatic probation referral on second criminal offense. Probation is then bound by the same guidelines, and any subsequent arrests results in a petition filing. This concept allows the juvenile court judge to see the youngsters at least by the third offense, opening the door to more options available to the courts.

Record/Tracking Systems

A countywide central repository (juvenile index) should be utilized by all county jurisdictions for all contacts such as field interviews, arrests and citations. It is imperative that all jurisdictions within the county utilize the central index system for overall effectiveness and accountability.

In-house records should have complete criminal history, including all negative contacts on a juvenile from patrol, probation, schools or others. In-house records should reflect the juveniles' progress in diversion programs as well as an analysis of cost benefit to the community.

EDUCATION/TRAINING

"Juvenile officers handle all matters involving juveniles, which include victims as well as offenders." This statement was the cornerstone for building an education and training program for juvenile officers.

Within their first year of assignment to a juvenile unit, all personnel should be trained in the "basics" which include juvenile procedures, overview of juvenile justice system, basic juvenile psychology, interviewing techniques, knowledge of laws/codes, investigative techniques, juvenile court procedures, mandated reporting requirements and substance abuse, in concert with departmental knowledge in management of juvenile cases and paper flow.

Within three years all personnel assigned to a juvenile unit should receive "advanced" training in: interagency networking, development of community resources, school/police partnerships, teaching techniques (public speaking, how to develop lesson plans, methods of instruction and how to update teaching materials), advanced child abuse training, sensitivity training and grant writing.

Training Programs

A number of training programs exist for basic and advanced juvenile officers. A partial list of training programs is included in the appendix.

Career Development and Proficiency Ratings

After three years every officer assigned to a juvenile unit should have successfully completed a "basic" and "advanced" training course, have minimum of an AA degree and qualify for the Department of the Youth Authority and State Juvenile Officers Association "Certificate of Proficiency."

Ongoing performance evaluations of the officers should incorporate a feedback evaluation system from other agencies served by the unit.

In-Service and Public Training Programs

Law enforcement agencies should utilize the expertise of their juvenile unit for presentations to general public forums/meetings/organizations in the area of child abuse, gangs, narcotics and other juvenile related matters.

Further, ongoing in-service training should be conducted by the juvenile unit to all officers on juvenile related matters.

CONCLUSION

The workshop participants were unanimous in their testimony that juvenile bureaus/units and juvenile specialists play very important roles in the overall juvenile justice system process. Attention to the following factors will dictate success or failure of a juvenile unit:

1. The unit must receive total support from in-house administrators, as well as from the other divisions within the agency.
2. Personnel assigned to the unit must be highly qualified and motivated to work with the youth of their community.
3. Specialists (child abuse, gangs, etc.) within the unit must receive on-going training to maintain their level of expertise.
4. Inter-agency cooperation should be established and formalized.
5. All matters pertaining to juveniles (victims and offenders) should be housed under one unit trained in all areas of juvenile work.
6. Policies and procedures regarding the activities of the unit should be formalized in writing.

APPENDIX

A Transfer of Knowledge Workshop on A Model Juvenile Bureau/Unit

MARINA INN
Sacramento, California
September 24-26, 1985

AGENDA

Tuesday, September 24

- 1:00 p.m. REGISTRATION
- 1:40 p.m. WELCOME — Billy Cox, Law Enforcement Consultant
Department of the Youth Authority
- 2:00 p.m. TRANSFER OF KNOWLEDGE HISTORY AND BACKGROUND
— Richard W. Tillson, Asst. Deputy Director, P&CC Branch
Department of the Youth Authority
- 2:20 p.m. CONFERENCE AND AGENDA OVERVIEW
— Barney Kammerer, Consultant, P&CC Branch, Dept. of the Youth Authority
- 2:40 p.m. REIMBURSEMENT FORM OVERVIEW
— Marilyn Langford, Administrator, P&CC Branch, Dept. of the Youth Authority
- 3:00 p.m. SCHOOL RESOURCE OFFICER PROGRAM
— Gary Armstrong, Detective, Claremont Police Department
- 3:30 p.m. SHO - DI PROGRAM
— Lynn Thayer, Counselor, Oxnard Police Department
- 3:40 p.m. BREAK
- 4:00 p.m. COPES COURSE PROGRAM
— Ron Wibe, Sergeant, San Diego Sheriff's Department
- 4:20 p.m. SCHOOL/POLICE PARTNERSHIP PROGRAM
— Dale Treece, Lieutenant, Visalia Police Department
- 4:45 p.m. BREAK
- 6:00 p.m. DINNER MEETING/MODEL JUVENILE PROGRAMS (NATIONAL)
— Noreen Blonien, Assistant Director, Local Law Enforcement Liaison,
Department of the Youth Authority
- 8:00 p.m. ADJOURNMENT

Wednesday, September 25

- 8:00 a.m. CONTINENTAL BREAKFAST
- 9:00 a.m. "DARE" PROGRAM
— Don Van Velzer, Sergeant, Los Angeles Police Department
- 9:20 a.m. POLICE/COMMUNITY DIVERSION PROGRAM
— Linda Gunn, Detective, Galt Police Department
- 9:40 a.m. COUNTYWIDE INTERAGENCY COMMITTEE
— Doug Willingham, Senior Probation Officer
San Diego County Probation Department
- 10:00 a.m. BREAK
- 10:20 a.m. REPORTING SYSTEM(S) OVERVIEW
— Rod Stensen, Department of Justice, Sacramento
- 10:40 a.m. GRANT PROGRAM(S)
— Sue Erlich, Sr. Program Specialist, Office of Criminal Justice Planning
- 11:00 a.m. WORKSHOP ASSIGNMENT OVERVIEW
— Barney Kammerer, Consultant, P&CC Branch, Dept. of the Youth Authority
- 11:36 a.m. LUNCH
- 1:00 p.m. INDIVIDUAL WORKSHOPS
- 3:00 p.m. BREAK
- 3:15 p.m. INDIVIDUAL WORKSHOPS (CONTINUED)
- 5:00 p.m. BREAK
- 6:00 p.m. DINNER MEETING
REALITIES OF WORKING WITH SCHOOL/LAW ENFORCEMENT AGENCIES
— Tad Kitada, School Social Worker, Grant Union High School District
- 8:00 p.m. ADJOURNMENT

Thursday, September 26

- 8:00 a.m. CONTINENTAL BREAKFAST
- 9:00 a.m. INDIVIDUAL WORKSHOP PRESENTATIONS
— Billy Cox, Law Enforcement Consultant, Dept. of the Youth Authority
- 11:15 a.m. CONCLUDING REMARKS — Richard W. Tillson,
Asst. Deputy Director, P&CC Branch, Dept. of the Youth Authority
- 11:30 a.m. CONCLUSION OF WORKSHOP

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Steno support provided by Lonna Goodsell-Butts, Vera Harrison and Gloria Sayo, P&CC Branch,
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WORKSHOP PRESENTERS

Listed is a brief description of programs presented to the workshop participants. Should you have need for additional information on the programs, please contact the program presenter directly.

SCHOOL RESOURCE OFFICER PROGRAM

A program designed to bring officers into the schools for teaching and as a resource person.

Gary Armstrong, Claremont Police Dept., (714) 624-4531

SHO - DI PROGRAM

A federally funded program that deals with habitual juvenile offenders —drug involved. Requires heavy inter-agency participation.

Lynn Thayer, Oxnard Police Dept., (805) 486-4311

COPE COURSE PROGRAM

A unique wilderness intervention program for selected juvenile offenders.

Ron Wibe, San Diego County Sheriff's Dept., (619) 236-2876

SCHOOL/POLICE PARTNERSHIP

A police/school partnership to handle matters of mutual concern and jointly funded.

Dale Treece, Visalia Police Dept., (209) 625-6303

DARE PROGRAM

A state funded drug prevention program designed for elementary through high schools.

Don Van Velzer, Los Angeles Police Dept., (213) 485-1087

POLICE/COMMUNITY DIVERSION PROGRAM

A program that utilizes prevention teaching at the schools. Utilizes schools and community resources to deal with offenders. This program is excellent for smaller agencies.

Linda Gunn, Galt Police Dept., (209) 745-1535

COUNTYWIDE INTERAGENCY COMMITTEE

A model program involving all components of the juvenile justice system including schools and mental health in a large metropolitan county. Very active and productive.

Doug Willingham, San Diego County Probation Dept., (619) 560-3154

Special presentations were made by: Mr. Tad Kitada, Grant Union High School District (Sacramento) on "The Realities of Working with School/Law Enforcement Agencies"; Sue Erlich, Department of the Youth Authority (Sacramento) on "State Grant Funds"; Mr. Rod Stensen, Department of Justice (Sacramento) on "Missing Children — Mandated Reporting"; and by Ms. Noreen Blonien, Assistant Deputy Director, Department of the Youth Authority (Sacramento) on "Overview of National Juvenile Justice Systems."

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EXISTING SYSTEMS

National Crime Information Center (NCIC)

California Justice Information System (CJIS)

Wanted Persons System (WPS)

Stolen Property System (SPS)

Stolen Vehicle System (SVS)

Stolen Bicycle System (SBS)

Firearms System (AFS)

Criminal History System (CHS)

Missing Children Apprehension Program (MCAPS)

Missing — Unidentified Persons

Violent Crime Information System (VCIS) — Department of Justice

Child Abuse Registry

Sex Registrants (290 P.C.)

Other California Information Systems

Moniker Files

Tattoo Files

Department of Social Services (DSS)

Case Tracking

Field Interview Files (FI)

Career Criminal Apprehension Program (CCAP)

Law Enforcement Intelligence Unit (LEIU)

Bureau of Organized Crime and Criminal Intelligence (BOCCI)

Western States Information Network (WSIN)

Department of Motor Vehicles (DMV)

District Attorney (Family Support)

Fingerprint Files and Identification (ALPS/AFIS)

EXISTING PROGRAMS

- Prevention Programs
- Diversion Programs
- Youth Service Bureaus
- Child Abuse
- Mental Health
- Gangs
- Serious Habitual Offenders
- Alcohol/Drugs
- Truants
- Missing Persons
- Automated Systems
- Restitution
- Police/School Partnerships

(Private Sector Grants should not be overlooked)