

**LOS  
ANGELES  
COUNTY  
GRAND JURY  
1966** ≡≡≡



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1966  
LOS ANGELES COUNTY GRAND JURY

**Jurors**

Averill H. Munger, Foreman  
Marie Y. Shibuya, Secretary  
\*E. W. Beck  
Betsy Cahall  
Maurice Rene Chez  
Fay Christensen  
\*Sol H. Cooper  
Jane Cutri  
Helen Erickson  
Samuel B. Gerry  
Donald C. Hight  
Louise E. Isom  
Theo Kaswick  
Mary Jane Kidd  
Doris F. Kingsley  
\*Ervis W. Lester  
  
Harlan G. Loud  
Frank G. Morales  
Maudine E. Moss  
Skipper Rostker  
Dorothy Schoon  
John B. Stene  
\*Charles W. Walker  
Alma Wedberg

**Nominating Judge**

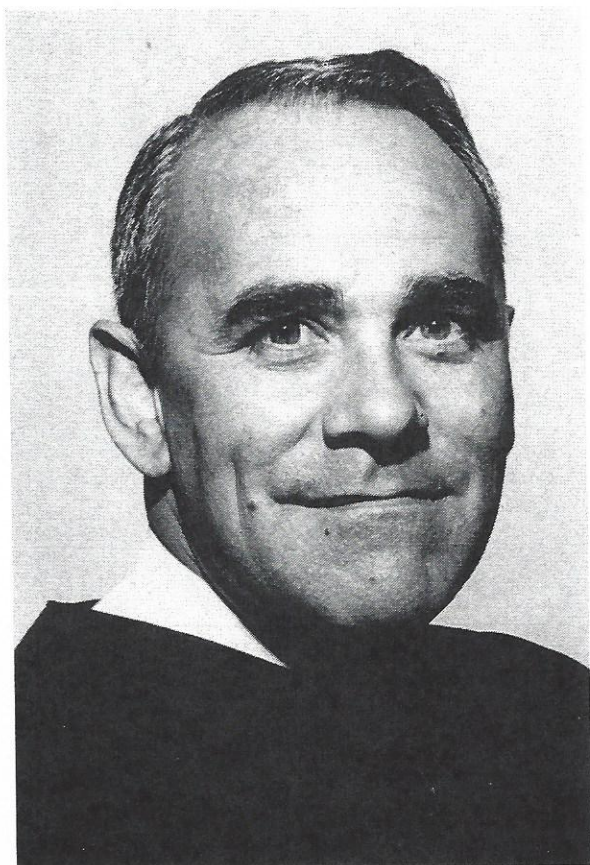
Judge Bayard Rhone  
Judge Allen Miller  
Judge Kenneth N. Chantry  
Judge David W. Williams  
Judge Benjamin Landis  
Judge Charles A. Loring  
Judge Robert Feinerman  
Judge Mario L. Clinco  
Judge William B. Neeley  
Judge Alfred Gitelson  
Judge H. Eugene Breitenbach  
Judge John A. Shidler  
Judge Edward R. Brand  
Judge H. Eugene Breitenbach  
Judge Goscoe O. Farley  
Judges John F. Aiso and  
James D. Tante  
Judge McIntyre Faries  
Judge Carlos M. Teran  
Judge Clarke E. Stephens  
Judge Vincent Dalsimer  
Judge Richard Schauer  
Judge John F. McCarthy  
Judge Kathleen Parker  
Judge Julian Beck

\*Served incomplete term.

The Honorable

LLOYD S. NIX

Presiding Judge of the Superior Court

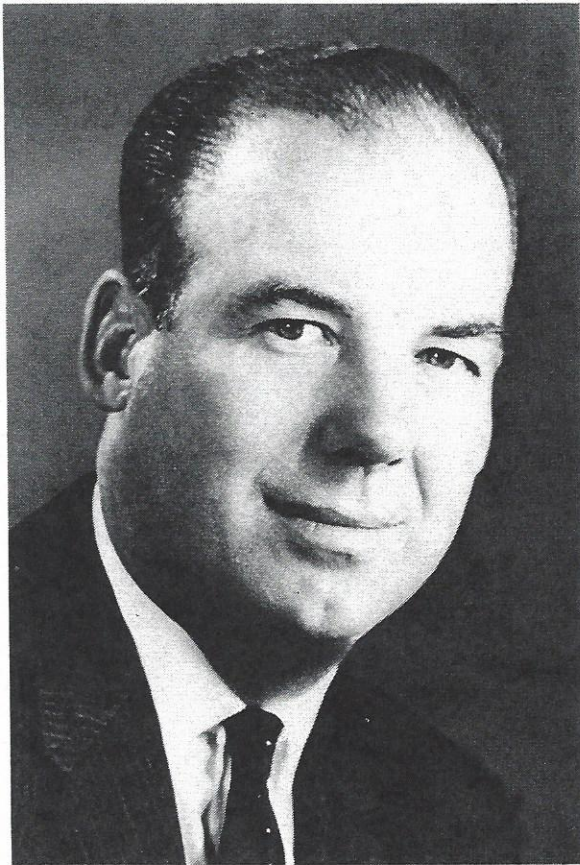


The Honorable

ARTHUR L. ALARCON

Presiding Judge of the Criminal Courts





The Honorable EVELLE J. YOUNGER  
District Attorney



JOHN HOWARD  
Deputy District Attorney

STAFF



Johanna Friederich — Marjorie Cashdollar — Lawrence Worch  
Lois Johnson — John Howard



ADMINISTRATIVE COMMITTEE



Alma Wedberg — Mary Jane Kidd — Skipper Rostker — Helen B. Erickson — Maurice Rene Chez  
— Frank G. Morales — Samuel B. Gerry

John B. Stene  
Sergeant-at-Arms

Marie Y. Shibuya  
Secretary

Averill H. Munger  
Foreman

Donald C. Hight  
Foreman Pro-Tem



AUDIT COMMITTEE



Averill H. Munger — Frank G. Morales — Mary Jane Kidd — Harlan G. Loud — John B. Stene  
Maurice Rene Chez — Maudine E. Moss  
Chairman Secretary

SMOG COMMITTEE



Samuel B. Gerry  
Helen B. Erickson, Chairman — Donald C. Hight



CRIMINAL COMPLAINTS COMMITTEE



Averill H. Munger-Doris F. Kingsley-Ervis W. Lester-Maudine E. Moss-Frank G. Morales-Harlan G. Loud  
 Marie Y. Shibuya - Donald C. Hight - Theo Kaswick  
 Chairman Secretary

JAILS COMMITTEE



John B. Stene - Dorothy Schoon - Maudine E. Moss - Fay Christensen  
 - Theo Kaswick - Harlan G. Loud  
 Doris F. Kingsley - Frank G. Morales - Betsy Cahall  
 Chairman Secretary



PUBLIC SERVICES COMMITTEE



Dorothy Schoon — Jane Cutri — Louise Isom — Helen B. Erickson  
 Secretary  
 Alma Wedberg—Mary Jane Kidd—Skipper Rostker—Samuel B. Gerry  
 Chairman

SOCIAL SERVICES COMMITTEE



Betsy Cahall — Marie Y. Shibuya — Alma Wedberg — Fay Christensen — Dorothy Schoon  
 — Louise Isom — Helen B. Erickson  
 Mary Jane Kidd  
 Chairman  
 Jane Cutri  
 Secretary



JUVENILE COMMITTEE



Ervis W. Lester — Fay Christensen — Jane Cutri  
Samuel B. Gerry                      Dorothy Schoon  
Chairman                                      Secretary

SCHOOLS COMMITTEE



Helen B. Erickson - Fay Christensen - Jane Cutri- Maurice Rene Chez  
Alma Wedberg                      Dorothy Schoon  
Chairman                                      Secretary

IN MEMORIAM

JOSEPH A. GEBHART

Detective Joseph A. Gebhart died on May 1, 1966. Mr. Gebhart devoted his entire life to the field of law enforcement. His career originated in 1930, when he became a policeman in the Beverly Hills Police Department. He served there with distinction as a Detective Sergeant until retirement on April 30, 1955.

Mr. Gebhart immediately joined the office of the District Attorney as a detective with the District Attorney's Bureau of Investigation, and served there until his death. He was assigned as Investigator to the Grand Jury for four years immediately preceding his death.

This Grand Jury appreciated the genuine help and assistance given by Mr. Gebhart and commends his service as a dedication to law enforcement.

## ACKNOWLEDGMENTS

Our 1966 Los Angeles County Grand Jury wishes to express its sincere appreciation for the assistance, guidance, and counsel given by the following persons: The Honorable Lloyd S. Nix, Presiding Judge of the Superior Court; The Honorable Arthur L. Alarcon, Criminal Court Master Calendar Judge; The Honorable Evelle J. Younger, District Attorney, Los Angeles County; Los Angeles County Supervisors (the Honorables Ernest E. Debs, Frank G. Bonelli, Burton W. Chace, Warren M. Dorn, and Kenneth Hahn); the Honorable Peter J. Pitchess, Sheriff, County of Los Angeles; the Honorable William H. Parker (deceased), Chief of Police, City of Los Angeles; John Howard, Deputy District Attorney and Legal Advisor to the Grand Jury; Joseph A. Gebhart (deceased), Investigator; his successor, Lawrence Worch; Lois Johnson, Court Reporter; Johanna Friederich, Irene Manning, and Marjorie Cashdollar, Secretaries; and Ron Einstoss of the Los Angeles Times; Leonard Scratch of the Herald Examiner; and Yvonne Patton of City News Service.



## FOREMAN'S REPORT

November 22, 1966

The 1966 Los Angeles County Grand Jury is pleased to submit herewith its final report.

At all times, the jurors have been cognizant of, and have often referred to, the charge given us on January 25, 1966 by the Honorable Judges Lloyd S. Nix and Arthur L. Alarcon.

The general aim and goal of this Grand Jury has been to determine means of saving the taxpayers' money. In the pursuit of this objective, the Jury has focused upon the following concerns: stronger deterrents to criminal activity; putting the fifty-seven county agencies on a more business-like basis; and fostering the hope and challenge that more of our politicians might become statesmen.

All committees have emphasized the importance of **prevention of crime**. The Juvenile and Schools Committees have urged special classes geared to the needs of prospective drop-outs and delinquents. The Social Services Committee conducted a special study on the urgency of increased effort in the rehabilitation of parolees to prevent recurrent jail sentences. Fraud in the welfare program was studied by this same committee. During the course of the year, twelve extra investigators were added to the District Attorney's staff, resulting in cutting down a backlog of 605 uninvestigated cases of possible welfare fraud to twenty-eight. This has had a definite deterrent effect on fraud activity in this field.

The second area of interest, which is economy and increased efficiency in county departmental government, has had the intensive attention of the Audit Committee. A rewarding innovation by Maurice Chez, Chairman, was an interview with each County Supervisor regarding the special problems existing in his jurisdiction. This was a mutually informative and stimulating experience for both committee members and supervisors. Some of the questions which each were asked are as follows:

What eventually determines the amount of taxes which every citizen in the County must pay?

Have you any guidelines which you use to evaluate individual de-



partmental requests which flow in each year for more personnel?

Do you think our entire Civil Service System needs an overhaul?

The above and many more questions were asked of each Supervisor, as well as pertinent departmental questions concerning his supervisorial district.

The third objective of this Jury has been to encourage that even greater steps be taken to foster statesmanlike handling of county business. This is an intangible aim not easily achieved, certainly almost impossible to accomplish in ten months' time. However, it is the conviction of this Foreman that a beginning has been made in this direction. One of the methods that the Jury has employed has been supporting the splendid work of the Los Angeles County Citizens Economy and Efficiency Committee. Their fine work was evidenced in the recent election by the passage of Charter Revisions A, B and C. Excellent rapport has been established between this Committee and the Grand Jury, whose Audit Committee has continually channeled reports and significant findings for this Committee's information. Special attention was directed to the reactivating of the Citizens Advisory Commission on County Construction by the Board of Supervisors, following our resolution requesting same on June 21, 1966. It is recommended that this Committee be given the latitude required to perform its functions and that recommendations from this body be given maximum consideration. In further pursuit of this third goal, all committee chairmen of this year's Grand Jury have filed interim reports and specific recommendations with the Board of Supervisors throughout the past six or seven months, with the gratifying results that many "statesmanlike" moves toward reforms and improvements have been effected during the current Jury's term of office.

We herewith present the following information regarding savings to Los Angeles County taxpayers:

Savings in costs of preliminary hearings has been estimated to be up to \$50,000.

This year's significant savings of \$4,163,944 was recommended by the Audit Committee and approved, with an additional \$514,000 yet to be approved. For details, please refer to our Audit Committee Report. The total cost of the Grand Jury, approximately \$150,000, includes Jurors' expense, mileage, witness fees, communications, maintenance equipment and contract auditor's fee.

Most of the members of the 1966 Grand Jury regret that their year is drawing to a close with a number of incompletd projects. However, this feel-

ing of regret is more than offset by a sense of satisfaction in a demanding job undertaken and completed, in responsibility met and discharged, and in a unique privilege shared and treasured.

May I thank Donald C. Hight, Foreman Pro-Tem; Marie Shibuya, who served so effectively as Secretary; Sergeant-at-Arms John B. Stene; Final Report Committee Betsy Cahall and Alma Wedberg; all Committee Chairman and Jurors. Congratulations for a job well done in our year 1966!

To the incoming Grand Jury, please study our last page which is an index to follow-up recommendations for the 1967 Grand Jury. Please accept our compliments and best wishes for your year of service.

Respectfully submitted,

Averill H. Munger, Foreman



# AUDIT COMMITTEE REPORT

## INTRODUCTION, ACTIVITIES AND FINDINGS

From the outset, the Audit Committee set several major goals. Among them was the determination to find ways and means of saving money for the taxpayers. We decided to audit twelve departments and districts that had not been checked by a Grand Jury for at least eleven years. We also chose to check into ten departments and areas that had not been audited for a number of years by either a Grand Jury or the County Auditor-Controller. The number of County units and areas which we covered reached the highest total in many Grand Jury years but, as we worked through our term, all our goals were met right on schedule.

What were the results? First, in the sphere of saving, recovering or indentifying lost monies, there is appended a tabulation of the "Highlights of the Dollar Impact of 1966 Grand Jury Audit Recommendations". It shows that cost reductions, or recoverable costs, or additional revenue, or some combination of these, either already instituted and adopted by County departments or still under study, amount to over \$334,000 annually, in addition to "one-shot" additional revenues or cash recoveries of \$1,645,000. Then, in addition, there are savings still under study and not finalized by County personnel as this goes to press, that will range from \$2,007,000 to \$2,337,000 annually, if entirely adopted. Finally, as the "Highlights Tabulation" clearly shows, there are a very substantial number of large dollar-tag findings and suggestions with respect to which the County departments and personnel have not yet completely or finally reacted. Based on our review and analysis of those items, it seems clear to us that a minimum of another half-million dollars per year of cost reduction, cost recovery, or additional revenue is readily available to County administrators if they will but make the moves to achieve it.

Before going any further, we want to point out that our Contract Auditor, Walter H. Lohman, and his associates in Arthur Young & Company, have done an outstanding job for the Audit Committee and the entire Grand Jury. Throughout the year, his reports were factual, impersonal and objective, and easily understandable. They pinpointed basic problems, inefficiencies and diverse weaknesses. They were never critical for the sake of being critical. In every instance either he, or we, offered constructive ideas and down-to-earth suggestions and recommendations. Practical cost reductions, economies, sources of logical additional revenue, and the elimination of extraneous rec-

ords and procedures were a dominant theme in the audit reports. Therefore, if the record shows any success whatsoever, let us bear in mind that we received from Walter Lohman solid foundations and excellent working tools which made it easy, in turn, to present our comments and analyses and recommendations. The highest accolades belong to our Contract Auditor, and we have no hesitation whatsoever in publicly praising his wonderful job on behalf of the County's taxpayers.

The departments, districts, and subjects which we reviewed this year were:

**Departmental and district examinations:**

- Assessor
- Department of Charities
  - Bureau of Adoptions
  - Long Beach General Hospital
  - John Wesley Hospital
- Civil Service Commission
- District Attorney
- Flood Control District
- Marshal of Municipal Courts
- Mechanical Department
- Museum of Art
- Otis Art Institute
- Parks and Recreation Department
- Pound Department
- Public Library
- Recorder
- Registrar of Voters
- Sanitation Districts
- Waterworks Districts

**Examinations and reviews involving a number of departments:**

- Biennial departmental reports
- General County insurance purchases and coverage
- Off-Street Parking Funds
- Trust and agency accounts

In addition to those specific audits, the Contract Auditor and the Audit Committee made a very thorough review and follow-up of unsettled or "open" recommendations from prior years, relating to thirty departments and subjects which had been critiqued by Grand Jury Audit Committees and Contract Auditors in recent years.



As our audit effort progressed, the Contract Auditor's findings and reports were submitted to the Audit Committee for review and analysis. Thereafter, to give County officials the opportunity to reply formally to the reports and to enable them to take responsive action at the earliest possible date, copies were sent by the Audit Committee to the responsible bureau, division, or department heads, together with the Audit Committee's comments, viewpoints and questions. At the same time copies of the reports and the Audit Committee's comment letters were distributed to each member of the Grand Jury and were also sent to Judge Nix, Judge Alarcon, each member of the Board of Supervisors, the Clerk of the Board of Supervisors, the Chief Administrative Office, and the Auditor-Controller.

Following the receipt of responses from the County personnel involved, the Audit Committee weighed and studied the aspects and implications of their replies. In some instances, additional letters and recommendations were sent on. At the conclusion of the work, the Contract Auditor compiled for the Grand Jury and key County personnel an updated, correlated final report covering the entire audit effort for the year, and including the Audit Committee's overall reactions and conclusions, based on its studies.

Copies of that final report have been sent by the Audit Committee to: Judges Nix and Alarcon, each Supervisor, the Clerk of the Board of Supervisors, the Chief Administrative Officer, the Chief of the Management Services Division of the Chief Administrative Officer's office, the Auditor-Controller, and the Chief of the Audit Division of the Office of Auditor-Controller.

In addition, in an innovational step to broaden the base of understanding of County operations, your Audit Committee directed a copy of the Contract Auditor's final report to each of the following groups and organizations who have a persuasive interest in County government:

- County Citizens Economy and Efficiency Committee
- Los Angeles Chamber of Commerce
- County Employees Association
- The Los Angeles County Employees Retirement Association
- Town Hall
- Merchants & Manufacturers Association
- California Taxpayers' Association
- Property Owners' Tax Association of California
- City News Service
- Copley Newspapers

Ridder Publications, Inc.  
Los Angeles Times  
Los Angeles Herald-Examiner

Looking at the total audit findings perspective, if County administrators will rise to the challenges, and will react to the opening of the many doors to more effective and imaginative management, the overall results of our year's work will be satisfying and dollar-saving.

Typical of some of the highlights which flowed from our examination in 1966 were the following:

Bureau of Adoptions of the Department of Charities: Substantial evidence of either unrecognized or poorly-administered opportunities for cost recoveries under aid programs, and need for basic follow-up pursuit of accounts receivable acknowledged and agreed to be owed to the Bureau.

Long Beach General Hospital: Identifying and getting into the sale disposal process, over the protests of several County administrators, a parcel of twenty-eight unused acres, held by the County since 1949 and now, based on our audit, expected to produce a windfall revenue of \$1,500,000 to the County.

Sanitation Districts: Substantial losses of investment revenue, existence of contracts extremely disadvantageous to the County's best interests, and lack of follow-up on substantial accounts receivable.

Waterworks Districts: Lack of follow-through, poor supervision and policing of controls resulting in unexplained cash shortages.

Employee mileage claims: Bringing into focus the existence of processing, checking and reviewing procedures which have long been duplicated between the Auditor-Controller's office and many County departments.

Marshal of the Municipal Courts: Not recognizing opportunities to reduce personnel and to make full utilization of existing facilities.

Parks and Recreation: Operating County golf courses at losses which either were not disclosed or not recognized as such.

These are but a small sample of the kinds of situations which our examination disclosed.

Through the reports on the units examined, and in our exchanges with



department heads and their assistants, there flowed to us, in a number of cases, an air of defensiveness, an inbred resistance to change, without accompanying valid reasons for resisting change. In some cases, that resistance or apparent inertia seemed to hinge upon, or be screened behind, the stated basic legal or historical purposes and functions of the department under review. But not once did we question the basic purpose or function of the entity which was under examination, or about which we had comments or suggestions. We simply were looking, as a by-product of our Contract Auditor's examinations, for better, simpler or less expensive ways of fulfilling those functions; but, in some instances, department managers reacted defensively, or exhibited a substantial degree of inertia.

While the Grand Jury is charged with an annual audit function, its corollary purpose and goal is to be helpful in an objective, impersonal atmosphere, to find better and less expensive means for County operating units to perform and carry out their necessary levels of service. Therefore, we were disappointed to find, and hope that future Grand Jury Audit Committees will find in lesser degree, the attitudinal defenses and reluctance to take imaginative action when opportunities have been made apparent.

### **OUR VIEWS, CONCERNS AND WISHES**

As the year comes to a close, if we were given the privilege of expressing a two-fold wish, we would plead for a change in the "attitude" or "frame of mind" that seems to be prevalent in so many levels of County government.

One wish is intermingled with the other. Rules and regulations pertaining to civil service become linked directly and indirectly with inefficiency, incompetence and indifference. Therefore, purely from an objective angle, and based on our review and exchanges with County personnel, it appears to us that some effective way should be found to discipline or penalize clerks, staff, and department managers when examinations of their operations disclose apathy, lethargy, inefficiency and the use of poor judgement which, in turn, costs the taxpayers many thousands of dollars.

We wonder what the difference is between dishonesty and wasting money by being indifferent and lethargic. If an employee steals the taxpayers' money from County funds by putting it into his own pocket, he is prosecuted (and rightly so) and faces a mandatory jail sentence. But, when an employee wastes many thousands of taxpayer dollars by his inefficiency or ineptness, he may be verbally reprimanded, if at all, by a superior, but that is all.



That's all! No demotion, no penalties, no cost to him, no loss of job or seniority. This doesn't seem to be a logical or equitable, or even fair, pattern.

Dishonesty and inefficiency **both** cost the taxpayers money. It appears to us that poor management is **just another form of stealing money**, not legally perhaps, or even prosecutable, but the net result to the taxpayer is the same! Why has this been, and should this continue to be, tolerated? How can a small number of the total working population be allowed to operate this way? In the business world, inefficient and incompetent employees are, at the very least, discharged. Why in the world should employees be allowed to go their way, do as they please, be a kingdom within themselves, just because they are part of civil service? What justification is there in telling **all** the taxpayers that they must continue to support an ever-growing group of civil service employees, and even though they are a small minority of the total working people, that they cannot be fired (other than for theft and major morals causes), that they can work as inefficiently as they want to, that they can produce whatever they feel like daily, and that they don't have to be conscientious or creative?

Let us make it clear that we are not quarreling with one of the main concepts of why civil service was originally created, to protect employees from being capriciously fired every time a political change of management takes place. But, like so many plans whose original motives were wonderful, those motives have been constantly overlooked and eventually have become lost in the maze and welter of self-perpetuation.

Let us make it clear, on the other side of the coin, that we hope that our impressions from this year of service are restricted to a relatively small proportion of the total County work force. We believe that the vast majority of County employees take pride in their work and, if properly motivated, do believe in efficiency and economy. **But we have observed enough to voice concern, and to ask for an abrupt change in attitudes and climate.**

Possibly someone might feel that this is a hot political issue and, therefore, one to be avoided. In case that fleeting thought does enter one's mind, let us point out that 50,000 employees, even with their families included, might account for 100,000 or even 200,000 votes. However, match that hypothetical number of votes against two to two and one-half million total County voters, whom we are positive would vote for the two-fold wish we are expressing, and let that figure take root in any political mind for, even on a basis of political expediency, our County managers would be on solid ground and would have the solid support of the vast majority of taxpayer-voters.



This leads us to the second part of our wish.

Human nature and habit instinctively resist new ideas, patterns or changes. When some department and managerial heads are approached with suggestions for improvements or alterations to existing routines for the sake of economy and more efficiency, their immediate reaction often is, "It can't be done." This indicates a closed mind. A closed mind never has been able to accept ideas, for a closed mind doesn't listen, it doesn't hear, it is concentrating only on, "It's always been done a certain way; let's not rock the boat or step on someone's toes." A closed mind doesn't create, nor can it conceive, for the mental processes are not attuned or receptive to waves of constructive thought.

But an open mind means just that. The mind is open to listen, to hear, to receive, to think, to digest, to probe, to analyze, to conceive, to construct. Then there can exist the opportunity for a new idea or slant or pattern or change, because the mind has been opened to this type of thinking.

Putting it another way, it is a positive frame of mind that we are recommending, instead of a negative one. We are recommending to the Board of Supervisors and the CAO to say annually to their executives and department heads that those managers should themselves aggressively and continually probe for efficient, economical, necessary operations, and that they should accelerate their receptivity to the new, the different, the untried, the unthought of. And, further, say to those managers that they no longer want to hear why it cannot be done. Twist it around, so that those executives go back to their departments and return with ideas as to how they can economize, how they can get more work from the same number of employees, how they can become more productive, and how they can improve their routines and patterns!

It seems to us that there should be more department heads who will take that kind of pride in seeking to find how much more work can be done by their staff and personnel. Instead, there seems to be a pattern, annually repeated, that calls for three percent to five per cent more personnel, invariably adding more people.

The entire concept of management in the County is involved. We are talking about the equivalent of a giant corporation, doing over a billion dollars a year volume. In the business world, such corporations are conducted by management for the ultimate benefit of their stockholders. Their executives are trained to think and are geared to accomplish more each year with the



same, or fewer people, but in any event they do not hire five per cent more people to handle a five per cent increase in volume. It is expected that, to obtain an increase in productivity, it is rarely necessary to hire an equivalent extra number of people. In fact, there are minimum quotas of work and productivity in all departments of a corporation. New and better ways of doing things are an absolute daily way of business life. People do not stay on their jobs otherwise!

This atmosphere is lacking, as we see it, in government, and we fail to see why. The taxpayers are certainly the equivalent of stockholders. They expect the management and supervision of their County government to be efficient and economical, but our impression is that too much waste, inefficiency and incompetency are tolerated. And we think it is time for the public and the Board to do something about it. We think it is time finally to call a halt to this ever-increasing flow of monies to conduct the business of the County. Let the CAO and the Board take a stand, a very firm one, and inform each department head that, from here on out, they not only will not increase personnel, but they will absolutely expect more results from fewer people, and that they will retain on the payroll only those employees who will produce and work and think that way!

We are aware that there are some departments in the County which might be too undermanned or understaffed to protect the public interest. In those instances, more people may be needed, but even then arriving at a realistic number is still the point. Any department head who is too understaffed or undermanned to protect the public should definitely be given the proper personnel, provided he proves his case. But it should be clear that we are not discussing such obvious exceptions. From our communications with County executives, our Contract Auditor's examinations, and our own observations, we are commenting on the vast majority of departments which we believe have staffs that could quite easily handle considerably more work every day, if the department heads were alert and mindful of minimum goals and maximum expenses, and proper targets that the public and its Board were insisting upon.

It seems to us that the very first County executive (1) who spearheads a real drive to amend the present civil service rules, to include a reasonable fear of losing one's job if one is a misfit or lazy or incompetent; and (2) who will see to it that employees are made to realize that they also must put in a realistic and productive day's work for the money paid them and, (3) who refuses to grant larger budgets in the departments he supervises and instead insists on increased efficiency and economy, would be blessed, praised, extolled,



huzzaed, and elevated in esteem, prestige, honor, and would surely be given the highest office possible by a very grateful public! This would afford the great personal satisfaction of having done a good job and of having earned his true right to executive leadership.

### TO OUR SUCCESSORS IN 1967

As an Audit Committee, we have come to the realization in the course of our work that, even with the exceptional support and drive of our Contract Auditor, one brief year or less is not enough to review, analyze and probe the many, many areas of responsibility which become apparent as the audit work unfolds.

Without intending to be presumptuous, we want to make the benefit of our experience available to future groups, so that each succeeding year's Audit Committee can function with improved knowledge and effectiveness. We will be happy to spend as much time as they may wish, personally to meet with our successors, to give them the benefit of orientation, background and our experiences.

At the minimum, we suggest to our successors that they:

Get an early start; time has a way of running out.

Consult frequently, fully and frankly with the judges by whom they are impaneled.

Make extensive use of an experienced Contract Auditor; his effort is the foundation of the Audit Committee's work.

Meet regularly and frequently as a Committee, with the Contract Auditor and with the Foreman.

Observe the operations and meetings of the Board of Supervisors.

Attend the County's annual budget hearings.

Personally meet with Supervisors and County administrators, as findings and interests indicate.

Include in the membership of the Audit Committee the Chairman of the Social Services Committee.

### FOR SUGGESTED FOLLOW-UP IN 1967

To facilitate continuity and for the convenience of 1967 Grand Jurors and County personnel, the Contract Auditor has set out in the concluding pages of

his final report a specific listing of audit recommendations and related matters which should be followed in 1967.

It is our earnest hope that our successors will make an early review of these unsettled and pending matters, particularly in the Bureau of Adoptions, at Long Beach General Hospital, in the Marshal of Municipal Courts Department, in the Parks and Recreation activities, in the Registrar of Voters operation, at the Sanitation Districts, and in the Waterworks Districts.

### AUDIT SUGGESTIONS FOR 1967

Had even more time permitted, we would have made an examination of the following in 1966, and we suggest them for consideration in 1967:

Expenditures, revenues and deficits involved in the County's role in the Music Center

Public Administrator-Public Guardian

Probation Department

Medical Examiner-Coroner

### SPECIAL RECOMMENDATION TO THE BOARD OF EDUCATION

Towards the end of our term of office, we learned of a recommendation by Supervisor Debs which makes excellent common sense to us!

Presently there are a number of schools that permit part of their facilities to be used twice yearly as polling places. However, the County also rents private homes, garages, etc., for this purpose, at a cost that annually exceeds two hundred thousand dollars. This happens because the individual school principals have the option of deciding whether they do or do not want to make such facilities available. Many do not.

Besides being a convenience to the voters, another by-product of such use of school facilities would be the patriotic inspiration to children of seeing their parents, older brothers and sisters exercise the high American privilege of voting!

He is asking that all schools, and other non-profit organizations such as hospitals, fire stations, etc., make their physical facilities available as polling places for semi-annual elections.

In view of this information, we strongly urge that his proposal be put



into effect as promptly as possible, making it mandatory for each school to find suitable space, twice yearly, for use as a polling place.

Further, we recommend that the Board of Supervisors make similar arrangements with hospitals, fire stations, and other governmental public facilities so that private residences would be used hereafter only to supplement the need for polling places strictly when governmental facilities are not conveniently located.

#### SPECIAL RECOMMENDATIONS TO THE BOARD OF SUPERVISORS

Looking at the kinds of findings which flowed through the reports of our Contract Auditor, and the potential impact of those findings both in terms of pure dollars and improvable operations and, again, based on our exposure to the County's overall organization, procedures, systems, and accounting and auditing checks and balances, there are three specific groups which, in our opinion, need whole-hearted, continuous and tangible support from the Board of Supervisors, if the weaknesses and soft spots which we have pointed out are to be corrected, and if the County is to achieve and maintain businesslike organization and operation.

These are:

- County Citizens Economy and Efficiency Committee
- Management Services Division of the Chief Administrative Officer's office
- Division of Audits of the Auditor-Controller's office.

While the respective responsibilities of each of these three groups lie in different areas, with each group concerning itself with separable aspects of the County's operation, the goals of these three are all pointed in a single direction; namely, to produce for the County the best organizational structure, to employ in County government the most modern management tools and techniques, and to apply post-audit reviews to the County's internal operation.

Give to these groups the tools and help they need to function with maximum effectiveness. The results will show up in your individual tax bill.

## CONCLUDING THOUGHTS

Let us make it clear that, in our view, everything about County managerial attitudes and operational effectiveness is not negative. Our Contract Auditor's follow-up reviews to determine the outcome and acceptance or rejection of prior year's audit recommendations reveal that definite progress has been and is being made in a number of areas, and definite cost reductions and dollar-saving measures - some difficult to put a precise tag on - have been made. General Hospital (not to be confused with Long Beach General Hospital) is a good example of that progress.

Nevertheless, in our one year of service, and based on the research which we have made, it is clear to us that the prime and sole responsibility for identifying and realizing economies and savings of substantial millions of dollars of County money must continue to rest basically with the Board of Supervisors and first-line County administrators who set the policies and make the decisions which ultimately wind up with dollar signs before them in the County's annual budget and on the individual tax bills which are annually mailed to the citizens whose dollars support the County's operations.

Thus, County personnel at the Board of Supervisors and at all other levels must be stimulated to a sense of urgency, to handle problems with more dispatch, to realize that there are deadlines to meet, and that money is running out. Only in such an atmosphere can loopholes or wasteful policies be promptly plugged as fast as they are discovered.

More executive initiative and creativity is required. Solving problems faster is only part of it. Responsibility to search out and consistently look for better patterns, plans and procedures to save money or produce more for the money expended needs continuous emphasis and insistence and leadership from the Board of Supervisors.

All County levels which run the gamut of supervision, administration, accounting, clerical support, record-keeping, exploitation and promotion and services require a new creed, a new philosophy. The mandate for cost reduction and holding the line on taxes must be absolutely tireless and relentless. The pursuit of more efficiency and productivity should become a call to action, a crusade!

We recall that Supervisor Bonelli several years ago phrased a similar thought as follows: "Most emphatically, the Board of Supervisors and the County Assessor are integral parts of a governmental corporation, the County of Los Angeles. Our employer is the County taxpayer, and we in



County government are all eating out of a common trough. Whether we are elected or hired, the first and most sacred obligation is to run this County government corporation as any successful business would be run in the best interest of the stockholders, the people of our County."

Let us conclude by saying that the greatness of County government is not measured by the size of its budget or the quantities of people it employs. However, the greatness of County Government can be measured by the gauge and quality of its "statesmanship". The word "statesmanship", as we use it, describes those men whose primary objectives and goals will be to exhibit ability of the highest kind in directing the affairs of a government and in dealing with important public issues. Surely, the taxpayers of the County are entitled to no less!

Respectfully submitted,

AUDIT COMMITTEE

Maurice Rene Chez, Chairman

Maudine E. Moss, Secretary

Mary Jane Kidd

Harlan G. Loud

Frank G. Morales

John B. Stene

Approved by the Grand Jury November 15, 1966.

COUNTY OF

**HIGHLIGHTS OF THE DOLLAR IMPACT OF**  
(Exclusive of Prior Years' Recommendations)

**RECOMMENDATIONS AGREED UPON OR TO BE STUDIED**

**Bureau of Adoptions**

- Recover maternity care medical costs—
  - For 1965-66 .....
  - For prior years .....
- Recover cash aid for mothers .....
  
- Follow up accounts receivable .....

**Long Beach General Hospital**

- Sell surplus land .....
- Increase rental for golf driving range on surplus land .....
- Recoveries of patient costs from Federal or State agencies—
  - Patients' assets not reduced in a timely manner .....
  - Delays in obtaining eligibility from the Public Guardian .....
  - Certificates of patients' eligibility not on file .....
  - Clerical errors .....
  - Failures to stop patients' OAS checks .....
  - Patients' share of Hospital care .....
  - Delays in certifying patients' eligibility .....
- Failure to qualify patients under a reimbursable program .....
- Corrected bills to Bureau of Public Assistance .....

**Civil Service Commission**

- Recover costs of work for the Flood Control District.  
(The major portion of this recovery is within the County "family"; a small portion of it is recoverable from outsiders. This amount is not included in the totals which follow.) .....



LOS ANGELES

# 1966 GRAND JURY AUDIT RECOMMENDATIONS

Adopted or Implemented in 1966)

<u>One-shot additional revenue or cost recovery</u>	<u>Additional annual</u>			<u>Losses identified</u>	<u>Accurate dollar impact not yet known or readily determinable</u>
	<u>Revenue</u>	<u>Cost recovery</u>	<u>Cost reduction</u>		
		\$ 35,000			
\$ 99,000					\$ 880
					to ?
					18,462 ?
					237,931 ?
1,500,000	\$ 4,800				
5,389			\$ 4,394		91,250 ?
7,089			243		
6,901			150		
			3,536		
1,165			307		
			23,175		
			20,625		
2,507					
		72,640			

COUNTY OF

**HIGHLIGHTS OF THE DOLLAR IMPACT OF**  
(Exclusive of Prior Years' Recommendations)

**RECOMMENDATIONS AGREED UPON OR TO BE STUDIED (Cont'd.)**

**Flood Control District**

- Eliminate small unit value inventory items .....
- Reduce obsolescent items and excessive inventory quantities .....
- Reduce frequency of inventory cycle-counting .....
- Review workloads of warehouse unit personnel .....
- Consider group vs. individual vehicle cost records .....

**Marshal of Municipal Courts**

- Clarify definition of "no service" and "not found" .....
- Adhere to schedule for correct mileage charge .....

**Pound**

- Strengthen follow-back procedures, to maximize dog license revenue .....

**Public Library**

- Reduce inventory of shelving .....
- Intensify pursuit of or collection for books not returned .....
- Study the entire area of book ordering, receiving and handling .....

**Recorder**

- Adjust sales price of microfilm .....
- Consolidate inventory records .....

**Recorder and Health Department**

- Replace Health Department's birth certificate file with microfilms to be furnished by Recorder, and have Health Department prepare a common death index for both departments .....



LOS ANGELES

# 1966 GRAND JURY AUDIT RECOMMENDATIONS

Adopted or Implemented in 1966)

<u>One-shot additional revenue or cost recovery</u>	<u>Additional annual</u>			<u>Losses identified</u>	<u>Accurate dollar impact not yet known or readily determinable</u>
	<u>Revenue</u>	<u>Cost recovery</u>	<u>Cost reduction</u>		
.....					\$ ?
.....					?
.....			\$ 7,400		?
.....					?
.....					?
.....					?
.....					?
.....					?
.....	\$ 100,000				
.....					20,000
.....					to ?
.....					25,000
.....					22,000 ?
.....					?
.....			\$ 7,600		
.....					?
.....					
.....					11,700

COUNTY OF

**HIGHLIGHTS OF THE DOLLAR IMPACT OF**  
(Exclusive of Prior Years' Recommendations)

**RECOMMENDATIONS AGREED UPON OR TO BE STUDIED (Cont'd.)**

**Registrar of Voters**

- Obtain a "make or buy" check to determine whether voting booths and ballot boxes can be purchased from outside vendors for less than it costs the Mechanical Department to manufacture them .....
- Process the "precincting" of registration affidavits by computer instead of by hand .....
- Provide required tapes for voter information for political parties on the Registrar's or other County equipment, instead of purchasing them outside .....
- Revise the internal plan of registration affidavits to eliminate double handling .....
- Put the hand-prepared accounting for affidavits and deputy payroll records on tabulating equipment .....
- Reduce the extent of detail in records of expenditures for services, supplies and payroll .....

**Sanitation Districts**

- Decrease excess cash; increase investment income .....
- Kellogg sludge disposal contract—
  - Audit the revenue received by the Districts .....
  - Open it up for competitive bids, calling for a realistic return to the County .....
- Fletcher sludge gas contract—
  - Put out for competitive bids .....
- Tighten the accounting, follow-up and deposit controls on accounts receivable .....

**Waterworks Districts**

- Cash shortage in revenue from water sales .....

**Employee mileage claims**

- Streamline the processing; eliminate duplication of procedures .....



LOS ANGELES

# 1966 GRAND JURY AUDIT RECOMMENDATIONS

Adopted or Implemented in 1966)

<u>One-shot additional revenue or cost recovery</u>	<u>Additional annual</u>			<u>Losses identified</u>	<u>Accurate dollar impact not yet known or readily determinable</u>
	<u>Revenue</u>	<u>Cost recovery</u>	<u>Cost reduction</u>		
.....					\$ ?
.....					60,000 ?
.....					20,000 ?
.....					30,000 ?
.....					7,000 ?
.....					20,000 ?
.....	\$ 168,000				
.....					?
.....					?
.....					?
.....					?
.....					
.....					\$ 4,519
.....					?

COUNTY OF

**HIGHLIGHTS OF THE DOLLAR IMPACT OF**  
(Exclusive of Prior Years' Recommendations)

**RECOMMENDATIONS AGREED UPON OR TO BE STUDIED (Cont'd.)**

**Trust and agency accounts**

"Old" trust money transferred to County General Fund .....

Total—for recommendations agreed upon or to be studied .....

**RECOMMENDATIONS AS TO WHICH REACTION HAS NOT BEEN  
REPORTED OR SETTLED AT OCTOBER 27, 1966**

**Assessor**

Take a new look at the County's recoveries for work performed for  
cities by the Assessor, Tax Collector and Auditor-Controller .....

**Bureau of Adoptions**

Pursue the recovery of foster home board and care charges .....

**Flood Control District**

Decrease excess cash; increase investment income .....

**Marshal of Municipal Courts**

Study clerk overstaffing .....

Streamline issuing and receiving function in Supply Department .....

Utilize full capabilities of bookkeeping machines in Bookkeeping and  
Credits Department .....

Revise method of preparation of Monthly Activity Reports .....

Firm up the policy on refunds .....

Make use of all court bailiffs' available working hours .....



LOS ANGELES

# 1966 GRAND JURY AUDIT RECOMMENDATIONS

Adopted or Implemented in 1966)

<u>One-shot additional revenue or cost recovery</u>	<u>Additional annual</u>			<u>Losses identified</u>	<u>Accurate dollar impact not yet known or readily determinable</u>
	<u>Revenue</u>	<u>Cost recovery</u>	<u>Cost reduction</u>		
\$ 23,310					
<u>\$1,645,361</u>	<u>\$ 272,800</u>	<u>\$ 42,600</u>	<u>\$ 19,100</u>	<u>\$ 56,949</u>	<u>\$ ?</u>
		<u>\$ 334,500</u>			

.....\$ 589,951

..... 30,000  
..... to  
..... 294,000

\$ 107,000  
..... to  
..... 161,000

.....\$ 108,300  
..... 13,000

..... 6,500  
..... 3,000  
..... 2,000  
..... 47,000

COUNTY OF

**HIGHLIGHTS OF THE DOLLAR IMPACT OF**  
(Exclusive of Prior Years' Recommendations)

**RECOMMENDATIONS AS TO WHICH REACTION HAS NOT BEEN  
REPORTED OR SETTLED AT OCTOBER 27, 1966 (Cont'd.)**

**Marshal of Municipal Courts (Cont'd.)**

Study duplication of certain services performed by the Marshal and  
the Sheriff .....

**Mechanical Department**

Increase employees' parking charges to a competitive level .....

Gate the Art Museum parking lots .....

Revise automobile service rates.....

Include all applicable overhead costs in billings to special districts and  
others .....

**Otis Art Institute**

Increase tuition rates to level of similar Los Angeles art schools .....

Replace County scholarships with student loan funds .....

Go to year-round operation .....

Increase Gallery revenue, and allocate a reasonable portion to the  
County .....

Replace student free parking with competitive charges .....

**Parks and Recreation**

Get County golf courses on a self-supporting basis by improving utili-  
zation, obtaining adequate concession revenue, and reducing mainten-  
ance costs .....

Establish separate concessions for golf carts .....

Streamline and condense the present 75-page departmental annual fi-  
nancial statement .....



LOS ANGELES

# 1966 GRAND JURY AUDIT RECOMMENDATIONS

Adopted or Implemented in 1966)

<u>One-shot additional revenue or cost recovery</u>	<u>Additional annual</u>		<u>Losses identified</u>	<u>Accurate dollar impact not yet known or readily determinable</u>
	<u>Revenue</u>	<u>Cost recovery</u>		
.....				\$ ?
.....	\$ 355,000			
.....			\$ 20,400	
.....				?
.....				?
.....	75,000			
.....	14,679			?
.....				?
.....	3,500			
.....				
.....	139,000		35,000	
.....	200,000			
.....				?

COUNTY OF

**HIGHLIGHTS OF THE DOLLAR IMPACT OF**  
(Exclusive of Prior Years' Recommendations)

**RECOMMENDATIONS AS TO WHICH REACTION HAS NOT BEEN  
REPORTED OR SETTLED AT OCTOBER 27, 1966 (Cont'd.)**

**Public Library**

- Decrease excess cash; increase investment income .....
- Decentralize the ordering and shipping of supplies .....
- Pursue State Library to recover matching funds on Rio Hondo Re-  
gional Library .....

**Registrar of Voters**

- Charge rental of \$1.00 per day, with a \$3.00 minimum, to all outside  
users to whom the Registrar now furnishes voting booths and ballot  
boxes at no charge .....

**Waterworks Districts**

- Improve control over inventories; eliminate obsolete or overstocked  
items; review reorder pattern.....
- Charge the Districts with a share of general County overhead .....
- Decrease excess cash; increase investment income .....
- Discontinue interest-free loans from the County General Fund to the  
Districts .....

**Biennial departmental reports**

- Streamline and shorten content which duplicates material in several  
County-wide reports. Alternatively, abandon the whole process .....

**Off-Street Parking Funds**

- Revise Board of Supervisors policy to permit use for purposes allied or  
associated with traffic control.....





COUNTY OF

**HIGHLIGHTS OF THE DOLLAR IMPACT OF**  
(Exclusive of Prior Years' Recommendations)

**RECOMMENDATIONS AS TO WHICH REACTION HAS NOT BEEN  
REPORTED OR SETTLED AT OCTOBER 27, 1966 (Cont'd.)**  
**Off-Street Parking Funds (Cont'd.)**

Decrease excess cash; earn investment income .....

Total—for recommendations as to which reactions had not been re-  
ported or settled at October 27, 1966 .....

Total—all recommendations .....



LOS ANGELES

1966 GRAND JURY AUDIT RECOMMENDATIONS

Adopted or Implemented in 1966)

<u>One-shot additional revenue or cost recovery</u>	<u>Additional annual</u>			<u>Losses identified</u>	<u>Accurate dollar impact not yet known or readily determinable</u>
	<u>Revenue</u>	<u>Cost recovery</u>	<u>Cost reduction</u>		
					\$ .?
	\$ 924,479	\$ 829,951			
	to	to			
<u>\$ 12,000</u>	<u>\$ 990,379</u>	<u>\$ 1,093,951</u>	<u>\$ 252,700</u>	<u>\$ 50,500</u>	<u>\$ ?</u>
		\$2,007,130			
		to			
		<u>\$2,337,030</u>			
	\$1,197,279	\$ 872,551			
	to	to			
<u>\$1,657,361</u>	<u>\$1,263,179</u>	<u>\$1,136,551</u>	<u>\$ 271,800</u>	<u>\$ 107,449</u>	<u>\$ ?</u>
		\$2,341,630			
		to			
		<u>\$2,671,530</u>			

## CRIMINAL COMPLAINTS COMMITTEE REPORT

Early this year, eight members of the 1966 Los Angeles County Grand Jury accepted the challenging assignment to the Criminal Complaints Committee. This Committee required its members to meet weekly at 9:00 o'clock Tuesday to review letters of complaint from citizens, and to screen all valid requests for law enforcement through Grand Jury action.

The Grand Jury in Los Angeles County, as in all counties in the State, is an autonomous body, not under the control, nor subject to the direction of either the District Attorney or the Superior Court. It is the function of the Grand Jury, as an independent body of citizens, to see that local government is conducted honestly and efficiently and that the laws of this State are enforced. The "watchdog" functions of the Grand Jury are the responsibility of other committees of the Grand Jury; the Criminal Complaints Committee has, as its primary responsibility, the consideration of matters which might result in criminal prosecutions. To perform that function effectively, it immediately became apparent that some discretion on our part was necessary in the screening of the many cases and complaints presented before us. Therefore, we undertook the preparation of a detailed set of guidelines, defining the type of case that should be brought to the attention of the entire Grand Jury. These guidelines were submitted to, and were approved by, the Administrative Committee, this Committee, and subsequently were concurred in by the entire Grand Jury. A copy of these regulations is on file with the secretary to the Grand Jury for the information of future juries.

Since the adoption of these guidelines, no case has been recommended for formal consideration by the full Grand Jury in which a juridical hearing other than that of the Grand Jury could function as effectively.

During the year, ninety-eight matters were considered by the Committee; forty-four of these were submitted by the District Attorney's office and fifty-four were requests for action emanating from private citizens. In two cases, the individual seeking action was granted a hearing before the full Committee. The Committee recommended forty-four matters, involving 127 suspects for consideration by the Grand Jury. After consideration, the Grand Jury returned indictments in forty two cases, involving 123 defendants. A breakdown of the cases recommended for consideration by the Grand Jury follows:



## CASE BREAKDOWN

### SUMMARY

Number of Cases		Indictments
3	Abortions	3
2	Bookmaking	2
*3	Bribery	*2
1	Burglary	1
2	Corporate Securities Violation	2
1	Criminal Syndicalism	1
1	Election Code Violation	1
11	Grand Theft	11
5	Kidnapping for Robbery	5
1	Manslaughter	1
2	Murder	2
1	Police Brutality	0
2	Pornography	2
2	Robbery	2
1	Receiving Stolen Property	1
*29	Narcotics	*28
1	Arson	1
1	Rape	1
*69		*66

\*Figures revised to December 1, 1966.

**PROCEDURE.** The Grand Jury as a whole devoted 124 days to the hearing of criminal cases. A typical case took 2.25 days of Grand Jury time, during which period an average of thirteen witnesses appeared. The latest analysis available to this Committee indicates that there is an operational saving of an average of \$200 a day when the Grand Jury hears a case, as compared with the cost of the usual preliminary examination procedure before a magistrate. Thus, it is projected that, based on the time required for preliminary hearings during the calendar year 1966, this Committee originated a saving to the taxpayers of up to \$50,000.

Important as such savings are, these figures are not presented as a major reason for the existence and activities of the Grand Jury. Each case heard

and considered by this Grand Jury was accepted only after a careful study and in a sincere belief that justice could more effectively be accomplished by use of the Grand Jury method. This was the final task and ultimate goal of this Committee in its recommendations for Grand Jury action.

**INDICTMENTS AND PENDING TRIAL.** From the first of the year, the Criminal Complaints Committee was determined to report periodically on the progress in the courts of all indictments returned by the entire Jury. This was motivated by more than natural curiosity on the part of our membership. It is our feeling that a study of court results would materially assist the Jury in assessing the propriety of past action and improve Jury techniques in future cases.

As of November 1, 1966, only six cases heard by this Grand Jury had proceeded through trial to final determination. The remaining cases were still either in trial (four cases) or awaiting trial in preliminary motion stages that precede trial (thirty-two cases).

From these figures, it is obvious that indictments, and in fact all criminal prosecutions, move slowly through the courts. This Committee is cognizant of the many factors that contribute to this condition, and we realize that undue haste would be advantageous neither to the defendants nor to the public. We do not intend to suggest fault in, nor to ascribe blame to, any individual, court or procedure. However, we are advised that much of the delay has been due to insufficient personnel in the offices of the District Attorney and of the Public Defender. We note with pleasure that, during the year 1966, the Board of Supervisors has authorized the employment of additional deputies in both offices. We recommend to future Grand Juries that they keep themselves advised of the continuing needs of these offices for adequate staffs.

From the point of view of Grand Jurors, the speedy determination of indictments returned by them will give them wisdom in their own deliberations; from the broader point of view, the prompt disposition of criminal cases will bring about economic savings greater than the cost of additional personnel and will result in a more efficient and more just functioning of the courts.

**ZONING.** This Committee heard and recommended for Grand Jury action a case that involved the subject of planning and zoning variances. As a result of the information obtained in this case, this Committee is concerned with the apparent lack of standards and safeguards to prevent unethical or



improper conduct by public employees, or by persons seeking zoning variances. It was difficult for us, because of the limitation of time, to convince ourselves that the present practices in connection with zoning programming satisfy and insure the protection of this community.

There is presently much revealing information available to subsequent Grand Juries from the Offices of the State Attorney General and the District Attorney. It is the sincere hope of this Committee that future Grand Juries will delve into and complete an investigation of zoning procedures in Los Angeles County.

**ABORTION.** Acting upon the recommendation of the Special Abortion Committee, this Grand Jury has forcefully recommended that the Legislature revise the law on Criminal Abortion, in such a manner as to permit therapeutic abortion, under proper medical and judicial safeguards, in cases of rape and incest. We are happy to note that we are joined in this recommendation by the State Bar of California and by our fellow Grand Jurors in Ventura and Orange Counties.

**NARCOTICS.** For the protection of this community, and fundamental to the safeguarding not only of our youth but of all citizens, is the absolute necessity for control of the unlawful traffic in narcotics.

All cases reviewed involving narcotics or dangerous drugs were given high priority and were studied in depth. We were all impressed with the dedication and perseverance of the police officers initially responsible for the complicated, and ever dangerous, task of securing legally admissible evidence in this type of case.

This encouragement was supplemented by prompt referral of all narcotic cases coming before the Committee to the Grand Jury, with the strong and unanimous recommendation that the Jury take immediate action. All such cases were accepted by the Grand Jury for hearing, and indictments followed.

This Committee strongly recommends to future Criminal Complainants Committee that they take firm and prompt, but fair, action in dealing with this vicious traffic.

**PORNOGRAPHY.** The Office of the District Attorney presented to this Committee for evaluation and study two major cases involving the production, publication and distribution of pornographic material. These cases, as well as other information therein obtained, disclosed that unscrupulous in-

dividuals are presently violating all current standards of morality in producing for sale material so obscene in content and vulgar in description that classification is only possible by the term "filth". This problem is magnified when the evidence further discloses that this material is mass produced and widely distributed throughout the country, with resultant large financial profit to those who engage in this activity. This Committee joins with past Grand Juries in denouncing these "financiers of filth" and urges the continued cooperation and support of all citizens in this struggle against pornography.

We recognize that constitutional provisions, which form an essential part of our traditions and of our way of life, require that the laws against obscenity not be applied to prohibit, or even inhibit, legitimate scientific investigation and report or honest writing or truly creative art. We realize that honest differences of opinion will arise in determining the borderlines between obscenity and lawful expression. But "hard-core" pornography, filth for the sake of filth, is easily recognized and constitutional statutes exist to control this dangerous material.

**VOICEPRINTS.** During the hearing of one of the major cases presented to the Jury this year, the use of "voiceprints", a new method of identifying voices of individuals, was revealed. Since the validity of this type of evidence has not yet been established by the courts, this Committee wishes merely to commend the police for its alertness in recognizing such new techniques in police science. This would appear to be a forward step in the utilization of modern technology in apprehending dangerous criminals.

**CONFIDENTIAL NATURE OF JURY PROCEEDINGS.** Upon empanelment, both the Presiding Judge of the Los Angeles Superior Court and the Presiding Criminal Court Judge cautioned all members of the Jury that information obtained during Jury proceedings would be confidential and that each juror should respect this restriction. This charge was followed explicitly by all members of the Jury. This Committee feels that this same restriction of comment should be communicated to and observed by all agencies participating in matters submitted to the Grand Jury. Perhaps with the wisdom of hindsight, a specific recommendation can be made that could materially assist future Juries with the problem of control in relation to the "timing" of news releases. Future Juries might properly consider the immediate establishment of a temporary committee to study this area and to resolve strict rules for the dissemination of information relative to Grand Jury matters.

**LAW ENFORCEMENT.** Among the cases presented to the Committee was one involving the death of a police officer resulting from an assault made



upon him while he was engaged in routine police duty. In connection with this case, we became increasingly aware of the startling growth in the number of vicious attacks made upon law enforcement personnel.

During the year 1952, there were one hundred four criminal assaults directed against Los Angeles Police Department officers; these attacks were in the ratio of 2.5 assaults per 100 officers on duty during that year. In 1965, there were 627 assaults made upon Los Angeles Police Department officers; this was in the ratio of 12.1 assaults per 100 officers. Figures submitted from the Sheriff's office, and available figures from other law enforcement agencies within the County paralleled this alarming and brutal increase in unlawful and unjustified assaults on law enforcement.

In all deliberations involving testimony of law enforcement officers, the Committee has been most favorably impressed with the high caliber and complete dedication of the personnel of the Police and County Sheriff's departments. It is unanimously felt by all members of the group that law enforcement, throughout Los Angeles County, is in the best possible hands. It is the earnest hope of this Committee that all law-abiding citizens of the community will continue to give these splendid officers their constant and unqualified support.

Respectfully submitted,

CRIMINAL COMPLAINTS COMMITTEE

Donald C. Hight, Chairman  
Theo Kaswick, Secretary  
Doris F. Kingsley  
Ervis W. Lester  
Harlan G. Loud  
Frank G. Morales  
Maudine E. Moss  
Marie Shibuya

Approved by the Grand Jury November 14, 1966.

## JAILS COMMITTEE REPORT

In compliance with the terms of Section 923 of the California Penal Code, the Jails Committee was appointed on February 1, 1966 by Foreman Averill H. Munger, with Sol Cooper as Chairman. In May, Mr. Cooper resigned because of ill health, and Frank G. Morales was appointed Chairman, effective June 1, 1966.

The Jails Committee arranged tours for the entire Grand Jury to the following institutions: California Institution for Men at Chino, California Institution for Women at Frontera, California Rehabilitation Center, County Jail (Hall of Justice), New Men's Jail, Sybil Brand Institute, Wayside Honor Rancho, the Los Angeles Police Department, Central Juvenile Hall, Los Padrinos Juvenile Hall, and Saugus Rehabilitation Center.

Sheriff Peter J. Pitchess spoke to the Grand Jury regarding the operations of the Sheriff's Department and offered his full assistance in our work. He made available to us a Sheriff's Directory and a map locating all jails, both of which were indispensable to the organizing of our work and our jails inspections.

The Jails Committee visited fourteen Sheriff's Stations, and upon completion of these visits submitted a special report to the Sheriff, Supervisor Ernest E. Debs, and the County Administrative Officer, listing items needing remedial action. The gravest problems noted were at the Malibu, Montrose, and Newhall Stations, where outmoded or inadequate facilities hamper the most efficient operation of the station.

In **MALIBU**, the problem of inadequate space has been compounded by the ever increasing juvenile arrests. A small booking cage and one small cell for two are the total jail facilities. Fourteen acres of land have already been obtained for a new Malibu Civic Center, which will include a new station. This item has been included in past county budgets, but always deleted. The Jails Committee urges that the building of the new station at Malibu be given priority.

Similarly, the station at **MONTROSE** is outmoded and inadequate for the burden of activity placed upon it, and it is recommended that it be replaced with a new building.

At **NEWHALL**, the building which houses the station is a rental unit, and new facilities are scheduled to be built in 1968. The Committee recommends



that funds to complete this station be included in the county budget for 1967-68.

At six of the stations which we visited, specific recommendations for improvements were made by the officer in charge, and the Jails Committee feels that they are valid requests and worthy of consideration:

**ALTADENA:** Because of the changing nature of the population of the community and the increase in burglaries in the area, it is recommended that the station be allotted two more cars in the field, for increased efficiency in patrolling the community.

**EAST LOS ANGELES:** It is recommended that existing plans to enlarge and renovate the station be finalized.

**SPECIAL ENFORCEMENT DETAIL:** The Committee feels that the space allotted to the S. E. D. on the grounds of the East Los Angeles Sheriff's Station is not in keeping with the importance of their activities. It is therefore recommended that immediate steps be taken to provide facilities for their specialized requirements.

**FIRESTONE:** The physical facilities are excellent and changes and improvements have been made recently to keep up with the changing needs. However, this is an extremely busy station in a problem area. Therefore, it is recommended that the jail be air-conditioned, since the watch commander felt that this would be a quieting influence on the prisoners and make the work of the Sheriff's Department more efficient.

**LENNOX:** Ten trustees are housed in an expanded locker room, and these quarters are awaiting alterations. It is suggested that this be accomplished soon.

**NORWALK:** It was noted that this was one of the busiest stations of those we visited. Their present facilities are overburdened in handling the volume of activity caused by the increase of population in that area.

It should be noted that at all of the aforementioned stations, the Committee observed dedicated personnel and efficient operation. However, at many stations the shortage of personnel was a source of concern to the station commander as well as to the Committee.

Alerted by a newspaper article, the Committee made a study of the problems of the **SIERRA MADRE JAIL**, and a comprehensive report is filed with

the Committee's notes for 1966. This facility is completely antiquated and inadequate, and existing conditions could endanger the health and welfare of city employees and prisoners. The Mayor of Sierra Madre was advised of our findings in a letter suggesting that plans for new facilities be adopted as soon as possible or arrangements be made with the Sheriff to provide for the detention and handling of future prisoners. We have been assured of full cooperation by the Mayor, the City Council and the Police Chief. Steps are now being taken to correct the most flagrant hazards, while plans for a new facility are expedited. We earnestly request that the 1967 Jails Committee refer to our file on Sierra Madre and check on the progress being made in solving the jail situation there.

Negotiations continue for the rental on a twenty-five year basis by the County from the City for the **LINCOLN HEIGHTS JAIL**. The Committee's inspection of the jail, with the cooperation of the Los Angeles Police Department, indicated that it could be an adequate and satisfactory short term detention facility. The expenditure needed for its renovation would still represent a tremendous saving to the taxpayer, since this would eliminate the need to build an entirely new jail. It could also alleviate the still crowded conditions at the Hall of Justice Jail. We therefore recommend that this acquisition be finalized in the near future.

A special point was made to inquire into the housing and handling of juveniles at all facilities visited. We were assured in all cases that matrons were on the staff or on call and that transporting of juveniles to the nearest juvenile hall was accomplished without delay. In order to maintain the high standards observed, we recommend that Section 509 remain in the Welfare and Institutions Code. This section requires that visits be made by the Presiding Judge of the Juvenile Court to all facilities where juveniles are detained.

At least one member of the Jails Committee was present on visits made by the Juvenile Committee to all juvenile halls and juvenile detention camps.

Respectfully submitted,  
JAILS COMMITTEE  
Frank G. Morales, Chairman  
Betsy Cahall, Secretary  
Fay Christensen  
Theo Kaswick  
Doris F. Kingsley  
Harlan G. Loud  
Maudine E. Moss  
Dorothy Schoon  
John B. Stene

Approved by the Grand Jury November 1, 1966.



## SMOG COMMITTEE REPORT

The universal concern of the residents of Los Angeles County regarding air pollution has made the work of the Smog Committee one of great importance. At the same time, it has been difficult to claim any great achievement. At our invitation, three speakers of authority on the subject of air contaminants and their control appeared before us. One represented the County Air Pollution Control District; one private industry in the field of vehicular smog devices; and one was a scientific expert in automotive exhaust controls.

Excellent cooperation between industry and the Air Pollution Control District of this county has resulted in the cleanest air in Los Angeles of any major city in the world, so far as stationary devices are concerned, according to one of the above authorities. Because our neighboring counties are not as vigilant, we urge the Board of Supervisors to press for state legislation controlling stationary pollution in every county. However, since 13,730 tons of damaging pollutants per day are still released into our air, this Smog Committee urges a continuing attack on the vehicular sources. Much investigation and experimentation continues to center on cleaner engine operation. Such studies are going on in laboratories of industry and scientific institutions across the country. The answer may lie in the perfecting of exhaust control devices or by the gradual replacement of the petroleum burning engine with new power sources. However, if this is to be accomplished, it will be in the field of vehicular emissions, and a Smog Committee on the County Grand Jury is unnecessary and futile. The federal government should sponsor research and set standards for the automotive industry and the state government assume responsibility for vehicular enforcement. Again we recommend to the Supervisors that a portion of the gasoline tax be made available for the purpose of implementing state smog controls on used cars. \$500,000,000 is collected each year, and a portion could thus be used. Smog is not limited by county or state boundaries, and the traffic flow across our country is indiscriminant. Therefore, we urge the Board of Supervisors to continue its endless pursuit of legislation at state and federal levels for better control measures.

Respectfully submitted,  
SMOG COMMITTEE  
Helen B. Erickson, Chairman  
Samuel B. Gerry, Secretary  
Donald C. Hight

Approved by the Grand Jury November 3, 1966.

## PUBLIC SERVICES COMMITTEE

The 1966 Los Angeles County Grand Jury Public Services Committee was composed of twelve members. At the outset, this committee had three subcommittees: the Juvenile Committee, the Social Services Committee, and the Schools Committee. These committees quickly became autonomous and conducted their work independently of one another, with the Public Services Committee Chairman acting as coordinator. Meetings were held at various times by the chairman of these three committees, with the coordinator in attendance, thus enabling him to implement and coordinate the activities, plans and projects of these individual committees. If this procedure is acceptable to next year's Grand Jury, it would appear that a further constructive step would be to dispense with the overall framework of the Public Services Committee and its chairman. It is suggested that the Foreman of the Grand Jury could act, when necessary, as coordinator of the three independent committees.

Throughout the year guest speakers provided information and background material for our studies, addressing either the committee members or the entire Grand Jury.

The needs and problems of Los Angeles County are unique, due to its large population, migrating family units, large geographical area, and diverse economies within the county. The demands for services are staggering. Therefore, this committee recommends that in subsequent years serious consideration be given to an intensive study by the entire Grand Jury of one specific field, such as welfare, juvenile problems, or schools.

It should be noted by the committees comprising the Public Services section of future Grand Juries that the investigator assigned to the Grand Jury by the District Attorney is available to aid in the investigative work of all committees.

To effect better liaison between the Public Services Committee and the Board of Supervisors, the Committee published interim reports. This early release date provided time to pursue answers to the reports and also allowed the Board of Supervisors sufficient time to communicate with the Grand Jury relative to these reports.



In the various County departments with which we were concerned, this committee observed dedication and zeal on the part of the vast majority of the County staff.

Respectfully submitted,

PUBLIC SERVICES COMMITTEE

Skipper Rostker,  
Coordinating Chairman  
Louise Isom, Secretary

Approved by the Grand Jury November 14, 1966.

## ARBORETUM COMMITTEE REPORT

The Grand Jury visited the Los Angeles County Arboretum and Botanic Gardens in Arcadia. We were conducted via minibus on a tour of the Arboretum which covers 127 acres, including the five-acre lagoon. More than one-half million persons visit the park each year. The Arboretum is a museum of living plants, a place where plant materials, shrubs, grasses, flowers, and vines from every part of the world have been gathered and grown. In addition to its scenic, educational and historical value, the Arboretum conducts extensive research in the horticultural and botanical field, giving advice and assistance on plant life to individuals as well as municipalities. The newest addition to the Arboretum is the plant virus laboratory where viruses in plants are isolated and studied. Another research project is the developing of fire resistant grasses and shrubbery to be used in Southern California's high fire hazard areas. A study is being conducted to ascertain the effects of smog on plant life.

Research scientists are working in overcrowded offices and laboratories in six widely separated Arboretum locations. There is a prime need for the construction of a research laboratory building in accordance with the master plan, already approved by the Board of Supervisors. The Chief Administrative Officer recommended funds in this year's budget for the preparation of working drawings for the building, with construction to follow. These were deleted by the Board. The Grand Jury urges the Board of Supervisors to reconsider the importance of the new research laboratory. It would serve both the Arboretum staff and the general public.

The Herbarium and Library are for staff and public use. The Herbarium contains in excess of fifty thousand mounted and classified dried plant specimens from all over the world. The Curator finds it impossible, along with his other duties, to keep up with the processing, since the number of specimens is increasing at the rate of five to six thousand a year. Consequently, each year finds an increasing backlog of unmounted specimens. Therefore, a request is made for the addition of a Museum Preparator, at a salary of \$6,720 a year. This seems a reasonable request, and the Public Services Committee recommends that the Board of Supervisors give this matter further study.

Respectfully submitted,  
Skipper Rostker,  
Coordinating Chairman  
Fay Christensen,  
Chairman, Arboretum Committee

Approved by the Grand Jury November 14, 1966.



## SOCIAL SERVICES COMMITTEE REPORT

Each of the nine members participated actively in the investigative work of the Social Services Committee during the 1966 session of the Los Angeles County Grand Jury.

Due to the wide scope of the social services field, it was agreed early in the year to study six areas of particular interest and concern, and chairmen were appointed to guide the work of special committees for this purpose. Intensive studies were made of the Adoption Bureau, fraud in the Aid-to-Families-with-Dependent-Children program, Geriatrics, Public Defenders and Rehabilitation of Parolees. In the pages immediately following are detailed reports by the special committees and the recommendations flowing from these studies represent the major work of the Social Services Committee.

As in previous years, tours of the County General Hospital and Rancho Los Amigos were arranged and numerous speakers related to the field of social service were presented to the entire Grand Jury.

An area in which the Committee became interested at the outset of its work was Court 95, the psychiatric division of the Superior Court. Members made several visits to this court and observed that habitual, acute alcoholics comprise a relatively large percentage of the patients committed. It was noted further that the judge sent the majority of the male inebriates to the Saugus Rehabilitation Center, where a regimen of nourishing food, proper rest, work in an outdoor atmosphere and frequent required exposure to the Alcoholics Anonymous program are vital factors in restoring these men to a normal life. The pending loss in June, 1967 of the lease which the County now holds with the City of Los Angeles for the Saugus Center will terminate this program of rehabilitation, a fact which is deplored by this committee. A visit to the Saugus Rehabilitation Center, sponsored by the Grand Jury Jails Committee, served to strengthen the conviction that the Saugus program should be continued or replaced by a similar program.

The Social Services Committee, therefore, recommends:

That the Board of Supervisors study the feasibility of providing facilities for the confinement and rehabilitation of male inebriates to replace the Saugus Rehabilitation Center. Further, it is suggested that the Sheriff's Wayside Honor Rancho, where land is available, be considered for the site of such facilities.

Another matter which sharply concerned the Social Services Committee

this year was the 1965 County Grand Jury Juvenile Committee's recommendation that Section 509 of the Welfare and Institutions Code be amended, relieving the Presiding Judge of Juvenile Court of the responsibility of an annual inspection of all jail facilities where juveniles might be detained over twenty-four hours. Pursuant to this concern, a committee of three was appointed to study this recommendation. The Jails Committee was consulted and reported that in their visits to all the lock-up facilities in the County, members of this committee found no juveniles being detained more than twenty-four hours. However, it was the consensus of the Jails Committee that the requirement for annual inspection by the Juvenile Court Presiding Judge should remain in the Code for its deterrent effect. The matter was reviewed also with the Presiding Judge of the Superior Court and with the present Presiding Judge of the Juvenile Court. Certain former presiding judges of Juvenile Court also were consulted and the judges concurred that no legislative action should be taken to amend Section 509 of the Code.

On November 3, 1966, the entire Grand Jury approved the following recommendation presented by the Social Services Committee:

That no change be made in Section 509 of the Welfare and Institutions Code.

In assessing the effectiveness of the work of the Social Services Committee, it appears that the decision to focus on a few areas for intensive study was a wise one.

Respectfully submitted,  
SOCIAL SERVICES COMMITTEE

Mary Jane Kidd, Chairman  
Jane Cutri, Secretary  
Betsy Cahall  
Fay Christensen  
Helen B. Erickson  
Louise Isom  
Dorothy Schoon  
Marie Shibuya  
Alma Wedberg

Approved by the Grand Jury November 14, 1966.



## ADOPTION COMMITTEE REPORT

The Adoption Committee of the 1966 Los Angeles County Grand Jury attempted to obtain a broad view of the adoption procedures followed within the County of Los Angeles. In its effort to do so, the Committee interviewed Presiding Judge Lloyd S. Nix of the Los Angeles County Superior Court, who gave of his time and opened his research files, during this intensive study.

The Committee interviewed the Director of the Los Angeles Bureau of Adoptions and the Director of Caseworkers on three subsequent visits. Further information was acquired by the Committee by accompanying a social worker to the homes of a foster family and an adoptive family and by visiting the Long Beach and Inglewood Branches of the Los Angeles County Bureau of Adoptions. A presentation was made to the Social Services Committee in the Grand Jury Room by the adoptive parents of five children. The Adoption Committee completed its investigative work by attending a meeting of the Advisory Committee of the County Board of Adoptions.

After reviewing its findings, the Adoption Committee of the 1966 Los Angeles County Grand Jury makes the following recommendations:

1. That the adoption fees be reduced. The \$500.00 fee in many cases presents a hardship on a family, even though it has a larger than average income. The fee should be reduced on a sliding scale for each additional child adopted.
- II. That the Los Angeles County Superior Court be supported in its proposed legislation to effect the following changes:
  - a. Consent of natural parents to independent adoptions.
  - b. Notice and declaration of intent to place child, or children, for adoption.
  - c. Notice and declaration of intent to adopt a child.
- III. That the Director of the Bureau of Adoptions be chosen by open competitive civil service examinations.
- IV. That the Adoption Bureau parking lot be enlarged. Parking spaces are available for 52 cars with a personnel of 170. There is no space for prospective parents to park.
- V. That there be a wider dissemination of publicity on the Adoption Agency.

Respectfully submitted,  
Louise Isom, Chairman  
Fay Christensen  
Jane Cutri  
Mary Jane Kidd  
Alma Wedberg

Approved by the Grand Jury November 15, 1966.

ADOPTION COMMITTEE RESOLUTION  
TO ASSEMBLY JUDICIARY COMMITTEE

WHEREAS, the 1966 Grand Jury of the County of Los Angeles has undertaken a study of adoption practices existing within the County of Los Angeles; and

WHEREAS, the Bureau of Adoptions of the Department of Charities conducts a full and adequate investigation for adoptions effectuated within the County of Los Angeles, State of California; and

WHEREAS, at the present time statutes are inadequate to protect children in many adoptions originating in but culminating outside of the State of California; and

WHEREAS, this lack of legislation has in the past resulted in many cases of placement of children from the Los Angeles area, State of California, into homes located outside the State of California, without adequate investigation or supervision, sometimes resulting in the placement of children into homes of inferior moral and physical standards; and

WHEREAS, there is now pending proposed legislation which, if adopted, would correct and provide for proper supervision of adoption practices occurring in all interstate adoptions:

NOW THEREFORE, be it resolved that the 1966 Los Angeles County Grand Jury adopts and recommends the passage of the following legislation:

“It shall be unlawful for any person other than the natural parent entitled to legal custody to separate or aid in separating any child under one year of age from its mother for the purpose of placing such child in a foster home or adoptive home in another state without the written consent of either the State Department of Social Welfare or the licensed county adoption agency in the county in which the mother resides or in which the child was born. Any person violating the provisions of this section shall, upon conviction, be fined not exceeding five-hundred dollars (\$500) or imprisoned for not more than one year, or both, in the discretion of the court.”



FRAUD IN THE AID - TO - FAMILIES - WITH - DEPENDENT -  
CHILDREN PROGRAM

Prompted by public concern regarding the large amount of money expended in administering the AFDC program, a special committee of members of the Social Services Committee undertook a depth study of the incidence of fraud in the program.

This investigation was initiated by a conference with the Superintendent of Charities, who reported that during the fiscal year 1965 - 1966 the total cost of the program was \$26,182,235.00. Of this the County share was \$10,996,559.00, a cost per case per annum of \$192.00. In February, 1966 there were 180 MARS (man assuming the role of spouse) cases reported, a small percentage of the AFDC case load.

In the course of the study, two investigators from the Bureau of Public Assistance explained that each district office of BPA has its own unit of investigation. Investigators are made aware of fraudulent activity by caseworkers or by anonymous reports from neighbors or citizens. Such reports are reviewed, then referred to investigators who carry out surveillance of the homes of suspected recipients and make unannounced home calls. Reports of the investigators are reviewed by the BPA Administrative Office and approximately ninety per cent are then referred to the District Attorney's office for preparation for court trial. Investigative, screening and referral processes require six to eight months from the time of the initial complaint. Two fraud investigators from the District Attorney's office were interviewed and reported that 972 cases of fraud were prepared for trial during 1965 with 318 cases being closed and 77 convictions resulting. The two major reasons for fraud are unreported re-employment and certain MARS cases. The maximum penalties for fraud are one year for perjury and one to fourteen years for grand theft. During the time of our investigation, twelve additional investigators were added to the District Attorney's staff for fraud work.

Further study included visits by committee members to four district offices of the BPA and observation of both intake and home calls by caseworkers.

Based upon the findings of this three month study, the Social Services Committee recommends:

1. That more frequent contacts with clients be made by social workers, with positive emphasis on prevention of fraud and early reporting of

re-employment and the presence of a man in the house other than the father.

2. That every effort be made to cut down the lag between the initial referral of fraud complaints and court trials. For obvious reasons, mainly over-payment of welfare funds, loss of witnesses due to the transient character of the clients and neighbors, etc., the six to eight month delay should be shortened.
3. That immediate, specific steps be taken to eliminate paper work, thereby releasing the social worker for more client contact.
4. That more rapport be cultivated with industry, volunteer organizations and all related agencies in a vigorous and continuing effort to rehabilitate the recipient.

Respectfully submitted,  
Mary Jane Kidd, Chairman  
Fay Christensen  
Jane Cutri  
Helen B. Erickson  
Marie Shibuya  
Alma Wedberg



## GERIATRIC COMMITTEE REPORT

The Geriatric Committee sponsored three speakers before the 1966 Los Angeles County Grand Jury: the Director of the State Department of Social Welfare for Southern California, the Executive Director of the Jewish Home for the Aged, and the Administrator of the Public Programs Institute of Industrial Relations of U.S.C. From these speakers, we learned of the functions of nursing convalescent homes, of aid available to the aged, and of the Central Registry of Adult Care Facilities.

The Committee visited many convalescent homes in various parts of the County and found they conform to the licensing rules and regulations, but many, in our opinion, were sub-standard and antiquated. Most of them lacked therapeutical facilities and occupational therapy. It is the opinion of our Committee and of persons experienced in geriatric care that occupational therapy equipment is an important factor in the rehabilitation and care of the aged, and to our knowledge is used extensively in the county hospitals. Patients transferred from county hospitals to convalescent homes are deprived of these important services.

The Committee studied the report by the Special Sub-Committee on the Central Registry for Adult Care Facilities and met with the Director of the Central Registry several times. We learned that the 1958 County Grand Jury's recommendation instituted the Central Registry. After this study, the 1966 Los Angeles County Grand Jury Committee on Geriatrics concluded that the Central Registry is the only agency in Los Angeles County which maintains a complete and current list of county and state facilities for the aged. This list categorizes the type of facility, its capacity and vacancy factors. An effort is made also to fit patients into natural and pleasant surroundings at no cost to them.

We therefore recommend:

That a thorough inspection be made of substandard and antiquated nursing convalescent hospitals and sanitariums to insure upgrading to standard levels, regardless of tenure.

That both physical and occupational therapy equipment and a licensed therapist or equivalent be available before a license is granted by the State.

That the Central Registry of Adult Care Facilities be continued as a county service and be designated as the only official dispersing agency for all county

individuals whether from county facilities or private sources.

That the licensing of nursing convalescent hospitals by the State Department of Public Health, sanitariums by the State Department of Mental Hygiene, and approved Board and Care Homes by the City Health Department be put under one department instead of three, to eliminate confusion and overlapping of authority.

#### RECOMMENDATIONS TO THE 1967 GRAND JURY

1. Continued inspection of nursing convalescent hospitals. We found many were substandard and antiquated, lacking in the therapy equipment needed for the well-being and happiness of patients. A proper perspective of the usefulness of the aged is too often overlooked. Volunteers should be encouraged to assist patients in many helpful ways.

2. Consolidation of the three departments into one, thereby eliminating confusion and overlapping of authority.

3. Recognition of the Central Registry of Adult Care Facilities as a "defined service", in order to qualify for available federal funds, since it is an essential department in assigning individuals to nursing convalescent hospitals, sanitariums, and approved Board and Care Homes. It maintains a current list of county facilities for the aged and supplies many special services without cost.

Respectfully submitted,  
Jane Cutri, Chairman  
Fay Christensen  
Alma Wedberg

Approved by the Grand Jury November 10, 1966.



## PUBLIC DEFENDER'S REPORT

The initial purpose of the study of the Public Defender's office was to inform ourselves of the functions of this department and to gather facts as they related to the adequacy of staffing this office. As the study progressed, however, it became apparent that recommendations would evolve into related areas. Our study encompassed the entire function of the Public Defender's Office, Central District, with the exception of the civil jurisdiction, the juvenile and the psychiatric court. <sup>(1)</sup>

The Los Angeles County Public Defender's Office is the first Public Defender's Office in the United States, having opened January 6, 1914. It is presently the largest in the country. There are twenty-eight counties in California which use the Public Defender's system. Los Angeles County has the reputation of having the best indigent defense system in the United States. However, the Study Committee feels there are improvements to be made.

The Los Angeles County Public Defender's Office has 184.4 authorized positions of which 139 are attorneys and fifteen are investigators. Erling J. Hovden is the Public Defender with thirty-six years of service; his Chief Deputy Richard S. Buckley with seventeen years; and the Chief Trial Deputy Paul G. Breckenridge with thirteen years of service.

Prior to July, 1965, the Public Defender's Office employed seventy-eight attorneys. The substantial increase in the number of Deputy Public Defenders from July, 1965 to July 1, 1966 was brought about because the Public Defender was given the duty of representing indigents charged with misdemeanor offenses.

In the fiscal year 1965-1966, the Public Defender represented 9,180 defendants in preliminary hearings and 9,407 felony cases in Department 100 of the Superior Court. In 1965-1966, the budget allotment was \$1,851,000. The proposed budget for 1966-67 is \$2,051,851.

In June, 1966, in *Miranda vs Arizona*, the Supreme Court of the United States held that the police must advise an arrested person of his right to a court appointed lawyer before answering any questions. As the result of the *Miranda* case, the Public Defender's Office has been required to make its deputies available to advise persons under arrest at the police station prior to

(1) For an excellent summary of the Public Defender's jurisdictions, see *SOUTHERN CALIFORNIA LAW REVIEW*, 1962, Volume 36, Pages 125-139.

interrogation. This service is provided seven days a week and holidays from 8:00 a.m. to 5:00 p.m. When a call for advice is received, a deputy is sent to the place of detention and he advises the defendant of his constitutional rights. It has been necessary during the regular working days to assign any deputy to such duty who is not then engaged in trial, or is awaiting trial. This obviously reduces the amount of time that this deputy has to spend in the preparation of his assigned cases. The Public Defender's Office has set up a duty roster for Saturdays, Sundays, and holidays. Two men are available on each of those days to respond to Miranda calls. As a result of this decision, the Public Defender has requested authorization of two additional positions to take care of the increasing work load. Since June 21, and including August 31, the Office has responded to more than 172 Miranda calls.

The Study Committee has been impressed with the dedicated spirit and quality of the Trial Public Defenders. This impression has been unanimously substantiated by the judges whom we interviewed.

We would, however, urge that a more vigorous recruiting system be followed within the Public Defender's Office. More Trial Deputy Defenders are needed now. For this immediate expansion, we recommend that the Public Defender's Office consider recruitment on all levels by open competitive examination. Every effort should be given to solicit and obtain top trial lawyers for the newly created positions of Grades 3 and 4. It would appear that with the projected population increase in the County, even more Deputy Public Defenders will be needed within the next five years.

Under the present workload, the Public Defender's Office was granted continuances totaling 19,631 days in 955 separate cases.

In our caseload study covering a four months' period of this year, the pertinent number of requests for continuances, the number of days involved, and reasons for the request are charted below:

Reason	No. of Days	No. of Requests
Counsel engaged in trial.....	5,105	244
More time for further investigation....	2,358	112
More time to prepare.....	1,188	39
Reasons not reported.....	936	69
No witnesses.....	696	49
Miscellaneous .....	2,270	103
Other reasons <sup>(2)</sup> .....	7,078	339
	19,631	955

(2) Other reasons such as congested court calendar, defendant failed to cooperate, motion of District Attorney, defendant trying to get private counsel, motion of co-counsel, etc.



Because each Deputy Defender's trial calendar is filled from thirty-five to sixty days in advance, if a case has to be continued and the prisoner remains in jail, he could be in custody over ninety days before his guilt or innocence is determined. This cost to the taxpayer is enormous. It costs \$8.00 per day to maintain a male prisoner and \$13.00 per day for females.

Another cause for delay is the present legal requirement under Penal Code Section 869, for a two-week period between preliminary hearing and arraignment in the Superior Court. Considerable savings could be realized if the waiting time were shortened from fourteen calendar days to seven calendar days. This would seem reasonable, as the problem of transcribing notes no longer exists to the extent that it did when the original law was passed in 1872. Then the transcribing was done in longhand. By far the majority of reporters use transcribers which shortens the time, because the transcriber is preparing the preliminary transcript while the court reporter is taking the subsequent day's testimony. Therefore, we feel that a one-week period should be sufficient time for transcription. Other methods of shortening the time necessary for preparing a transcript should be considered: For example, the feasibility of splitting court time of reporters in half to enable them to transcribe the other half, or by adding a few more court reporters to the pool. This still would represent a savings in the long run as well as serve the purpose of bringing the defendant to a speedier trial.

On September 23, 1965, Los Angeles County had a greater percentage of unsentenced adult prisoners than any of the other counties in the State. Of the 10,296 adult prisoners in the Los Angeles County Jail, 4,602 or 44.7% were unsentenced (CRIME IN CALIFORNIA, 1965). In 1965, 20,388 defendants were charged with felonies that ultimately appeared before the Superior Court. Of these defendants, 1,078 arrived by certified pleas (plea of guilty at the Municipal Court level to the Superior Court) and no time was lost between the preliminary hearing and arraignment in the Superior Court. This leaves a total of 19,190 defendants or 94.1% by info that were bound over after preliminary hearing. Of these 8,827 remained in custody for the two-week period. \$8.00 per day x 8,827 defendants x 14 days equals \$988,624 annually.

Some are of the opinion that with the capsuling of the transcription time, additional jails would not be needed.

Legislative action in changing Section 869 of the Penal Code would be required, and we urge that all effort be put forth to accomplish this end.

It is a policy with this particular Public Defender's Office to allow no one



to plead guilty to a felony at the preliminary hearing in the Central District. In 1964 (CRIME IN CALIFORNIA) it is noted that Los Angeles County had a total of 20,388 felony info filed. Of this figure, only 1,078 or 5.3% were the results of guilty pleas in the Municipal Court. This figure of 5.3% compares with the Southern California Counties of Orange, 16%; San Diego, 34% (San Diego has the court appointed counsel defense system) and five other southern counties, 32%. The District Attorney's Office has an equally inflexible policy of not considering a lesser plea at this point in the case. Due principally to sheer numbers of cases processed, these two policies may be necessary.

However, when sufficient staffing brings the ratio of the number of cases per Deputy Defender down to a reasonable level, and more investigators are added to the staff so that a more thorough investigation is possible before a preliminary hearing, we would suggest that this policy of not permitting a defendant to plead guilty to a felony be reviewed.

At present the indigent defendant does not have any contact with his Public Defender between the date of preliminary hearing and arraignment time (approximately fifteen days). The Study Committee feels that this is deplorable. The Public Defender's Office should have sufficient staffing to enable them to contact the indigent defendant during this time. This valuable and critical time should be used for gathering information, securing witnesses, etc., for the proper preparation of the defendant's case. Again, within our caseload study time, forty-nine cases had no witnesses (presumably they disappeared before the Public Defender was able to contact them) and the cases were continued for a total of 798 days.

We would recommend that consideration be given to the establishment of a special unit consisting of the most experienced deputies to take care of serious or complicated cases, such as those involving the death penalty. This assignment should not conflict with the necessity of processing a normal criminal calendar. This would help insure the best available defense to all defendants, regardless of station in life. At the present time such cases are assigned to Deputy Public Defenders who are already responsible for four cases a week.

The Chief Trial Deputy in the District Attorney's Office is assigned an Assistant Chief Trial Deputy to assist him in his heavy workload. The Chief Trial Deputy in the Public Defender's Office has no comparable assistant. We recommend that more assistance be given the Chief Trial Deputy in his heavy administrative workload. It appears from our study that he carries practically the sole responsibility of trials, master calendar and appeals. Such assistance



not only would serve as a training situation for a possible future successor, but should also facilitate efficient administration of the Department.

Our study has revealed a problem with reference to Criminal Courts that are dark during vacation and the impact this policy has on the workload of the Public Defender. Until three years ago, the Criminal Courts were never dark due to vacations of the judges. With the increase in the number of criminal cases, all courts are vitally needed. This is the considered opinion of a number of judges, as well as the Deputy Public Defenders and prosecutors whom we have interviewed. The Public Defender's Office advised this Committee that this year many deputies have had to trail cases from three to five or even more days because there was no court available to try the case, despite the fact that the Deputy Public Defender was ready.

The Penal Code stipulates precedence for criminal cases over civil cases; therefore, we recommend and urge the Presiding Judge of the Superior Court to keep open all courts by assigning civil judges to criminal cases when needed.

Since this study was begun, we are gratified to note that effective July 15, 1966, the policy was changed to use civil courts for overflow criminal cases if the trial were scheduled to last three weeks or longer. Since this change was not as effective as the Court anticipated, they are now sending the overflow cases which are scheduled to last only two or three days. We feel that this is not sufficient. In view of the backlog of criminal cases, all courts should be available to hear criminal cases. Within the four month period under study (February through mid-June which normally is not considered the vacation period), there were seventy-three cases totaling 1617 days in which a trial was delayed because of a congested court calendar.

We are happy to notice that during the month of July, 1966, seven criminal cases were transferred to civil departments. During August, 1966, twenty-nine criminal cases were transferred to civil courts for trial. With proper administration and more help from the civil courts, it would appear that the creation of new courts at present is not needed.

#### SUMMARY:

We recommend:

1. That a more vigorous system be initiated in order to have sufficient staffing to represent defendants adequately. More staff results in a speedier trial date.
2. That the waiting period between preliminary hearing and arraignment be shortened by a legislative change in the Penal Code.

3. A reevaluation of the policy of not permitting a "guilty" plea to a felony at a preliminary. This, when staffing permits.
4. Contact be made with defendant and defense plans commence during the wait between preliminary and arraignment in Superior Court.
5. That the Public Defender's Office consider recruitment on all levels by open competitive examination.
6. The creation of the position of Assistant Trial Deputy to assist in the workload.
7. The establishment of a special unit consisting of the most experienced deputies to handle difficult cases.
8. That all Criminal Courts be kept open during vacations.
9. The use of more Civil Courts in hearing criminal cases to relieve the congested court calendar.

Respectfully submitted,  
Marie Shibuya, Chairman  
Helen Erickson  
Mary Jane Kidd

Approved by the Grand Jury November 16, 1966.



## ADDENDUM TO THE PUBLIC DEFENDER'S REPORT

In a letter to Supervisor Hahn dated October 4, 1966, the Public Defender has responded to our recommendations. He acknowledged, with appreciation, our study and complimented us on its depth.

We feel that his suggestion that "Grade 1" position be eliminated as a separate budget item is a reasonable one. His proposed system would appear to ease some inequities and at the same time make the job opportunity offered more appealing.

We heartily endorse his suggestion of recruitment of third year law students for immediate employment upon graduation as law clerks until the individual is admitted to practice, at which time he would become a "Grade 1" deputy for one year. This certainly falls within our suggestion of initiating a more vigorous recruitment system.

On November 1, 1966, the Board of Supervisors approved positions for twenty-seven additional Deputy Public Defenders and three additional clerks. One of the new Deputy Defender positions authorized was Chief of Branch and Area Offices. We commend the Board for this action.

Since the first of the year, a thirty per cent reduction in the backlog of cases to be processed has occurred. Increased workloads, cooperation of the courts, and an increase in the number of Deputy Public Defenders have been responsible for this reduction.

It has been brought to the Grand Jury's attention that through the efforts of the Presiding Judge of the Criminal Courts, Master Calendar (a new system of expediting the transfer of persons sentenced to the State prison from the County Jail) has been initiated. This will result in a savings of a quarter of a million dollars of taxpayers' money and reduce the amount of "dead time", (time spent in custody which is not applied to the sentence).

We commend the Presiding Judge of the Criminal Courts, Judge Arthur L. Alarcon and all the judges of the Criminal Courts for these accomplishments.

## REHABILITATION

It was the aim of this special committee to look into any efforts being made at the county level to provide help to a parolee making the transition from a county institution to civilian life.

The recently retired Chief of the Sheriff's Department Jails Division spoke to the entire Grand Jury, and at this time we consulted him regarding any program for male parolees. He told us that because there are more than 12,000 per year, no plan has as yet been set up for job training or for securing jobs after release.

The Chief of Sybil Brand Institute, where all female prisoners in the County are housed, told us of the existence of the Liaison League. This is a privately run organization, funded by donations only. An inmate, whose record has been good, can apply for the privilege of becoming a "leaguer" during her last month in jail. If accepted, she is assigned a sponsor who advises and helps her secure lodging and a job after release. A week's room and board are paid by the League, and five dollars spending money is provided. The sponsor's role is that of counselor and friend, and in many cases it has been shown that this added boost has helped a woman return to a decent useful life. The Liaison League is a new but ambitious organization whose objectives include job training for parolees and the establishing of a halfway house for women.

It is suggested by this Committee that an appropriate body study the feasibility of a plan to intensify the effort to secure jobs for parolees from the County Jails when they return to civilian life.

Respectfully submitted,  
Betsy Cahall  
Dorothy Schoon

Approved by the Grand Jury November 14, 1966.



## SCHOOLS COMMITTEE REPORT

It has been an inspiring and revealing experience for the Schools Committee of the 1966 Los Angeles County Grand Jury to visit all of the six Juvenile Halls and the twelve probation camps in Los Angeles County.

The investigation shows that the boys in these camps, ranging in ages from twelve to eighteen years, vary in reading ability from first grade to ninth; and that, according to the norms on our State and National Standard Achievement Tests, most of these boys fall below average. We believe that the ability to read is the number one prerequisite for successful living on any level socially or economically.

The numerous administrators of these camp schools are to be commended this year for hiring a well trained teacher skilled in the techniques of remedial reading to help correct this very great incompetency.

We likewise commend the management of the Las Palmas School for Girls, Los Padrinos Juvenile Hall and MacLaren Hall for their fine group of dedicated teachers as well as their educational objectives, and health and medical services. Each institution seems to be doing a splendid job, considering the many limitations put upon it, such as lack of funds to hire more teachers, provide more equipment, and to build larger facilities.

The Schools Committee visited seven centers of the Head Start Program, four in Los Angeles County and three in Los Angeles City. It is hard to evaluate the success of this program after only one year's operation. However, the children with the professional attention from doctors, dentists, psychologists, as well as free lunches, present a very promising worthwhile project.

Various schools of industry were visited by the Schools Committee; such as O.I.C. in Watts sponsored by The Ford Foundation, Norair Corporation in Hawthorne, Southern California Edison Company in South Pasadena; and I.B.M. in the city of Los Angeles. We were pleased to see a cross section of job opportunities offered freely to anyone with an honest desire to learn a skill to earn a better livelihood for himself and his family.

The entire Grand Jury had the privilege of hearing the County Superintendent of Schools and his staff speak on the problems of providing a curriculum wide enough in scope to meet adequately the needs and capabilities of all of the children in our schools. Some weeks later, we heard the Director of Practical Arts for the County Schools describe the courses and opportunities given in our junior and senior high schools which are geared to the abilities of

our non-academic student. The last speaker invited by the Schools Committee to appear before the 1966 Grand Jury was the Director for E.Y.O.A. of Operation Head Start in Los Angeles City. His was an inspirational talk on the need of such a program for the children of the disadvantaged areas.

#### RECOMMENDATIONS TO THE INCOMING SCHOOLS COMMITTEE OF 1967 GRAND JURY

1. Follow through on the recommendation to the Board of Supervisors relative to the establishment of temporary classrooms in high schools of the disadvantaged areas for prospective drop-outs and delinquents between ages fourteen to eighteen years to learn the beginnings of a skill for a trade or a vocation. These classes would not be geared to college training.
2. Urge the enlargement of the remedial reading program started last year for the great number of boys in the juvenile camps who are below standard in reading ability. There should be more teachers and more equipment to meet this need.
3. Check the Head Start Program, both in Los Angeles City and Los Angeles County schools to ascertain whether these underprivileged children who have been in the program since 1964 really do measure up to standard tests, (Reading Readiness, Pintner Cunningham, etc.) as they enter first grade in 1967 in their respective localities.
4. Study de facto segregation in the city schools of Los Angeles.
5. Inspection should be made of the annex which houses the classrooms for younger boys at Juvenile Hall. Does it meet the minimum requirement for classrooms?



RECOMMENDATIONS OF THE SCHOOLS COMMITTEE  
OF THE 1966 LOS ANGELES COUNTY GRAND JURY  
TO THE BOARD OF SUPERVISORS

Reviewing the final reports of many past Grand Juries, we note that the Schools Committees for a number of years past have all been aware of the problem of drop-outs in our schools and also have been cognizant of the probable relationship of this problem to juvenile delinquency in our City and County, yet none of them has come up with a possible solution or even a suggestion as to how to minimize this serious situation. With this in mind, the 1966 Grand Jury Schools Committee has taken this research project as its number one endeavor. As a result, we found that it costs the taxpayer an average of \$2000 to \$2600 a year to maintain a person eighteen years and over. We also found that in Juvenile Halls, the average cost skyrockets to \$5000 - \$7500 per person per year.

Upon further investigation, we discovered that many of these boys between the ages of fourteen to eighteen years would be grateful to have the opportunity to go to a trade school on a no-tuition basis, instead of roaming the streets with gangs and learning about how to violate and break all the rules of society. Therefore, we recommend that a part of certain high schools be set up to have the needed classrooms for vocational courses not geared to future college, and that such classrooms or centers be established now in localities of low income neighborhoods where we found was the source of most delinquency.

It is further recommended that these classrooms remain temporary only until such time that new vocational or trade centers can be built. Such centers would be financed by several districts, and the students could be bussed from these out-lying districts to the job training school. Since only about fifty per cent of high school graduates go to college, occupational education is vital to the other fifty per cent. It is believed that these centers would provide enough basic English, reading and writing together with work training courses eventually to place the student on a job with some company or industry.

In view of the fact that there are countless numbers of jobs open to skilled workers and no one to fill them; that industry of Los Angeles County is offering free training in such skills; that the Federal and State agencies augment the free funding to trainees who want to learn a skill and have a desire to work; that there are those on the County welfare rolls who are able and qualified to learn a skill, but who do not feel inclined to take advantage of these opportunities;

Therefore, the Schools Committee of the 1966 Los Angeles Grand Jury recommends that every able bodied man on welfare in Los Angeles County be required to enroll in some class to learn a skill, a trade, or a vocation.

The Schools Committee recommends that the control of the Head Start Program be put into the hands of the local government together with an educationally competent authority so as to remove it from national politics and thereby tighten the controls over spending of anti-poverty funds.

Respectfully submitted,  
SCHOOLS COMMITTEE  
Alma Wedberg, Chairman  
Dorothy Schoon, Secretary  
Fay Christensen  
Jane Cutri  
Maurice Rene Chez  
Helen B. Erickson

Approved by the Grand Jury November 1, 1966.



## JUVENILE COMMITTEE REPORT

The members of the Juvenile Committee visited all of the detention and rehabilitation facilities under the jurisdiction of the Probation Department. In each instance, the agency staff was warmly courteous and most cooperative. All questions were forthrightly answered and problems were fully discussed. It was encouraging to meet such open response from all representatives of the Probation Department, and the Committee commends the Administration for its leadership. On the whole, both the detention homes and the juvenile camps were competently administered by well trained personnel dedicated to the task of helping troubled youngsters.

The Juvenile Committee of the 1965 Grand Jury had recommended the closing of Camp Malibu. We found Camp Bouquet Canyon seriously out-moded and poorly located, and with the lease expiring on July 1, 1966, it seemed the opportune time also to close this camp. This action required an adjustment of intake and programming at other camps. Most of the boys were sent to Camp Holton, which was converted from a facility for senior boys to one for juniors. This was accomplished through the cooperation of Mr. Sam Ostroff, Director of Camps, who was outstanding in this and all other matters.

Recommendations and findings of this Juvenile Committee will be found in our interim and special reports. However, those matters which appear to deserve further consideration are hereby called to the specific attention of those who would seem to have primary responsibility for follow-through action.

### RECOMMENDATIONS TO THE 1967 JUVENILE COMMITTEE

1. **Wider Scope of Investigation.** A broader scope of investigation is recommended to include the area of Delinquency Prevention. As important as is the field of treatment, the problem of prevention is even more important. The community resources to make this function effective need to be assessed, and coordination of these forces should be stressed. In this regard, the program of the Los Angeles County Coordinating Councils and the role of the juvenile police seem worthy of full evaluation.
2. **New Camp Concept.** The construction program of the new facility, Camp Vierling Kersey, should be given special attention. This commit-

tee studied the proposed plans and found them to be along the lines of the other juvenile camps, a large dormitory type with beds for approximately 100 boys. The Committee questioned the effectiveness of this living arrangement and suggested that smaller units would be preferable. In cooperation with this Committee, new plans were developed which provide five living units of twenty boys each, one of which is to provide twenty individual rooms to care for the more emotionally disturbed and those with behavior problems. It seems to this Committee that it is most important that this modified plan be pursued to its final execution, because it is sincerely believed its flexibility offers important dimensions to the rehabilitation aspects of the Camp program. It is recommended that this new concept be considered in the development of future girls camps.

3. **San Fernando Juvenile Hall - Sylmar.** Attention should be given to the construction program adopted by the County for additional facilities at Sylmar, providing an adjustment-security unit which will eliminate a serious problem of transportation and make this facility a complete Juvenile Court and detention unit. This was not included in the original planning, but experience indicates this was a mistake, and it is urgent to have this remedied.

The original planning did not give adequate consideration to flood control problems, and extensive damage resulted. Initial steps are being taken to correct this situation, but follow-through is recommended. Evidence of serious defects in the construction of the buildings at this new facility was noted, and this matter was called to the attention of the Board of Supervisors.

4. **Camp Glen Rocky.** An experimental bus has been ordered to test the increased safety and protection of senior boys currently traveling in open trucks, with a view toward replacing the open trucks with buses. At this time, this sample bus has not been delivered, and a follow-up is recommended.
5. **Santa Monica Court Facilities.** During the inspection of the recently remodeled Santa Monica Courts building, we found that the juvenile "lock-up" rooms were not constructed of proper finish materials. The remodeling has since taken place. We would recommend that future juvenile committees check other juvenile court facilities to ascertain if the lock-ups conform to all code and court regulations.



6. **Foster and Half-Way Homes.** The importance of proper placement of dependent and delinquent children cannot be overstressed. Historically, the return of children to unfit homes has led to new failures and has been a chief cause of recidivism. The service rendered by foster and half-way homes deserves special recognition, and they should receive every encouragement and be upgraded whenever possible.
7. **Volunteers.** We were impressed by the dedication of the many service groups and individuals giving so generously of time and talent. The programs of many youth facilities have been greatly enhanced, and the morale of the youngsters much improved by the outstanding contributions of these dedicated volunteers, many of whom have been personally commended by the Committee.

### RECOMMENDATIONS TO THE BOARD OF SUPERVISORS

1. **New Look at State's Supportive Role in Juvenile Camps.** It is recommended that a study be made of the increased cost of camp placement and a new evaluation of the state's share of the cost be made. Since 1945 the State of California has provided financial support for county juvenile camps. It has paid \$95 per month for each ward of the juvenile court placed in such facilities. In this period, camp costs have increased tremendously, and a realistic appraisal of the state's supportive role is overdue. In this connection, since the mid-fifties the state has contributed \$3,000 per bed toward the construction of juvenile camps. Due to the Los Angeles County building code demands and high labor costs, Los Angeles County actually expends \$8,000 per bed. This compares unfavorably with construction costs in some counties where the state's subvention practically covers the entire cost. This would seem to warrant a reevaluation of the state's contribution.
2. **Specialist in Planning.** It is recommended that the County Architect employ or develop someone with special knowledge and skills concerning security problems. This employee could then review all plans that include detention and/or housing facilities for wards of the Juvenile Court. Too many costly mistakes have been made in past planning and construction of such facilities, as witnessed by various reports of this and prior Grand Juries.
3. **Vocational Training for Senior Boys Camps.** It is recommended that a study be made as soon as possible by experts in the field of vocational

training to establish the feasibility of developing an adequate program for boys in senior camps. This matter has been given much attention. We find that many misguided youths have feelings of worthlessness and inadequacy because they are unable to secure and hold jobs. One important key to an improved self-image and eventual rehabilitation is a new self-confidence born of familiarity with the tools and jargon of a trade. In this connection, it is noted that the focus of much of the national poverty program is on vocational training.

4. **Camp Afflerbaugh and Paige.** The hillside rest rooms should be relocated where they would properly serve visitors. Should this be impracticable, additional facilities for female visitors, at least, should be provided. Our inquiry revealed that on visiting days it was not unusual for twenty or more women and girls to be waiting for the use of the tiny wash room of the female employee. Evidently an error in planning resulted in these rest rooms being located in inaccessible areas. These buildings were being used for storage at the time of our visit.
5. **Camp Oak Grove.** It is urgently recommended that a construction program be followed to provide a gym-auditorium and school-shop building at this camp, and every Grand Jury since 1960 has recommended this building program. It is a sad commentary on the lack of cooperation and recognition of this need that the plans have been ready since 1961, and yet this badly needed addition is still not in the 1966-67 budget.
6. **Camp Miller.** It is recommended that the structural defects of the gym-auditorium building which have resulted in a separation of a portion of the roof and the wall be studied to determine the most appropriate remedy. It is apparent in this camp, as well as others, that there is a lack of cooperation between the Department of Mechanics and the camp's staff.
7. **Camp Scudder.** It is recommended that the cooking stoves be replaced with new equipment. The ranges were found to be old and troublesome. There was a continuing problem of coil replacement and the dial controls were frequently out of order. New equipment would add greatly to the efficiency of the food service. Considering the man hours of maintenance involved, it seems probable that an actual tax saving would result.
8. **Court Inspection of Juvenile Detention Facilities.** The Juvenile Committee of the 1965 Grand Jury recommended the removal of the statu-



tory regulation requiring the Presiding Judge of the Juvenile Court to visit all detention facilities within the County where juveniles are detained longer than twenty-four hours. However, our study does not support their recommendation. On the contrary, our findings show a preponderance of evidence favoring the retention of the Welfare and Institutions Code provision. Therefore, we recommend the retention of this provision.

9. **MacLaren Hall.** It is recommended that the plan of transferring dependency cases from the Probation Department to the Bureau of Public Assistance be effectuated. In so doing, MacLaren Hall would be closed and cottage type housing would be constructed on County Hospital grounds. The Bureau of Public Assistance is involved in a majority of dependency cases and overlapping of jurisdiction would thus be avoided.
10. **Los Padrinos.** It is recommended that Los Padrinos Juvenile Hall be enlarged to a capacity of 400. Construction should include (1) a girls' school, (2) a combination intake-infirmery unit for girls, (3) additional living units for boys, (4) enlargement of the existing medical clinic, (5) a courts building to include four court rooms, space for county clerk, bailiffs and other supportive staff. These changes would make Los Padrinos a full regional hall facility.

#### PROBATION DEPARTMENT

We urge the Probation Department to follow through to successful completion the recommendations made to the Board of Supervisors.

Respectfully submitted,  
JUVENILE COMMITTEE  
Samuel B. Gerry, Chairman  
Dorothy Schoon, Secretary  
Fay Christensen  
Jane Cutri  
Ervis Lester

Approved by the Grand Jury November 14, 1966.

## RESOLUTION—OAK GROVE CAMP

WHEREAS, the Juvenile Committee of the 1966 Los Angeles County Grand Jury has visited, studied and surveyed the plant, buildings and facilities of the Oak Grove Camp for Junior Boys, and,

WHEREAS, said camp has neither gymnasium nor auditorium facilities, and, consequently no area for the programming of necessary physical and educational activities or area for group participation during inclement weather; and also said camp has no adequate building or facility to conduct and carry out necessary vocational training, and,

WHEREAS, the County of Los Angeles Board of Supervisors has, since 1962, recognized this problem and has included budgetary items for the construction of a combination gymnasium-auditorium and vocational training building; therefore, be it

RESOLVED, that the 1966 Los Angeles County Grand Jury strongly urges the Los Angeles County Board of Supervisors immediately take the necessary steps to commence the construction of the urgently needed gymnasium-auditorium and vocational training building at the Oak Grove Camp for Junior Boys.

## RESOLUTION—SAN FERNANDO JUVENILE FACILITY (Sylmar)

WHEREAS, the Juvenile Committee of the 1966 Los Angeles County Grand Jury has carefully studied and examined the plant, facilities, and procedures of the San Fernando Juvenile facility at Sylmar, and

WHEREAS, there exists at that facility an acute problem in the handling and prompt treatment of juvenile inmates temporarily demonstrating emotional instability, and

WHEREAS, under existing procedures and facilities these disturbed minors must be transported for care, treatment, and isolation to the Central Juvenile Hall, and

WHEREAS, this procedure has proven both expensive, impractical, and emotionally upsetting to these minors; therefore, be it

RESOLVED, that the best interests of society and these minors demand the prompt remedy of this situation by the immediate construction of an "adjustment and security" unit or comparable facilities located at, and a part of, the Juvenile Facilities now located at Sylmar.



# SPECIAL REPORTS

## ABORTION LAW REVISION COMMITTEE REPORT

Following the hearing by the Grand Jury of three cases involving abortion, a special committee was appointed by the Foreman to study possible action to endorse liberalization of the existing abortion laws. The resulting resolution, which was unanimously approved by the entire Grand Jury, follows:

### RESOLUTION OF THE 1966 LOS ANGELES COUNTY GRAND JURY ON THE REQUEST FOR A REVISED ABORTION LAW

WHEREAS, this Grand Jury, because of its investigations and inquiries, has been made aware of the following facts concerning the abortion law of the State of California:

1. The abortion law has not been updated since 1872.
2. That under the present law no reason other than the necessity of preserving the mother's life is recognized in California as a legal justification for the performance of an abortion, even when sound medical judgment indicates that continued pregnancy and the delivery of the child would seriously endanger the mother's physical or mental health.
3. That it is illegal to abort a pregnancy occurring in a very young girl, or a pregnancy which results from forcible rape or incest.
4. That an abortion is illegal even when sound medical judgment indicates the child may be born with a serious congenital defect.
5. That illegal abortions performed by unqualified persons are costing the lives of many women and are jeopardizing the health of countless others each year.

WHEREAS, in recent years many responsible and sincere people, including members of the medical and legal professions, social and correctional workers, grand jurors and others have reached the conclusion that one of the major causes of maladjustment among many of the disturbed and delinquent persons now crowding our mental and correctional institutions is the fact that they were rejected by parents who did not want them,

WHEREAS, those opposing a change in this antiquated law should not be permitted to impose their will on the majority. It should be kept in mind that abortions are never forced upon the unwilling.

THEREFORE, the members of this Grand Jury recommend and urge the State Legislative Committee appointed for this purpose take immediate action to correct and modernize this archaic statute bringing it in line with modern medical science and present day social attitudes.

AVERILL H. MUNGER, Foreman.

Copies of this resolution were sent to State and County officials, members of the State Legislature, the State Bar and Medical Associations, and members of the press. To date, reactions received include several letters of criticism from private citizens, which are, however, far outnumbered by favorable comments and support from the Orange County Grand Jury, the Ventura County Grand Jury, the San Diego County Grand Jury, Keith P. Russell, M.D., Clinical Professor of Obstetrics and Gynecology, U.S.C. School of Medicine, and several private citizens.

Respectfully submitted,  
Maudine E. Moss, Chairman  
Fay Christensen  
Jane Cutri  
Samuel B. Gerry  
Donald C. Hight  
Louise Isom  
Doris F. Kingsley  
Ervis W. Lester  
Dorothy Schoon  
John B. Stene

Approved by the Grand Jury November 14, 1966.



## CAPITAL PROJECTS COMMITTEE REPORT

The 1966 Los Angeles County Grand Jury has had a continuing interest in the Capital Projects Program of Los Angeles County. Therefore, a special committee was charged with the responsibility of evaluating this program and of making specific recommendations for improvements.

Thirteen capital projects in the County of Los Angeles were considered in detail, with the following findings:

1. A standardization formula for fixing architectural fees for services performed in capital projects has been in effect since February 26, 1959.
2. The selection of an architect or architectural firm for the specific capital project rests solely with the Board of Supervisors.
3. The supervisor of the district containing the capital project nominates the architectural firms, and this recommendation is adopted by the action of the Board of Supervisors.
4. A capital projects program (1964-1974) includes contemplated construction for a minimum of \$250,000,000, and the projected architectural awards for the construction will amount to approximately 15.5 million dollars.

The Grand Jury feels that these findings suggest a possible improvement of procedures that would increase efficiency in construction of capital projects and result in savings to the taxpayer. While there is a standardization formula regulating the architectural award for the Capital Projects Program, there is no competition of ideas or encouragement of economy in the method now followed in the initial selection of architects. The Grand Jury consequently recommends that, pursuant to our letter of July 14, 1966, the Board of Supervisors consider that the initial recommendation for architectural services be made by the County Construction Advisory Committee. This civilian-oriented Construction Committee would function as a preliminary board to review the qualifications and competency of all architectural firms interested in securing the assignment of the particular capital project. It is further recommended that this Committee evaluate and determine the advisability of following the practice of Architectural Competitions afforded through the "awards method permissible and allowed under the professional ethics of the architectural profession." Under this award system the Committee could encourage and receive

from all interested architectural firms preliminary studies and evaluations on specific projects. In their preliminary determination, they could study for economy as well as for efficiency the ideas, suggestions, and techniques of the participating architects. By this system it would be possible to achieve a competition of ideas and an economy of programming that would be a direct and beneficial savings to the taxpayer.

With the information obtained from the competitive award method, the Committee would have a sound foundation for recommending to the Board of Supervisors the architect best suited to carrying out the capital project. The Grand Jury also recommends that this Committee, under the direction of the Board of Supervisors, thoroughly review and study the completed capital projects and make a final report. This would be an in-depth evaluation of the architectural services rendered by the firm completing the project. This report would include an evaluation of the performance of the architect and would note any additional costs incurred to correct or modify the building upon completion and after acceptance on behalf of the County. This information would thereafter be made a permanent part of the files and records of the Capital Projects Section and would be available for future awards.

The Capital Projects Committee of the Grand Jury also attempted to formulate an opinion upon the advisability of recommending that the County consider the economic and professional feasibility of staff enlargement to provide directly for architectural services. This expansion could occur through the enlargement of the office of the County Engineer, or by the creation of a new and independent architectural division in the County service.

The Committee studied and reviewed all submitted material related to public versus private architectural services and failed to find sufficient definitive data upon which to predicate proper conclusions.

However, the Capital Projects Committee feels that an in-depth study should be undertaken and recommends for the consideration of the Board of Supervisors that the Efficiency and Economy Committee be requested to conduct a study of the advisability of the County expanding to perform directly the architectural services in connection with the Capital Projects Program.

The Grand Jury makes these recommendations with the expressed hope that the ideas herein conveyed will assist and benefit the County in this most important fiscal area. The Capital Projects Committee is, from its study, a-



ware of the mammoth problems contained within the scope of a capital projects program of the size and degree of that for Los Angeles County, and is highly satisfied with the professional planning and general excellence of results from the Capital Projects Program.

Respectfully submitted,  
Marie Shibuya, Chairman  
Louise Isom

Approved by the Grand Jury November 23, 1966.

## RECOMMENDATION ON FOSTER HOMES

By a Resolution of the Public Services Committee of the 1966 Los Angeles County Grand Jury (composed of the Juvenile, Schools and Social Services Committees), and with the concurrence of the Grand Jury as a whole, it was resolved:

The Grand Jury of Los Angeles County recommends that the City Council of the City of Los Angeles amend the proposals of the City Planning Commission so that child placement agencies will be able to license and use homes within the existing limits as set by the State Standards for Foster Homes, up to six children in a home (including the family's own children).

The Grand Jury is concerned over the difficulties presently existing in finding suitable foster homes in good neighborhoods, since such homes provide the best disposition for a large number of cases of children coming before the courts and the welfare agencies. The amendments proposed by the County Welfare Department are an essential step toward a satisfactory solution.

Further, it is the opinion of the Grand Jury that it is unfair to penalize those few homes which are able to care for up to six children after they have met the stringent licensing standards of the State. The present requirements, calling as they do for a double inspection and double license fees, add nothing to public protection and merely serve to discourage prospective foster parents when we should be encouraging them.

We urge your adoption of the amendments to the City Zoning Code as proposed by the Division of Child Welfare Department.

Respectfully,  
Averill H. Munger,  
Foreman  
Samuel B. Gerry,  
Chairman, Juvenile Committee

Approved by the Grand Jury March 22, 1966.



## REPORT OF COMMITTEE ON SUGGESTED CHANGES FOR SELECTION OF MEMBERS OF THE GRAND JURY

Since its impanelment in January this year, the method of selection of the Grand Jury and the adequacy of its personnel to carry the workload imposed upon it has been under constant study. It is now apparent that a **single full jury** as now constituted has the capacity to handle all matters which are properly brought before it.

During the year 1966, the Grand Jury was forced to operate at practically all times with less than its full quota of jurors. This condition was brought about by a resignation, a case of ill health, and change of residence to another county by one of the jurors. At numerous times, the attendance was further reduced by illnesses and the normal vacation periods allowed all jurors. Consequently, it would seem apparent that provision should be made so that at the initial selection of the members of the Jury a full quota of jurors would be assured at all times. This consideration gives rise to the following recommendation:

The number of jurors drawn should be limited to twenty-three, but alternates should be automatically provided. This could be done at the final drawing of the twenty-three jurors by drawing the remaining eleven names in sequence. Such alternates would serve as replacements for jurors, to be called in the order in which they were drawn.

In the event this procedure is for any reason not approved, it is the recommendation of this Jury that an original panel of twenty-seven jurors be drawn to serve for the calendar year. This would provide ample elbow-room to assure a quorum of fourteen jurors at all times to vote any indictments indicated. It is the feeling of this Jury that the number of affirmative votes for an indictment should be fourteen.

Other recommendations which should be considered are as follows:

1. There should be proper and thorough indoctrination of all prospective jurors. The Presiding Judge of the Criminal Division should require that a letter be sent to each nominating judge outlining in detail the responsibilities of the Grand Juror. It would seem appropriate in this connection that a seminar workshop and orientation program for prospective Grand Jurors be held. This workshop could be conducted by the Jury Commissioner prior to the final drawing.

2. It is recommended that an affidavit of availability be given the Jury Commissioner by the nominee at the time of initial interview. This will affirm that the nominee knows of no reason that would preclude his serving the full calendar year as a Grand Juror.
3. It is the feeling of this Jury that if any juror is absent with, or without excuse for more than thirty per cent of any consecutive two months' period he may be dismissed and replaced, in accordance with the procedure as suggested above.
4. It would seem to be a matter of good organization that the Grand Jury should be responsible to only one person. This authority should be vested in the office of the Criminal Court Master Calendar Judge of the Superior Court.

There would seem to be other areas in which changes of procedure could be made, but it is believed that the above mentioned recommendations should take precedence over other considerations at this time.

Respectfully submitted,  
Donald C. Hight, Chairman  
Maurice Rene Chez  
Helen B. Erickson  
Theo Kaswick  
Mary Jane Kidd  
Harlan G. Loud  
Frank G. Morales  
Skipper Rostker  
Marie Shibuya  
Alma Wedberg  
Averill H. Munger, Ex-Officio member



A formal reply, as follows, to these recommendations has been made by the Presiding Judge of the Superior Court:

“The ‘suggested changes for selection of the Grand Jury’ which were submitted to the Judges of the Superior Court for evaluation and ‘criticism’ have been studied and the following recommendations have the unanimous endorsement of the Jury Policy and Procedures Committee:

1. **Single full jury.**

With regard to the first recommendation that there is need for one ‘single full jury’, it was agreed by the committee that the Presiding Judge inform the Grand Jury that the legislation as it now stands is adequate.

2. **Recommendation re alternate grand jurors.**

The committee feels the method that has been used in the past to fill vacancies in the Grand Jury is correct and proper under the law and that this procedure should remain in effect.

3. **Indoctrination of all prospective jurors.**

The Presiding Judge was instructed to notify the present Grand Jury that the committee feels that the present method of instructing the Grand Jury fulfills all of the needs and that the Presiding Judge will send a letter to all prospective grand jurors outlining in detail the duties of the Grand Jury.

4. **Recommendations re affidavit.**

The committee recommended that the Presiding Judge inform the Grand Jury that the jurors’ questionnaire has been revised and thereby makes this particular recommendation unnecessary.

5. **Recommendation re absence.**

The Presiding Judge was instructed to refer to the Legislative Committee the committee’s recommendation that legislation be proposed to provide that if a grand juror misses fifty per cent of the meetings for two consecutive months, or files a declaration of inability to attend fifty per cent of the anticipated meetings, the court is thereby empowered to remove and replace said grand juror.

6. **Recommendation re responsibility of the Grand Jury to only one person.**

The committee went on record as disapproving the recommendation of the Grand Jury and favored the continuance of the policy in effect that they report to the Presiding Judge of the Superior Court.

We appreciate the opportunity to review the above Grand Jury recommendations. If we can be of further service, please do not hesitate to call upon us.

Sincerely,

/s/ Lloyd S. Nix  
Presiding Judge"

Approved by the Grand Jury November 23, 1966.



## RECOMMENDATION RE JUVENILE CONTROL

The Grand Jury of Los Angeles County has noted with great regret the disturbances recently occurring on the so-called "Sunset Strip" and other areas within this County. It is obvious that the control of rebellious youths, and the enforcement of the curfew laws and the laws regulating the use of liquor by minors, cannot be accomplished solely by the use of law enforcement personnel against the minors involved in these events, without depriving the rest of the County of its legitimate share of police protection. It is clear that the primary responsibility for control of minors lies in the hands of their parents. Without parental permission (or at least without parental indifference) the young people involved in the recent riots would have neither the opportunity nor the money to engage in the anti-social activities which have marred the peace of this community for the past several week-ends.

In order that these disturbances may be brought under immediate control, we urge and recommend the following:

1. That all parents exercise and maintain strict and continuous supervision over minor children involved in or exposed to these areas of disturbances; and
2. That the entire community actively support all law enforcement agencies who have the primary responsibility in correcting these disturbances.
3. That the parents of such youths be held financially responsible for all damages done to any property. If existing legislation does not cover this properly, we recommend such an ordinance be immediately passed.

Averill H. Munger, Foreman  
Samuel B. Gerry, Chairman,  
Juvenile Committee  
Doris F. Kingsley, Criminal  
Complaints Committee

Approved by the Grand Jury December 1, 1966.

COMMITTEE TO REVISE PROCEDURES  
FOR PAYMENT OF COURT INTERPRETERS

During the year it came to the attention of the Grand Jury that the procedures for the payment of Municipal Court interpreters made it possible that warrants fraudulently presented for services not actually performed could be paid without detection of the fraud. At the suggestion of the Jails Committee a special committee was appointed by the Foreman to cooperate with representatives of both the Municipal and the Superior Courts in working out procedures designed to prevent the recurrence of such fraud.

Under the existing system in the Municipal Court, the judge in whose court the work has been performed signs the warrant, and the interpreter returns it to the County Clerk's Office, from which it is sent to the Auditor's Office for payment. However, if the interpreter needs the money immediately, he can go to the Auditor's Office and have a voucher issued at once, directly to him. This does not allow time to audit the claim before payment. A revised procedure was discussed and agreed upon by the representative of the County Clerk's Office and this Committee. Henceforth, all warrants, properly signed by the Judge, will be returned to the County Clerk's Office by the interpreter. They will then be checked, dated and sent to the Auditor's Office for payment by mail directly to the interpreter.

An additional revision was suggested. When an interpreter is advanced from an as-needed status to that of full-time temporary employee, a fuller investigation should be made into his background and references obtained and checked.

Respectfully submitted,

Frank G. Morales, Chairman  
Betsy Cahall, Secretary  
Maurice Chez  
Doris F. Kingsley  
Maudine E. Moss

Approved by the Grand Jury November 16, 1966.



## JOB OPPORTUNITIES OFFERED BY SCHOOLS OF INDUSTRY IN LOS ANGELES COUNTY

The Schools Committee of the 1966 Los Angeles County Grand Jury has just completed an investigation of a carefully drawn cross section of job opportunities offered by industry to the people of the South, East and West areas in Los Angeles, which includes almost any person who has an honest desire to learn and work.

The Opportunities Industrialization Center, known as OIC in Watts, sponsored by Ford Foundation, offers immediate full time employment upon completion of a six weeks course in sewing, pattern cutting, power sewing, typing, welding, machine operator, key punch, hotel management, service station management, office machines, electronic machines, culinary arts and auto mechanics. We were told there were 600 jobs now open to skilled workers yet to be found. The classes here are well patronized by women of this area who are on the County Welfare Program. The absence of men taking advantage of these job opportunities is quite noticeable.

Norair Corporation in Hawthorne employs on the average of forty new people each Monday morning on full pay to learn all the skills pertinent to the airplane industry. Southern California Edison Company in South Pasadena maintains a continuous training program for any man who is interested in engineering, hydro-electric development, nuclear power and improvement in communications. The International Business Machines Corporation maintains a school for training interested and capable students in learning how to understand and operate the IBM machines.

The following resolution was sent to the Board of Supervisors:

Gentlemen, after the recent door-to-door survey showed that the Watts riot was caused not by high school drop-outs, as some were led to believe, nor by large groups of people who were communist inspired, but by unemployed men sitting at home with time hanging heavily on their hands, we believe that:

WHEREAS, according to Governor Brown's Report, there are 40,000 jobs available in California and only a very few people trained to accept them, and,

WHEREAS, the opportunities are being made available by private industry, in addition to federally funded agencies in our County, and

WHEREAS, it was found that many able-bodied men capable of voca-

tional training to obtain gainful employment are not inclined to take advantage of any of these job opportunities, and

WHEREAS, \$400 million will be spent this year in providing welfare benefits for more than 300,000 persons in Los Angeles County, and lastly that

WHEREAS, the laws of California make it mandatory for children and youth to attend school until they have reached the age of eighteen years, to be better prepared to earn a living,

We believe that every able-bodied man on welfare should be required to avail himself of the free opportunity to enroll in some vocational school to learn a skill which will enable him to provide for his family. He would be taken off the welfare rolls upon completion of the course and assured of a job.

Surely this foot-dragging among the capable, able-bodied unemployed men in this particular area cannot be attributed to our urban political bosses who sometimes view the welfare programs as a form of patronage, but must be laid at the door of the people themselves, who just do not want to work.

The welfare program is huge, costly and imperfect. Most welfare officials concede that changes are needed in philosophy and administration so that the goal of helping the needy, aged, and infirm can be better realized.

Respectfully submitted,

Alma Wedberg, Chairman  
Dorothy Schoon, Secretary  
Jane Cutri  
Fay Christensen  
Helen B. Erickson  
Maurice Chez

Approved by the Grand Jury November 14, 1966.



## REPORT ON THE FOURTH FLOOR PRESS ROOM

During the course of the Public Defender's study, a large area on the fourth floor (1656 sq. ft.) known as the Press Room was found to be seldom used. As it is adjacent to the offices of the Public Defender's department and since the latter suffers from a serious over-crowded condition, we recommended its availability for them.

In 1958 this space was given to the press by the Sheriff's Department. When it was first allocated, there were several more newspapers in Los Angeles than exist today. Five news media representatives were housed in this area. Today there is only one. It was felt, therefore, that the present use of this room has been of concern to others in the past and that unsuccessful attempts have been made to effectuate more efficient utilization of the area.

The Court, the Board of Supervisors, the Chief Administrative Officer, and the Sheriff each were apprised of this situation. Subsequently meetings were held with Supervisor Debs, the Chief Administrative Officer, and later with the Sheriff.

Through the cooperation of Supervisor Debs and Chief Administrative Officer Hollinger, the Department of Real Estate Management was instructed to draw suitable plans for the division of these rooms. Following this, the Mechanical Department was authorized to proceed with the alterations.

This room is now being remodeled to release approximately one-half to the press, radio and T.V. and the other half to the Public Defender's Office.

Respectfully submitted,

Marie Shibuya, Chairman  
Helen Erickson  
Averill H. Munger, Foreman

Approved by the Grand Jury November 16, 1966.

## ZONING STUDY REPORT & RECOMMENDATIONS

On November 22, 1966, this Grand Jury completed its investigation with respect to a complex zoning case in the West Valley section of Los Angeles. The evidence before us indicated that a developer had represented to his partners that he could secure favorable zoning treatment from the City of Los Angeles in exchange for payment of monies. While this jury could not legally conclude that such monies were actually paid for the very favorable zoning obtained by the developer, there were many circumstances in the case that caused us grave concern. Mainly, this body heard evidence indicating that the zoning sought in this case had adverse recommendations from every city agency that considered the application from its inception and, yet, when the matter was finally appealed to the Los Angeles City Council, the developer was successful in reversing all of these agencies that had previously considered the application. As a result of our concern generated by this case, we undertook a supplemental zoning study and heard testimony from several knowledgeable and informed persons in the field of zoning. We regretfully report that evidence we heard demonstrated that influence can and has been and in all probability will be exerted through the medium of campaign contributions, political obligations and friendships. This Grand Jury feels that it might be of assistance to issue certain recommendations as a result of conclusions reached from considering this evidence. Therefore, in the spirit of hope for continuing progress in the field of efficient and honest government practices at all levels and in all fields, the following recommendations are made:

1. That specialists in the field of zone problems who have been identified by various terms such as land consultants, expeditors, zoning advisors, etc., be required to register as practitioners in that line of work and that certain minimal ethical standards be established for the conduct of their affairs. It appears that these men perform a valuable function for persons desiring land zoning changes, but that representation is totally unregulated and that community interests would be better served by knowledge of who performs these types of services, when their services are performed and by whom they are employed.
2. While there is no doubt that the zoning and classification of property is a complex field encompassing a multitude of applicable laws, it is nonetheless a function of government that should allow an individual owner an opportunity to apply for desired zoning without necessarily employing a specialist to represent him at great additional cost. It would appear compatible with



sound governmental practices to provide ample public information through knowledgeable governmental employees to that individual seeking a zoning change by his own individual efforts. This information should minimally include advice on applicable standards and guidance in the procedures to be followed in prosecuting an application.

3. While we discuss zoning as a general term, we, of course, also wish to include different forms of zoning which would embrace Conditional Use Permits. The evidence before us indicates that in most forms of zoning reclassification, the Mayor, as an elected public official, has veto power. However, in a Conditional Use Permit no such veto power exists and the ruling of the City Council is final. It is, therefore, recommended that appropriate legislation be passed to authorize veto power on the part of the elected executive officer of the city on all property reclassification cases and that such an additional check and balance would serve in the best interest of the community.

Evidence further disclosed that rulings of the Board of Zoning Adjustments are final and not appealable other than by expensive recourse to the courts. It is submitted that the interests of the community would be better served if the ruling of this agency were appealable to the City Council with veto power by the Mayor, and it is so recommended.

4. A growing area of concern in all levels of government has been in the field of conflicts of interest, that is, where an official called upon to act in a given field might have some interest in that field which would inhibit that official from acting in a wholly objective and uninfluenced manner. Certainly the field of zoning administration ranks high as a field of governmental activity calling for regulation of the officials practicing in said field to be free of any conflicting interest. For one example, it is certainly plain to see the disservice to the public interest if an official called upon to vote on some zoning matter, passage of which would obviously enhance the value of surrounding land, did, in fact, own an interest in some of that surrounding land. Therefore, it is recommended that immediately upon appointment and/or election, whichever applies, and every six months thereafter while on the City Planning Commission, Board of Zoning Adjustments, or City Council, each member of those bodies shall file a sworn affidavit with the Mayor and City Attorney of Los Angeles listing all real estate properties, their location, zone and use, in which he has any direct or beneficial interest and any part of which are within the city limits of Los Angeles or within five hundred feet outside its borders, except that only his percentage ownership of total stock outstanding need be reported in companies owning more



than ten parcels of land so located. These lists shall be confidential and for official reference of the Mayor and City Attorney and any duly authorized law enforcement agency only, unless clear cause has been demonstrated for indirect reference to or release of the lists in whole or in part by the City Attorney. The lists submitted by each member of the City Planning Commission, Board of Zoning Adjustments, and City Council shall be returned to him within ten days after he no longer serves on the Commission.

5. In the spirit of promoting greater public knowledge and awareness of what different governmental units are doing, it is recommended that except in public meetings or in the regular governmental offices of the City Planning Department and City Council in City Hall, discussion of zone changes by applicants, their representatives, and other directly interested parties with members of the City Planning Commission and members of the City Council be incorporated as part of the Brown Act.
6. At any formal hearing wherein the advisability of granting, changing, or modifying zoning is under consideration, both the proponents and opponents shall be placed under oath.
7. The applicant shall, under penalty of perjury, file with the City Clerk a detailed list of any campaign contributions made or promised to any elected official who may vote on the application; said affidavit must be made at least five days before the hearing and must be a part of the file.
8. Finally, in view of our concern over the evidence in the case which gave rise to this zone study, to wit rejection of the zoning application until it was finally passed upon at the Councilmanic level, it is recommended that when the recommendation of the City Planning Commission on any matter before it under the provisions of the City Charter is 1) in accordance with the Master Plan adopted by the Commission, and 2) substantially the same as the recommendation of the City Planning Department to the Commission, a four-fifths vote of the City Council shall be required to reject the recommendation of the Commission; or, if the zoning requested is 1) not in accord with the Master Plan adopted by the Commission, and 2) the application is rejected by the Planning Department and the Planning Commission, a four-fifths vote of the City Council should be required to reverse the rejection of the City Planning Department and the City Planning Commission.

**CONCLUSION:** In conclusion, the Grand Jury has heard much evidence that demonstrates existing wrongs in the field of zoning administration which



are subject to correction. Yet our study was one limited to evidence growing out of only one case. It is apparent that a projected and in-depth study of this field is not only overdue, but one which would be invaluable to the interests of our community. It is our recommendation that such a study be undertaken as soon as possible. While it is not within our purview to set forth guidelines for such a study, common sense dictates that such a study should be undertaken by an agency which is in no way answerable to any of the city agencies which are objects of the study itself.

Respectfully submitted,

THE 1966 LOS ANGELES COUNTY  
GRAND JURY

Averill H. Munger, Foreman

Approved by the Grand Jury December 14, 1966.

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