

**LOS ANGELES COUNTY
GRAND JURY 1970**

FINAL REPORT

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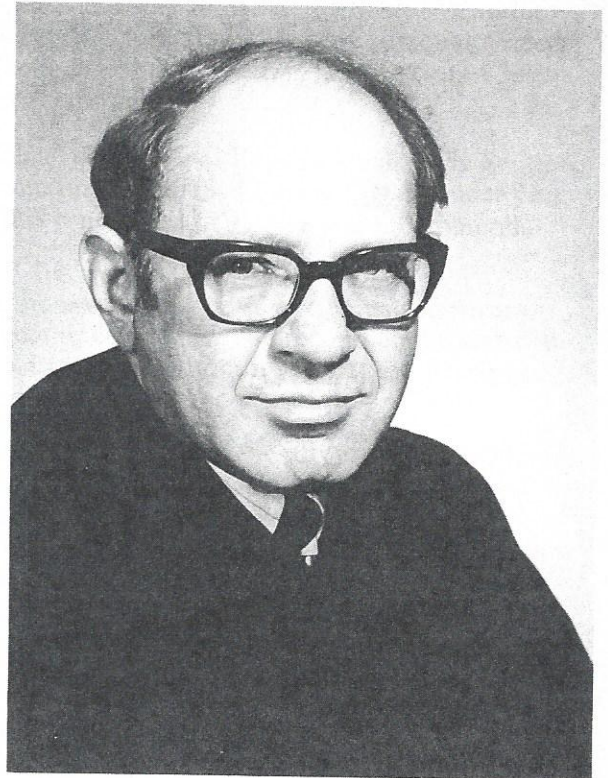
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JURORS AND NOMINATING JUDGES

J. Turner Alexander	Judge H. Burton Noble – Judge Frank Wickem – Judge John W. Holmes
Harmon R. Bennett	Judge Lester E. Olson
Gerald A. Calhoun	Judge W. James Turpit
Ruth M. Cooper	Judge Charles M. Woodmansee
Catherine L. Corbin	Judge Carroll M. Dunnum
Lucille Deasy	Judge Joseph A. Wapner
Lloyd D. Dickey	Judge Sherman W. Smith
Ray L. Dodds	Judge George M. Dell
Daniel J. Donohue	Judge Stevens Fargo
Violet Dovey	Judge Beach Vasey
Olive T. Jackson	Judge A. Fred J. McCourtney
Patricia P. Krogstad	Judge Francis X. Marnell
Voris L. Marker	Judge Thomas C. Yager
Christine E. Mather	Judge Kathleen Parker
Curtis L. Mick	Judge Parks Stillwell
Anna Lee Priolo	Judge William J. Rea
Addison B. Quarles	Judge John A. Shidler
Barbara S. Sanchez	Judge Thomas W. LeSage
Don C. Seare	Judge Charles A. Loring
Sam M. Soghomonian	Judge Harold Collins
Douglas A. White	Judge Kenneth A. White
Grace Wiener	Judge William H. Rosenthal
Alice Worrell	Judge Newell Barrett



*Honorable Joseph A. Wapner
Presiding Judge, Superior Court*



*Honorable George M. Dell
Judge, Superior Court*



*Standing: Dennis Rigby, Robert Imerman, Anthony Keiley
Seated: Dorothy Wilbarger, Joyce Shannon, Elaine Slagle*

By virtue of training, experience and inclination many members of this Jury added inordinately to the quality of our studies, investigations and recommendations. Surely the various chairmen need to be commended here. The Final Report Committee and the Foreman are deeply appreciative of and indebted to many, particularly Anna L. Priolo, whose many talents were used in the preparation of this Final Report.

Each reader will decide for himself the significant accomplishments, but for substance to result in recommendations, it is recommended that each new Grand Jury spend its first month studying past grand jury reports, auditor reports, responses of the County Board of Supervisors, penal code sections 888 to 939.9 inclusive, and the League of Women Voter's booklet LOS ANGELES COUNTY GOVERNMENT.

Additionally it is recommended that early in its tenure, the new grand jury meet with the leadership of the Los Angeles County Citizens Economy and Efficiency Committee, whose careful studies of county government will provide great assistance. In conjunction with the Economy and Efficiency Committee the 1970 Grand Jury supported the much needed charter change (Proposition B) and although it was defeated at the polls, it is recommended that the 1971 Grand Jury continue to study and endorse changes that will make the county manageable, auditable, and efficient.

Serving on the Grand Jury is an experience that, unfortunately, only a few can have. It is an education not typically found within the four walls of a classroom or in the voting booth. An education is the capstone of this Final Report. For example, our Task Force on County Efficiency and Management found early in its study on capital improvements that bond issues put to a vote of the people are only a means of *financing* the project. If the "No" vote prevails, a different, and usually more costly means of financing may result. The citizens need to know that submitting a bond issue to the voters is really only asking them *how* they want to pay for it, not whether!

The Grand Jury does not witch hunt and it avoids sensational publicity. But it does ask questions of the policy makers and expects answers. Penal Code 933 further requires that . . . No later than the 60th day after discharge of said grand jury, the Board of Supervisors shall comment on the findings and recommendations of a grand jury that pertain to county government matters under the control of the board and every elective county officer shall report to the Board of Supervisors on the findings and recommendations pertaining to such county officer . . .

What the Board of Supervisors does with the recommendations contained in this Report will be done when the 1970 Grand Jury is past tense. We urge the 1971 Grand Jury and all interested parties who concur with these recommendations to participate actively in support of these findings.

County officials and department heads who were most generous with their time in assisting with the orientation of the new Grand Jurors:

Special gratitude is herewith expressed to District Attorney Evelle J. Younger, Sheriff Peter J. Pitchess, Auditor-Controller Mark H. Bloodgood, Chief Administrative Officer L. S. Hollinger, Chief Medical Examiner-Coroner Thomas T. Noguchi, Public Administrator-Public Guardian Baldo M. Kristovich, Public Defender Richard S. Buckley, former Purchasing Agent Victor Quam, Director of Real Estate Management and Small Craft Harbors Arthur G. Will, Chief Deputy County Counsel John Larson, Executive Secretary of the Citizens Economy and Efficiency Committee Burke Roche, Los Angeles Chief of Police Edward M. Davis, Executive Officer, Superior Court, Frank Zolin, Chief Deputy District Attorney Lynn D. Compton, and Municipal Court Judge William Wright who spoke to the entire Grand Jury early in our tenure and helped us to become better informed about the complex operation of the County and the 77 independent cities within it. Others who spoke to the jurors under the auspices of specific committees are acknowledged in the following reports.

On behalf of the Grand Jury, infinite appreciation to a magnificent supportive staff: Legal Advisor Robert Imerman, Deputy District Attorney, Tony Keiley, District Attorney Investigator; Mrs Joyce Shannon, Secretary, Dennis Rigby, Grand Jury Reporter; and Bailiff, Deputy Sheriff Elaine Slagle.

Approved by the Grand Jury
November 12, 1970

Sam Soghomonian
Foreman



EXECUTIVE COMMITTEE:

Seated: Grace Wiener, Sam Soghomonian, Violet Dovey, Douglas White

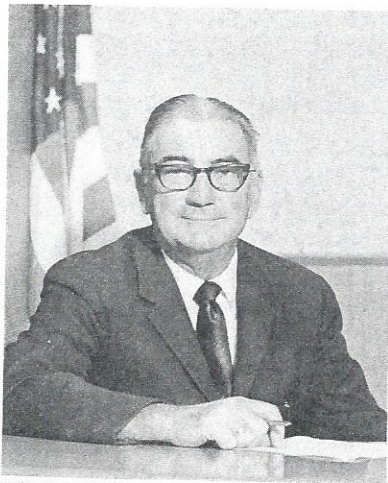
Standing: Don Seare, Addison Quarles, Anna Priolo, Ray Dodds, Gerald Calhoun



Sam Soghomonian, Foreman



Mrs. Violet Dovey, Secretary



Gerald Calhoun, Foreman pro tem



Turner Alexander, Sergeant-at-Arms

AUDIT COMMITTEE REPORT



Standing:
Lloyd Dickey
Ray Dodds

Seated:
Curtis Mick
Catherine Corbin,
Secretary
Douglas White,
Chairman
Barbara Sanchez
Turner Alexander

One of the prime responsibilities and functions of a county Grand Jury is to “. . . annually make a careful and complete examination of the accounts and records, especially those pertaining to revenue, of all officers of the county, and report as to the facts it has found, with such recommendations as it may deem proper and fit”

and to

“. . . include an examination and report upon all the books, records, and accounts of all the officers of such county which are kept in their ex officio capacity, as incumbents or officers of any special legislative district or other district in the county, created pursuant to state law”

plus

“A grand jury may at any time examine the books and records of any special purpose assessing or taxing district located wholly or partly in the county.”

After extensive discussions and interviews with representatives of four nationally-known public accounting firms, the Committee selected as its Contract Auditor, Walter H. Lohman of Arthur Young and Company, to assist in carrying out the Audit Committee’s examination functions and responsibilities.

In Los Angeles County, and in the majority of other California counties about which we have knowledge, the examinations which have historically been performed by or for Audit Committees of Grand Juries have been pointed toward reviews of revenues, expenditures, and other accountabilities of specific County departments, functions or programs.

Breaking that long-standing pattern in Los Angeles County, the Audit Committee this year elected to have its Contract Auditor apply the major portion of his effort to a conventional examination of the County’s balance sheet as of June 30, 1970 and its statements of revenues and expenditures and changes in fund balances for the year ended June 30, 1970 — a task which had not recently been attempted or performed. The end goal of the Audit Committee was to receive a typical independent auditor’s opinion on the County’s financial statements.

As his work on the conventional financial examination unfolded, our Contract Auditor kept us advised of his activities, findings and reactions. As the effort proceeded, it became increasingly clear, in the opinion of the Contract Auditor and the Audit Committee, that the County is not presently geared for a timely conventional examination of its financial statements. We therefore instructed the Contract Auditor to discontinue the audit before it was completed and to report his findings to us. His findings and reactions are well summarized in the following brief excerpts from his report of September 12, 1970 to the Grand Jury:

“As the work unfolded during the processes of our planning and preliminary inquiries, reviews and tests, it became increasingly clear that there were auditing and financial reporting problems of sufficient potential magnitude to lead us to the conclusion that the value and benefit to be derived from completing the audit would not justify the total cost contemplated for it. Put another way, it appeared to us that any document which would flow from attempted completion of the financial audit would be unsatisfactory, would be valueless to the Grand Jury from a historical standpoint, and useless to the County as a management report. In addition, there were timing problems between completion of the financial statements by the County and the deadline established for the Grand Jury’s final public report prior to the end of its one-year term.

“We therefore recommended, and your Audit Committee approved on August 13, that the financial audit be discontinued and that we report to you on (1) what we set out to do, (2) what we found, and (3) what the County must do in the future to ready itself to have its financial statements examined annually in an orderly manner and reported upon within a reasonable time span, if such examinations should in the future be determined to be necessary or useful.”

BACKGROUND

In the introductory Foreman’s comments included in the final public report of the Los Angeles County 1969 Grand Jury, it was recommended “. . .that appropriate action be taken to insure co-ordination of financial audits performed by the County’s Internal Audit Division and by the Grand Jury Contract Auditor, to the end that an opinion may be given on the annual financial statements of the County of Los Angeles.” While that quotation from the Foreman’s report did not indicate whose opinion might be given on the annual financial statements, the 1969 Audit Committee’s report said, in part, “Augmentation of the Auditor-Controller’s staff and program, with an ultimate goal of a yearly examination of each department, would provide a base upon which the contract auditor would prepare such a balance sheet.”

The 1969 final Grand Jury report material also indicated, in three separate places, that expansion of the staff of the Audit Division of the County Auditor-Controller’s office would provide a base upon which a Grand Jury Contract Auditor could render an opinion on the County’s financial statements.

It was that 1969 final Grand Jury public report material which stimulated and led the 1970 Audit Committee to the initial decision to examine the County’s financial statements as of and for the fiscal year ended June 30, 1970.

THE NATURE OF THE BROAD PROBLEMS

The County’s overall accounting and annual financial reporting system revolves primarily around legal requirements, rather than being designed or intended to manage the County’s business. The budget – not financial statements – is the basic document used to manage the County’s business. Inasmuch as neither the Board of Supervisors nor a Grand Jury has previously engaged an independent accountant to examine the County’s financial statements in a conventional audit manner, the County’s accounting and reporting procedures are not geared for or oriented to an audit.

Based on its title, the internal Audit Division of the Auditor-Controller’s office might appear to be a valuable source of assistance to an outside auditor; however, that office has not made a County-wide audit and it is not presently geared to participation in an examination of the County’s overall financial records. Historically, for the most part, the Audit Division has devoted the major portion of its time and man-power to special assistance to County departments, to cost and other system installations, to “cash-type” departmental examinations, and similar limited audits of individual County units.

Portions of the County's annual financial statements are put together from various departmental records which are neither centrally controlled nor internally audited.

REACTIONS

The reactions of the Audit Committee to our Contract Auditor's report of September 12, were set down in a letter of October 2, with which we transmitted the Contract Auditor's report to the Board of Supervisors and to those key County department heads whose accounting, reporting or fiscal business practices were discussed by the Contract Auditor. The pertinent thoughts of the Audit Committee, as expressed in our letter of October 2, were:

"This Audit Committee clearly recognized that neither succeeding Grand Jury Audit Committees nor your Board may desire or require conventional audits of the County's accounts and financial statements in future years, but based on the findings of our Contract Auditor as set down in his report of September 12, the County is not presently organized or geared to enable an outside independent accountant to satisfactorily carry out such a task within a reasonable period of time following the close of the fiscal year.

"Looking at the yearly growth in County operating costs, at the huge sums poured annually into additional County structures, facilities and equipment, and at the steadily increasing numbers of employees — which indicates a continuing need for intensified internal accounting control — we strongly feel that the County must begin to prepare itself to be readily auditable for any year, at any time, so that the credibility of its published financial statements may be readily attested with a reasonable time span, if necessary.

"We also recommend to you that, if made, future audits of the County's financial statements should not be contracted for by Grand Juries but should be conducted for and contracted for either by the Board of Supervisors, or by the County Chief Executive if the proposed County Charter Amendment is successful on November 3. The one-year terms of Grand Juries do not permit the contractual continuity and related efficiency and economy which can flow from a continuing engagement of the same independent accountant for a number of years.

"If the County's annual financial statements are examined in the future by an independent accountant engaged by either the Board or by a County Chief Executive, Grand Juries would then be left free to make their own examinations of revenues, expenditures, and cost accountabilities of selected departments, programs or functions, within time frames adaptable to their one-year terms, and within the context of what is commonly coming to be recognized and accepted as a Grand Jury's principal house-keeping function."

On October 26 the entire Grand Jury met with the County Chief Administrative Officer, the Auditor-Controller and the Contract Auditor, to review and discuss the Contract Auditor's report of September 12, the Audit Committee letters of October 2, and to hear the reactions of the CAO and the Auditor-Controller. The CAO and the Auditor-Controller emphasized two principal points:

An examination of the County's financial statements and the preparation of a conventional "balance sheet audit" is a meaningless and useless exercise, and

"Every dollar that the County spends can be audited." (Nothing that either we or our Contract Auditor have reported takes exception to this undeniable statement.)

In his report of September 12, the Contract Auditor set down numerous comments and suggestions to improve accounting procedures, internal controls and County financial reporting methods and techniques. It is our understanding that many of the suggestions have already been accepted and agreed to; others are still under study.

The following comments and suggestions were set down by the Contract Auditor and are intended to point up accounting procedures, control areas, and financial reporting methods and techniques which need tightening, polishing, and accelerated timing. Three things should be mentioned in connection with this report:

- 1) Inasmuch as we were charged with making a financial audit of County statements – rather than examinations of the revenues, expenditures and cost-accountability of individual County departments, programs or functions – the thrust of the findings and recommendations in this report has considerably less County dollar revenue/ expenditure impact than our reports in the years 1968 back through 1963. (The purpose in 1970 was completely different.)
- 2) Unlike the pattern we have followed in prior years, because of timing considerations, we did not submit advance drafts of the report to County officials or review preliminary drafts with them.
- 3) Inasmuch as the financial audit was discontinued before completion, some of the findings and comments in the following pages are based upon preliminary work which was not run out to a conclusion. Therefore, the discussion may include some points or material which would be revised if the financial audit has been completed. (However, we do not believe that such revisions, to the extent that they might be made, would have any significant effect on the overall picture.)

AUDITOR–CONTROLLER

Corrective Action Required

- A) The size, complexity and numerous locations of the County's financial activities are all indicative of the need for a functioning post-audit (internal audit) program as a part of the internal control system. We urge that such a program be fully developed and used.
- B) The existing post-audit programs should be expanded to include direct confirmations from the State Controller of all California warrants (checks) paid to the County during each year. This confirmation should then be tested to the Accounting Division records and to the various departmental records as they are audited.
- C) The head of the Accounting Division's Budget and Reports Section should supervise and review the preparation of the ARBS.
- D) The Accounting Division should require that all worksheets needed to agree with numbers in the ARBS be prepared, reviewed and retained.
- E) The incomplete method of arriving at the available school fund balances should be disclosed in the ARBS.
- F) The combined total receipts and disbursements of the School Revolving Fund and State School Fund should be separately disclosed in the ARBS, to correctly reflect the Operating Funds receipts and disbursements.

CASH AND INVESTMENTS:

Comments and Recommendations

- 1) Deposits in transit at June 30, 1970, included several large checks totalling approximately \$3,000,000 deposited by two County hospitals (Harbor General and Rancho Los Amigos). The dates on the checks ranged from May 8, 1970, to June 12, 1970. The County lost interest income on this money. We have not determined why the hospitals took so long to deposit these checks. We suggest that the Auditor-Controller investigate late deposits and recommend procedures to expedite the depositing of funds.

- 2) A substantial portion of the Treasurer's short-term investments are held for safekeeping by commercial banks. Banks issue a safekeeping receipt for securities on deposit, *but the receipt is not returned to them when securities are sold.* Accordingly, the existence of a receipt does not assure that the securities have not been sold or redeemed. The Auditor-Controller's procedure for his monthly security count consists of examining safekeeping receipts or correspondence for undelivered receipts. We believe the validity of these receipts should be confirmed periodically directly with the bank holding the securities.
- 3) Warrants paid but *not yet processed are not tested* by the Auditor-Controller *during his monthly surprise case counts*, probably because of the volume usually on hand. Warrants on hand should be periodically tested by adding selected batches, summarizing all batch totals, and agreeing the total to the Treasurer's records.
- 4) An annual audit of the Los Angeles County Employees Retirement Association's financial statements is performed by the Auditor-Controller's Audit Division. The audit includes a test count of securities held by the County Treasurer for the Retirement Association. However, *no frequent test counts are made of the securities held by the Treasurer for the Los Angeles Unified or Los Angeles Junior College retirement funds.* We believe the Auditor-Controller should periodically review and test the custodial functions performed by the Treasurer for these school district retirement funds.

ACCOUNTS RECEIVABLE:

Suggestions

- A) A standard format should be adopted so that all departments and institutions report the same kind of information to the Auditor-Controller.
- B) The information reported should include the name of the debtor, the name of the account receivable, the aging of the amount receivable, the classification (nature) of the receivable, and space for comments relating to its collectibility.
- C) Clear deadlines must be established and enforced for receipt of the accounts receivable information in the Auditor-Controller's office and a policy adopted whereby each department must submit a report.
- D) Procedures must be established to insure that all departments have included in their accounts receivable:
 - 1) all known receivables
 - 2) all billings through the end of the fiscal year
 - 3) all claims against outsiders or other governmental agencies through the fiscal year.
- E) On a test basis, either in connection with the preparation of the annual County financial statements or as a part of his audit Division's post-audit visits to departments, the Auditor-Controller should obtain direct confirmation of balances receivable from selected debtors.
- F) Clear procedures should be adopted and disseminated to all departments and institutions setting forth the guidelines for the handling of delinquent accounts and establishing ground rules for referring overdue and unpaid accounts to County Counsel.

INVENTORIES OF MATERIALS AND SUPPLIES:

Recommendations for Corrective Action

- 1) The time gaps between the recording of inventory transactions in PSD, the Inventory Control Section and individual County departments should be closed. This would reduce the considerable amount of time which Inventory Control Section personnel spend in reconciling physical test counts to perpetual records due to time lags between the occurrence and recording of transactions.
- 2) The inventory levels of some items in PSD are clearly excessive and should be reduced. This is especially significant in view of the critical shortage of space at the central warehouse.
- 3) We believe, as indicated, that an actual inventory value could be determined by the Mechanical Department in time to meet the reporting deadline set by the Auditor-Controller. At the minimum, a closer-to-actual valuation can be given on an estimated basis.
- 4) We believe that Mechanical should take a complete annual physical inventory or cycle counts of individual items so that all items are counted at least once during each year. This is essential as a check on the accuracy of the inventory records.
- 5) The inventory activity reports prepared by Mechanical should be quarterly rather than annually so that action can be taken in a timely manner.
- 6) We believe it incorrect to omit hospital inventories from County financial statements.

LAND, STRUCTURES AND IMPROVEMENTS AND EQUIPMENT:

Corrective and Improvement Actions Suggested

- 1) We recommend that a manual be written, defining the policies to be followed by the Property Division of the Auditor-Controller's office in recording fixed assets. Such a manual would be helpful in clarifying the distinction between a capital asset and an expense and should establish the correct ground rules for calculating the recording of fixed asset values. The manual should specifically include how to deal with –
 - Lease option agreements
 - Donated assets
 - Bargain purchases
 - Dams and reservoirs
 - Assets missing, lost or stolen
 - Expenditures in connection with the organization of "joint powers" or "non-profit" corporation arrangements
- 2) We don't believe that two cards are needed for each structure or improvement. We understand that the Property Division now intends to eliminate one of the two existing cards commencing with fiscal 1971 transactions.
- 3) We recommend that consideration be given to the use of a magnetic tape for equipment records, to replace the antiquated Remington Rand equipment. We created such a tape on an IBM format for use in summarizing records to provide speed and access to information. We feel that a similar tape, kept updated,

would provide the County with a more accurate and more accessible data bank and would enable rapid listings of equipment as needed.

- 4) We recommend that every effort be made to post equipment transfers on a current basis to more accurately reflect equipment balances and to facilitate physical inventories of equipment.
- 5) A portion of our audit procedures was directed toward verification of the physical existence of recorded property. Approximately 70 of the items we selected at random could not be immediately located. We recommend that efforts to locate these assets be continued by County personnel.
- 6) Reconciliations of detail fixed asset records with the Working Capital and Enterprise Fund assets records maintained by the Auditor-Controller should be made as of June 30, 1970, and annually thereafter.

LIABILITIES – OTHER THAN PAYROLLS, WELFARE AND DEBT SERVICE:

Corrective Suggestions Recommended

- 1) To reduce the cost of the labor and time required for processing of claims, the Auditor-Controller's General Claims Section should be computerized. There now are informal hopes to computerize this operation, but because of low priority on the data processing schedule, nothing has happened or is scheduled to happen within the next couple of years. We believe the lack of action not only costs money but generates poor public relations for the County.
- 2) Since accurate liability determination at the end of a fiscal year is an essential element in the determination of the actual expenditures for that year, the Auditor-Controller should have a written program for the procedures to be followed by individual departments at year-end. The program should include:
 - a) Clear deadlines for the receipt of information.
 - b) Checklists to assure inclusion of all reporting
 - c) Auditing of all information not compiled independently by the Auditor-Controller's Accounting Division Staff.
 - d) Standard reporting format for all reporting departments.
 - e) Classification of liabilities by type for financial statement presentation.
- 3) Standardized journal entries which do not require the repeating of account titles and numbers, and appropriate supporting documentation requirements, should be developed for all items which recur on a monthly basis.

BONDED INDEBTEDNESS AND DEBT SERVICE

Suggestions

- 1) Special Claims Division: Duties in this division should be segregated to preclude the possibility of the drawing and issuance of fraudulent warrants. Personnel in charge of verification of matured bonds and coupons and preparation of warrants should not have access to blank warrants.
- 2) Cash Control Unit: The "bond register" and the "bond and interest balance record" should be integrated into one ledger to eliminate the duplication of effort and cost under the present system.

PROPERTY TAX REVENUES AND RECEIVABLES:

Corrective Action Needed

- 1) The Auditor-Controller's ledger for prior years' taxes should be reconciled annually with the Tax Collector's ledger.
- 2) Allowances for estimated uncollectible taxes should be determined and recorded in the corresponding tax levy year. The present practice of fully reserving delinquent taxes in the year following the tax levy year should be discontinued. This step is necessary in order to properly state taxes receivable and tax revenues in the County's financial statements, in conformity with generally accepted accounting principles.
- 3) The Audit Division of the Auditor-Controller's office should make audits of one or more aspects of the property tax accounting system on an annual basis.

REVENUE OF DEPARTMENT OF HOSPITALS:

Action Suggested

- A) Billings at the hospitals should be reconciled monthly to total patient charges for each month to insure that all eligible billings are properly and timely made.
- B) The Department of Hospitals should establish procedures to insure that Medi-Cal claim adjustments arising from duplicate collections are promptly reported to the State, and that the liability for these claim adjustments is properly reflected in County financial statements at June 30 of each year.

Miscellaneous Comments

- 1) In order to establish that a patient is eligible for Medicare benefits, it is necessary that a County hospital obtain a certification form for each patient from Blue Cross, the fiscal intermediary for the Medicare Program. This certification is required to enable the hospital to submit claims to Medicare for the services rendered.

At the present time, these requests for certifications at the Medical Center are the responsibility of the Hospital's Registrar's Office. As of July 31, 1970, there were 341 cases pending certification, which amounted to \$191,892 of unclaimed Medicare charges going back to October 1968.

We recommend that the Hospital's Registrar's Office promptly determine the status of these patients so that billings can be completed.

- 2) Cash collected by the Bureau of Resources and Collections' representative at El Cerrito Hospital from discharged patients is held for approximately two weeks before forwarding to the County Treasurer. We recommend that procedures be established to eliminate this delay.

REVENUES – AUDITOR-CONTROLLER:

Suggestions

- A) Journal vouchers should be approved by someone other than the preparer to establish the internal check intended and implied by the approval function.

- B) Supporting documents should accompany all journal vouchers when submitted for approval.
- C) Documents supporting journal vouchers should be stamped with the journal voucher number to prevent their reuse. The face of a journal voucher should indicate the number of supporting documents attached to the journal voucher.
- D) The Auditor-Controller should require each County department to submit a report of all unused receipt forms on hand at the close of each fiscal year, to facilitate accounting control over the forms.

REVENUES – ROAD DEPARTMENT:

Findings as to Auditability and Recommendations for Improvements

Based on our review, we believe that proper controls exist for recording revenue and accounts receivable and that the records appear to provide sufficient information to enable an audit. However, we have the following recommendations for improvement in the accounting system:

State Highway Users Tax (\$48,582,000 in 1969-70)

The Department's largest single source of revenue is the highway users tax money apportioned to counties monthly by the California State Controller. The method of apportionment is described in Sections 2104 and 2106 of the Streets and Highway Code.

The Road Department does not presently verify the correctness of funds received under these Code sections. However, the Department plans to implement a procedure to make a monthly percentage comparison of the highway users tax money allocated to Los Angeles County with the total allocation to all counties.

We recommend that the Department implement the planned procedure as soon as possible. In addition, we feel that Road should make an annual independent verification of the allocation factors (i.e., number of fee-paid and exempt vehicles, number of Los Angeles County road miles, and total assessed value of tangible property in the County). Once the basic allocation factors have been verified, the percentage method planned by the Department would reveal any significant fluctuations since the basic factors should not change to any great degree from month to month. Reasonableness of the total revenue could be tested by comparing revenue to the number of fee-paid and exempt vehicles for the same month in the prior year.

Accounts Receivable

The Road Department is on an "open invoice" system of controlling accounts receivable. Under this method, the accounts receivable at any given time are determined by totalling all unpaid invoices maintained in an open file. Each month the open invoices are reconciled to a control balance by adding to the previous month's balance all charges for the month and deducting payments received during the month.

We tested the open invoice file and found that one invoice dated June 28, 1968 for \$1,114,225 was in the file, but was not included in the control total. Investigation revealed that it had been paid and was properly not included in the total; however, the Department had not followed up on the invoice to determine when it was paid and to remove it from the open file. If the "open invoice file" system of accounting for accounts receivable is used, it is important that only open invoices be kept in the file.

In anticipation of the audit of the Road Department's revenues, we sent out 60 accounts receivable confirmation requests totalling approximately \$2,500,000 or 76% of total billed receivables at June 30, 1970. Replies received (85% of dollar requests mailed) indicated that the Department's records were correct except for one account: The State Department of Water Resources contested a June 1969

billing for \$545,642.74, of which the State had no record. A copy of the invoice is being resubmitted to the State.

The Department's policy is to send unpaid accounts of government agencies or large corporations to the Road Fiscal Officer for review and action; however, it appears that there was insufficient followup on this particular invoice. We recommend that the Department make periodic reviews of the open invoice files to insure that all old invoices are investigated promptly for proper followup.

REVENUES OF DEPARTMENT OF MENTAL HEALTH:

Suggestions

- A) We recommend that the Department take action to facilitate receipt of documents from its various facilities and/or use estimates based on best available information in order to insure that billings are made promptly.
- B) More aggressive collection action is indicated.

REVENUES AND ACCOUNTS RECEIVABLE – FLOOD CONTROL DISTRICT:

Suggestions

- A) At fiscal year-end the District should record its unbilled reimbursable expenditures as "unbilled receivables," with offsets to appropriate revenue accounts, and should record amounts collected in advance of related expenditures as "deferred credits" to revenue.
- B) A cost accounting system should be developed to segregate reimbursable expenditures from nonreimbursable expenditures at the point of origin whenever possible. This would expedite the billing process by eliminating to a great degree the tedious and time-consuming task of reviewing expenditure ledgers each time a billing is prepared.
- C) The District should fix the responsibility for insuring that all provisions of betterment agreements are complied with, including timely final accountings.

EXPENDITURES FOR PAYROLLS:

Corrective Actions Suggested

- 1) Steps should be taken to force compliance by departments with deadlines for reporting payroll information, so that it may be routinely processed through the computer.
- 2) Delays in the transmission of change information from departmental personnel and payroll sections should be eliminated by the establishment and enforcement of deadline dates. Forms for the submission of information from personnel section to the payroll section of a department should be prenumbered so that they can be accounted for.

To expedite changes into payroll system, consideration should be given to the possibility of having change in status reports prepared by departmental personnel sections for direct submission to Special Claims, with copies to the departmental payroll sections and to the County Personnel Department.

- 3) Existing deadlines on the submission of absence reports by departments to Special Claims should be enforced. Departmental time clerks should report absences daily so

that the departmental payroll sections will have the necessary information for the timely preparation of absence reports.

- 4) Before a final salary check is given to a terminating employee, the salary rate used by the departmental payroll section should be verified by Special Claims.
- 5) A policy should be established and enforced for the timely reporting of overtime to be paid for. Computer programs should be modified to provide for automatic verification of pay rates and computation of overtime pay.
- 6) Regulations of the Internal Revenue relating to retention of withholding exemption certificates should be followed.
- 7) The problem of duplicate employee numbers is due to the use of five-digit maximum employee number (99,999 is the highest available) for approximately 85,000 different employees paid during each year. The high level of turnover requires frequent reuse of old employee numbers. By adjusting the programs to accept a six-digit number, 999,999 numbers would be available, the reuse of numbers eliminated for many years.

If this suggestion presents a major problem in redesigning the computer system, an alternative is to use an alphabetical character as the first digit of the employee number. This would expand the available numbers to approximately 260,000.

As a minimum procedure, an edit step should be added to the computer program to check its file for duplicate numbers every time the payroll is processed. If the County desires to continue issuing their former numbers to rehired employees, the computer would catch duplicates as soon as they enter the system and corrective action can be taken.

- 8) For better control of unclaimed warrants, consideration should be given to the use of a suspense control account with a periodic detailed listing of the warrants. Release of an unclaimed warrant should be only upon the written approval of a responsible Special Claims employee, and the unclaimed warrants on hand should be compared at surprise intervals with the detail listing.
- 9) We recommend a change in the method of computing deductions from pay for unexcused absences to a system which is based upon annualized working days rather than calendar days in the month of occurrence.
- 10) To minimize the possibility of human error and to eliminate the cost and time required for the manual computation of monthly salary rates, we suggest the incorporation of the required factors into the computer program so that the monthly salary rate for each employee can be computed automatically and placed in the computer master file. Special pay rates for certain employees could also be built into the system.
- 11) Meaningful controls should be built into the computer program. Hours worked and gross and net pay would seem to be the logical control totals. For example, routines could be built into existing programs to compare the number of overtime or total hours input to some reasonable limit. Any item exceeding this amount would give rise to an exception listing which would be forwarded to the control group for resolution prior to the distribution of payroll checks. The same approach could be taken with regard to both gross and net pay. In this manner, any unreasonable salary (and hours) would be flagged for closer scrutiny.
- 12) We think meaningful control totals (such as document counts or total number of hours and/or days absent) could be used to minimize the chances of data loss or conversion error during the master file updating process for employee absence

information. The need for control totals during updating is emphasized by the fact that once information is placed on the master file the pay calculation is directly affected. Batch control totals would facilitate location of potential errors.

- 13) Magnetic tapes in use should not be available to computer room personnel. While it may not be economically feasible to have a library area and librarian for the Administrative Data Center alone (the volume of tapes is not that great), it would seem reasonable to bring the files for the Property, Justice and Administrative Data Center utilize the library and librarian of one of the two adjoining centers.

Closing Comments

It is apparent from our findings that many of the problems in processing the County's huge payroll are due to the handling of paperwork at the individual departmental level by both a personnel section and a payroll section. When the proposed computerized PPBR (Personnel, Payroll, Budget and Retirement) system is installed, perhaps a year and a half from now, it is to be hoped that many of the functions of the departmental personnel and payroll sections can be eliminated and that these sections will be consolidated so that duplicate handling (and cost) of data before transmission to the Auditor-Controller's Special Claims section can be avoided.

BUREAU OF RESOURCES AND COLLECTIONS:

Corrections Indicated

- A) The BRC receivable records should be computerized to aid in controlling accounts and to provide more timely and analytical information on the accounts receivable.
- B) BRC should upgrade the security of its records.
- C) Outstanding field receipt forms should be audited by either the Auditor-Controller or BRC on a frequent and surprise basis.

WELFARE EXPENDITURES AND REVENUES:

Corrective Actions Needed

- 1) To guard against the entry of false data into the system that produces automatic payment warrants, we recommend that a daily listing be prepared by the Data Center of all new cases entered into data processing by teletype from each District Office. These listings should be sent to and reviewed by district supervisors, and the information should be verified to case files on a test basis.
- 2) Cash payments made at district offices should be eliminated. A pilot program of writing checks in lieu of cash payments is currently being tested at two District Offices. We recommend that check writing be initiated at all District Offices, eliminating the need for cash payments and providing the basis for State and Federal sharing of these payments.
- 3) We recommend that controls be established so that automatic payments are stopped pending periodic redeterminations of eligibility.
- 4) Although conclusions should not be drawn from the very limited number of payment warrants and case files we examined, the results were not encouraging and do lead to a suspicion that welfare disbursements may not be well controlled. The Auditor-Controller's Audit Division staff may want to pick up our testing of warrants and case files to determine if controls are in fact as poor as they at first appear to be.

5) We again suggest that a checklist be established in DPSS to control the receipt of billings from other County departments, to insure that all expenses are included in reimbursement claims and on a timely basis.

6) Welfare Data Center:

We believe that our suggestions for the Data Center are self-evident within the foregoing comments under "Findings".

7) Develop and implement the necessary controls to prevent fraudulent conspiracies so that there cannot be a reoccurrence of the kinds of situations which led to the recent Grand Jury indictments.

As this report goes to press, formal replies are being received or will shortly be received by the Committee from the Chief Administrative Officer, the Auditor-Controller, and the various County department heads to whom we distributed the Contract Auditor's report.* These replies will be evaluated by the Contract Auditor and the Audit Committee and will be included or summarized in the Contract Auditor's final composite report, to be issued under date of November 10, 1970.

In addition to the audit of the County's financial statements discussed in the preceding paragraphs, we requested the Contract Auditor to follow and report back to us on significant prior years' Grand Jury examination recommendations and unsettled points in a number of County departments.

In general, the Contract Auditor's reports to us on the current status or on action completed or action taken on the various items which we asked him to follow indicated to us that County departments, after a period of time and internal investigation and reverification, usually adopt the majority of Grand Jury examination-oriented recommendations.

We also directed the Contract Auditor to make a brief review of recent annual financial statements of self-governing special-purpose districts within the County. No unusual or significant problems appeared from that review.

For detailed information on specific findings refer to our Contract Auditor's Final Report for 1970 on file with the Grand Jury.

Douglas A. White Chairman
Audit Committee

*Honorable Joseph A. Wapner
Presiding Judge, Superior Court
Honorable George M. Dell
Judge, Superior Court
Each Member of the Board of Supervisors
Clerk, Board of Supervisors
Chief Administrative Officer
Auditor-Controller

Citizens Economy and Efficiency Committee
Los Angeles Area Chamber of Commerce
Town Hall
Property Owners Tax Association of California
California Taxpayers' Association

Approved by the Grand Jury
November 12, 1970

CRIMINAL COMPLAINTS COMMITTEE REPORT



Standing:
Don Seare
Harmon Bennett
Ray Dodds
Turner Alexander

Seated:
Lucille Deasy
Olive Jackson,
Secretary
Gerald Calhoun,
Chairman
Grace Wiener
Christine Mather

The 1970 Criminal Complaints Committee consisted of nine members who met each Tuesday morning in advance of the general meeting to hear requests for hearings by the complete jury. It was felt that nine was the optimum number. A larger number might have proved unwieldy. A majority vote was necessary to have the request placed on the calendar. The presentation of known facts by either a Deputy Attorney General or Deputy District Attorney was followed by discussion and vote. The calendar dates and a brief summary were given to the full jury when they convened.

The eleven months covered in this report resulted in 54 requests for hearings, all of which were presented to the Grand Jury. Of these hearings, 51 resulted in indictments. In 6 cases there was no indictment returned against a total of 9 persons. The time involved in these hearings ranged from one hour to seven days. A total of 102 days was spent on criminal hearings up to December 1. These 102 days were from a total of 173 working sessions of the full jury, or 60% of Grand Jury time. A total of 412 counts were charged in the indictments against 172 persons.

Two cases were presented by a Deputy Attorney General, the other 52 by members of the District Attorney's staff.

Of the 102 days spent on criminal hearings, five days were given to a special investigation by the District Attorney's office. In this instance, no indictments have been returned, and the investigation is continuing into December.

In addition to those listed above, there were five hearings scheduled for November and December. These hearings are tentatively scheduled for a total of ten days. A similar caseload is anticipated in the remaining weeks of the year.

The indictments returned may be summarized under the following headings:

<u>Crime</u>	<u>Number of Indictments Filed</u>
Murder	6
Robbery	1
Assault (by police)	1
Assault and Battery	2
Bribery and Conspiracy to Bribe	3
Fraud (Real Estate)	1
Fraud (Welfare)	2
Fraud (Corporation)	1
Extortion	2
Kidnapping and Burglary	2
Abortion and Conspiracy to Violate Abortion Laws	1
Narcotics	6
Numbers Conspiracy	1
Shoplifting Conspiracy	1
Grand Theft, Conspiracy and Forgery	15
Arson	1
Grand Theft (Real Estate)	1
Grand Theft (Trade Secrets)	1
Illegal Possession Weapons, Explosives and Conspiracy to Commit Murder	2
Burglary, Forgery, and Receiving Stolen Property	1

Letters from citizens and civic organizations to the Criminal Complaints Committee have totaled 176 to date. A letter-reading sub-committee was used to read and evaluate the content and to assist in answering. If this sub-committee or committee members felt that the content merited further investigation, such investigation was conducted by the jury's investigator. Findings were then returned to the committee Chairman and reported to other members.

By vote of the committee, the answering policy was expedited in the following manner:

1. Those letters which can be answered easily and with little delay should be completed immediately.
2. Those complaints which need further investigation and for which no quick answer was possible will be sent a letter acknowledging receipt and proposed action.

Some letters were summarized to the whole jury if the content seemed to justify this procedure. A few of the letters resulted in considerable discussion as to the best procedure to follow. Many were not within Grand Jury responsibility and were referred to other authority.

To expedite action on the letters, the committee received excellent assistance from the office staff, legal advisor and investigator. They were diligent and objective in giving counsel and advice to committee members.

Gerald A. Calhoun, Chairman,
Criminal Complaints Committee

Approved by Grand Jury
November 30, 1970

ENVIRONMENTAL CONTROL COMMITTEE REPORT



Standing:
Addison Quarles
Lloyd Dickey
Dan Donohue
Turner Alexander

Seated:
Christine Mather
Lucille Deasy,
Secretary
Ray Dodds,
Chairman
Patricia Krogstad
Voris Marker

For several years, a Smog Committee has been a part of each Los Angeles County Grand Jury Program.

This committee has attended a hearing before the Los Angeles Zoning Commission in regard to noise at International Airport. The committee was represented at the Mayor of Los Angeles Anti-pollution Conference. A meeting was held with Mr. Fuller just prior to his retirement as head of the Air Pollution Control District. A tour of the Long Beach and San Pedro Harbors in the city-owned launch, "Angelina", was made by the committee.

An investigation into the chemistry of detergents was begun by a special task force and continued by the committee. It was learned that all detergents made in the United States since 1965 are biodegradable. They break down in the sewage disposal plant into such components as to reduce the contamination of the bodies of water into which they flow. There is a difference of opinion as to the results in home cesspools.

The Grand Jury took no affirmative action concerning the committee's resolution against oil drilling in San Pedro Harbor; it endorsed the committee's opinion that California should take part in the civil suit against the major automobile manufacturers, claiming collusion to prevent cleaner running engines. Letters concerning this action were sent to Governor Reagan and Attorney General Thomas J. Lynch.

The committee has recognized that there is no simple answer to the problems of environmental control. Its hope is to help disseminate the basic truth that the so-called CONSUMER does not exist — there are only USERS. Nothing is ever destroyed, it only changes in form; the waste material is usually equivalent in volume to the original product. This is strikingly demonstrated by the old automobiles that clutter the earth.

It's a small world; all the extractive industries are working on an exhaustible supply. It is our plan and purpose to help set the processes of recycling and recovery in motion.

On August 24th the Environmental Control Committee did another inspection of the harbors, this time as guests of the Los Angeles City Fire Department aboard a Fire Boat. In addition to the crew, who was very cooperative and informative, Mr. Roy Hampson of the State Water Quality Control Board was along to point out the factors that contribute to the problem. It was a pleasure to hear him say that their efforts had met with considerable success. The best evidence is that the water will again support some fish and animal life. Anchovies and seals have returned to the harbor and are present in considerable quantities. However, he pointed out a number of sources of pollution which indicated that their job is not complete.

It seemed evident that a satisfactory patrol of the harbors and coast of the County, with the numerous sources of possible pollution, requires more than the two assigned to the task. The committee wrote to the Director to that effect.

Consistent with the committee's previous position of opposing oil drilling in San Pedro Harbor, a statement was issued opposing exploratory core-hole drilling at Pacific Palisades Beach. With the approval of the Grand Jury, statements of this opinion were sent to the Board of Zoning Appeals and other interested parties.

In pursuance of the subject of oil pollution, it was learned that Los Angeles City Ordinances allow an exploratory core-drilling permit without a public hearing. They also require that only owners of property within 300 feet of the site shall be notified.

A recent change in the administrative rules of the City Department of Building and Safety requires an interested citizen to deposit \$1,000 in cash or cashier's check and pay \$20.00 per hour — minimum fee \$20.00 — for the privilege of examining and drawing or blueprint on file. It is even being applied to plot plans.

Both of these matters are, in the opinion of the committee, detrimental to the public welfare and the public knowledge so necessary to environmental control. All involved and interested parties have been so advised.

Mr. Robert Chass, the new head of APCD, accepted the invitation to address the Grand Jury on Thursday, November 5.

In reviewing the year, it seems that contributions toward improving the environment were miniscule. The committee hopes that it has aroused a few more people to the size and urgency of the problem, and that future Grand Juries will see the need to continue this task.

RECOMMENDATIONS

- 1) A strong and sustained program should be instituted to educate people to the advantages of living near their work. The establishment of communities by industries could be a part of the plan.
- 2) The development of public transportation systems that will reduce air pollution should be encouraged — by public financing where necessary.
- 3) The Santa Monica mountains, which are just about the only open area left in the city of Los Angeles, should be preserved for public parks as recommended by Secretary Hickel of the Interior Department.
- 4) A department of Environmental Control should be a part of every city, state, and federal administration.
- 5) A program of economic sanctions of sufficient severity to discourage the pollution of water and air should be established at every level of government.

- 6) All depletion allowances for extractive industries should be repealed and a system of taxation instituted which will make recovery and recycling of used materials economical and practical.
- 7) The essence of these recommendations should be made known to the press and any interested parties, including all levels of government, and it is hoped that succeeding Grand Juries will follow through on these recommendations.

Ray Dodds, Chairman,
Environmental Control Committee

Approved by Grand Jury
November 2, 1970

JAILS COMMITTEE REPORT



Standing:
Lloyd Dickey
Dan Donohue
Harmon Bennett

Seated:
Ruth Cooper,
Secretary
Don Seare,
Chairman
Violet Dovey
Anna Priolo

The responsibility for inspecting all detention facilities located within the County, as required by Section 919 of the California Penal Code, is delegated to the Jails Committee of the Grand Jury. This committee, consisting of seven members, was divided into two teams (we suggest four teams to future Grand Juries) to enable us to complete this assignment.

During the year the entire Grand Jury and/or the Jails Committee were extremely fortunate in having many top law-enforcement officials speak to us about their functions, problems, and future plans. Among these were Sheriff Peter J. Pitchess, District Attorney Evelle J. Younger, Los Angeles Police Chief Edward Davis. Also appearing were many key members of the Sheriff's staff including Assistant Sheriff James F. Downey, Under Sheriff William H. McCloud, Chief Howard H. Earle of the Administrative Division, Chief H.B. Cramer of the Jails Division and Chief W.J. Anthony of the Corrections Division.

All jails, Sheriff's sub-stations and detention facilities (87 in number) plus some adult detention camps in the County were visited, most of which were found to be in satisfactory condition and were being well operated. Those requiring attention, together with specific recommendations, will be detailed later in this report.

Major facilities visited by the entire Grand Jury were as follows:

Los Angeles County facilities:

Hall of Justice Jail
Central Jail
Sybil Brand Institute for Women
Biscailuz Center
Wayside Honor Rancho
Mira Loma Facility

Other facilities:

Parker Center (Los Angeles Police Department Crime Laboratory)
California Rehabilitation Center (Norco)
California Institute for Women (Frontera)
Long Beach Honor Farm

At this point, we feel it proper to mention that the committee finds these institutions to be clean, well run; the inmates are treated well and fairly and the meals are nutritional with adequate amounts served to the inmates.

Under the Sheriff, custody and care of all Los Angeles County prisoners is divided into two divisions; the Jails Division is responsible for pre-sentenced inmates and the Corrections Division is responsible for sentenced inmates.

Central Jail, Hall of Justice Jail and Sybil Brand Institute comprise the Jails (pre-sentenced) Division which is under the supervision of Chief Cramer, assisted by Inspectors W.R. Howell and R.C. Welch. This division, in addition to the housing and feeding of the inmates, prepares on an average of 2200 prisoners daily for transportation to and from courts and other institutions. Handling these functions, and surmounting the many problems resulting from the over-crowded conditions existing in Central and Hall of Justice jails, requires well-trained and efficient personnel. We feel that the staff is doing a fine job in taking care of these duties and responsibilities and are to be complimented. That this opinion is shared by others is evidenced by the fact that the Federal Grand Jury in Salt Lake City (because inmates there suggested that they visit the Los Angeles County Central Jail if they wished to see a good, well-operated jail) sent a committee to inspect this jail (they also visited Sybil Brand Institute) to obtain information and ideas. We are informed they were impressed with what they saw and were quite laudatory in their comments.

Comments and recommendations regarding the facilities in this division follow.

SYBIL BRAND INSTITUTE FOR WOMEN

Although this facility handles both pre-sentenced and sentenced inmates, it is under the supervision of the Jails Division. The facility is relatively new, is clean and well kept, and appears to be adequate for the present. However, as the rated capacity of 800 has been constantly exceeded recently, pre-planning for future expansion might be advisable at this time.

We received information that a building costing approximately \$230,000 to house 23 women inmates on the work-furlough program was considered for this facility. We understand that these plans have now been abandoned or are being held in abeyance. In our opinion, this project should not be revived, as we believe different arrangements should be made for work-furlough inmates, both men and women. (This will be more fully covered in a separate section of this report.)

RECOMMENDATION

That plans for a building to house work-furlough inmates at this facility be permanently abandoned, and we further suggest that the money ear-marked for this project be better utilized by replacing worn-out laundry equipment at Mira Loma.

CENTRAL JAIL

This is a modern, clean, well-kept facility designed to handle (including the infirmary) 3300 inmates. This is one of the jails where overcrowding has created problems which will be overcome only when the planned additions to the present facility and the erection of the new building on Bauchet Street, land for which has been acquired, have been completed. These projects have been approved and are as follows:

- 1) Expansion of present facility by 2200 beds (including additional hospital beds).

- 2) An additional 450 beds to be provided by construction on the roof of the present building.
- 3) A new 8-story Administration building on Bauchet Street (across from present facility) designed to house 5000 inmates, in addition to providing offices and work space for the Sheriff and his staff.

Upon completion of these projects, it is planned to discontinue use of the Hall of Justice Jail, which will allow the space now occupied by them to be used by other County departments.

RECOMMENDATION

That priority be given to these building programs by the Board of Supervisors, and that the Chief Administrative Officer be instructed to expedite the completion of these projects which are so vitally needed. (In our opinion, any delay in these projects will not be in the best interest of the public.)

HALL OF JUSTICE JAIL

This was the first facility visited by the Grand Jury this year. Even though it is extremely overcrowded (there were about 3000 inmates in a jail designed to hold 1735 at the time of our visit), we found the facility to be quite clean and maintained as well as possible under the prevailing conditions.

The overcrowded aspect of this jail was a matter of concern not only to members of the Grand Jury, but also to the Sheriff, his staff and the jail personnel. Because of this concern, the staff, in June, at the request of the Sheriff, finalized plans to relieve this very unsatisfactory condition. This was accomplished by relocating a considerable number of inmates. After close screening, some were sent to Biscailuz Center (mostly misdemeanor cases), with many awaiting trial in Superior Court on felony charges being sent to the maximum security section at Wayside Honor Rancho. Additional problems in transporting inmates, due to the distance involved, were compensated for by the substantial reduction in the jail count in Hall of Justice jail from an average of 2800-3000 to an average of 1800-2100. Effecting this substantial reduction is to be commended.

Although new showers were installed (and are now operable) as recommended by the 1969 Grand Jury, it is still not possible for inmates to bathe daily. They are, at present, on an every other day basis. No change in this condition is seen until the remodeling and renovation of this building receives final approval and is completed. Many important and necessary changes are planned for the jail section and, as this jail will be used for several more years, the requested changes and alterations appear to be merited.

RECOMMENDATION

That the changes and alterations requested and planned for this facility be made, and the priority in scheduling be determined by the Jails Division.

Wayside Honor Rancho, Mira Loma, and Biscailuz Center comprise the Corrections (sentenced) Division and under the supervision of Chief Anthony, assisted by Inspector J. N. Dennis is responsible for the custody and care of these sentenced inmates.

One of the most important functions of this division is in the field of rehabilitation. We were impressed with the efforts and apparent desire of the personnel to do all possible in this respect and we commend them for the excellent job they have done. Many vocational skills opportunities are offered to the inmates to aid in preparing them for jobs when they are released. As these programs have been comprehensively covered in the special report of the task force on "Revolving Door" elsewhere in this Final Report, we will not detail them here. New programs are constantly being sought, but as they must of necessity be geared to accommodate relatively short-term inmates, the types of programs applicable are somewhat limited.

Comments and recommendations regarding the facilities in the Corrections Division follow.

WAYSIDE HONOR RANCHO

This is a maximum and minimum security facility. Located here is the farm which raises and supplies much of the agricultural, beef, pork and dairy products to all County detention facilities. Also located here is the bakery which supplies all of the bread, rolls, pastries, etc., to these facilities. The benefits derived from this extremely efficient operation are twofold: 1) The yearly savings to the taxpayers are considerable; 2) the "on job" training received by participating inmates is of inestimable value in assisting them to obtain employment upon their release.

The 1969 Grand Jury mentioned flood damage to part of the land at this facility and recommended studies to restore the land to productive use. We are informed that, in cooperation with the County Flood Control District, reclamation is currently in process, and it is expected that the land will again be usable by the time of next year's planting season.

Under authorization of the Board of Supervisors, a Master Plan for continued development of Wayside Honor Rancho was prepared in 1967. This is a long range plan (through 1982) which we will not attempt to detail in its entirety. We will mention, however, that part of the plan is to build 10 new dormitories (30 beds each) constructed with cement blocks from their own plant. When completed, the remaining wooden barracks at this facility, which were the subject of much discussion and concern to many members of the Grand Jury on our visit to Wayside, will be torn down and replaced with cement-block buildings.

RECOMMENDATION

That the Master Plan be completed as scheduled.

MIRA LOMA

This facility (minimum security) operates a laundry 24 hours a day which takes care of the laundry requirements of all County detention facilities. The saving to the County by this operation is very substantial. It also gives the inmates the opportunity to earn "work time off", and obtain training that will help them when released.

Due to present worn-out condition of the equipment, some production has been curtailed and the laundry is unable to operate to the extent it should. As an example, they cannot handle, at the present time, the needs of the hospital adjacent to the facility. The cost of having the laundry for this hospital done on the outside is about \$7,000 per month. With new equipment, the laundry for the hospital can be handled by Mira Loma, thus affecting a considerable saving from this source alone.

The cost of the new equipment is estimated at \$160,000, and it is felt that it will pay for itself within two years. Our committee is therefore of the opinion that the new equipment should be purchased without delay.

The desire of the Sheriff and the Corrections Division to offer helpful programs is reflected in the innovative "Stone Foundation Program" offered at this facility. The Stone Foundation Program (a private foundation founded by Clement Stone) was designed to motivate a person to change his attitudes. The system, which is taught in a lecture series (eight-week course), stresses the importance of motivating the staff as well as the inmates.

The program is currently employed in prisons in fifteen states. According to Mr. Harry H. Woodward, Jr., the Director of Correctional Programs, only 17% of the inmates completing the course returned to prison within two years of their release. This is compared to a 49% rate of recidivism for those not participating in the course.

Sheriff Pitchess decided to offer the course to a selected group of inmates at Mira Loma after enthusiastic

response by his personnel. The aim is to instill positive attitudes toward success in men who have experienced failures. The idea is innovative. Instead of the usual "here's where you went wrong," the approach is "here's how others succeeded; you can do it too."

The County program is called "Guides for Better Living", and it is available for Corrections officers as well as inmates. While this is the only County which presently offers this motivation training course, the State Department of Corrections is in the process of reviewing it.

Two classes have graduated at Mira Loma. The best indication that it will produce good results lies in the constructive attitudes shown by those who have completed the instruction series. After evaluation, the Sheriff has determined that the course merits continuation. Our committee agrees with this, and further, feels that encouragement should be given to expand it as rapidly as possible to include other facilities.

RECOMMENDATIONS

- 1) That the required new laundry equipment be purchased without delay.
- 2) That consideration be given for expanding the "Stone Foundation Program" to include other facilities as rapidly as possible.

BISCAILUZ CENTER

Among those domiciled at this clean and well-maintained minimum-security facility are the male work-furlough and week-end inmates. Also, at the present time, there are some pre-sentenced inmates who were located here to help ease the overcrowded condition of the Central and Hall of Justice jails.

As this facility appears to be well operated and running smoothly, we feel that the only comments and recommendations needed are those regarding the work-furlough and week-end programs. These programs are operated in conjunction with the County Probation Department, the participating male inmates being housed at Biscailuz Center.

The overcrowded conditions generally prevailing in the County Detention facilities indicate the necessity to relocate the work-furlough and week-end inmates so that better utilization can be made of the space now occupied by them. Also not to be overlooked are the problems arising out of housing these inmates with those not in the programs.

In our opinion, the inmates on these programs should not be housed with the regular inmates. This opinion, which we have expressed many times, is shared by the Sheriff and his staff and is reflected by Undersheriff McCloud's request to Arthur G. Will, Director of Real Estate Management, to obtain a building adequate to house these programs. This request was made after discussions with, and the approval of, K. E. Kirkpatrick, Chief Probation Officer, and L. S. Hollinger, Chief Administrative Officer. We were recently informed that a suitable location has not yet been found, but that a diligent search for one is being maintained.

While we agree that obtaining a building with full kitchen and dining facilities would be ideal, we do not believe that the search for a building should be limited to one having such facilities. A building that can be converted into just sleeping quarters with adequate sanitation facilities should suffice, as inmates on these programs can, if necessary, obtain their meals on the outside as is done in San Francisco. In addition, if possible, we feel a building should be obtained that can provide a separate section to house women who are on these programs.

For consideration and evaluation we wish to suggest an alternate to these programs.

As inmates on these programs are not under the direct supervision of either the Sheriff's Department or the Probation Department except during the hours when they are actually in custody, the danger of them committing violent acts when not in custody appears to be minimal. We feel, therefore, that in lieu of the part-time confinement to which they are subjected, a substantial fine might possibly be as

effective for punishment purposes. Other reasons why we feel this could be beneficial are:

- 1) Make available a substantial number of beds for regular inmates. (These are badly needed due to the overcrowding of all facilities.)
- 2) Make available for other duties the personnel required to handle the security of these inmates during the hours they are in custody.
- 3) Saving of the cost of leasing a new building and the cost of custodial care in excess of the amounts paid by work-furlough inmates. (Week-end inmates are not charged, and we will make a recommendation regarding this later in this report.)
- 4) Furtherance of the concept of "Rehabilitation within the Community Itself", the expectation being that this approach will be more successful in bringing about actual rehabilitation.

We realize that one of the negative aspects is the possible lack of continual counselling of the inmates by the Probation Department. This, we believe, can be overcome to a great extent by making mandatory, as part of the terms of probation in addition to the fine imposed, the requirement to appear each evening (or as often as deemed necessary) for counselling sessions.

We are fully aware that the decision for such a change is the prerogative of the judiciary, and that the Probation Department must express its approval. That is why we suggest a study be made and then, if merited, be submitted to the judiciary.

RECOMMENDATIONS

- 1) That in accordance with the request of the Sheriff's Department, a building to house inmates on the work-furlough and week-end programs (both male and female) be obtained as expeditiously as possible.
- 2) That inmates on the week-end program, who presently are not required to pay, be charged for the time spent in the facility at the same daily rate as charged inmates on the work-furlough program.
- 3) That a study and evaluation be made to consider the possibility of adopting a program along the lines outlined above to replace the work-furlough and week-end programs.

OTHER SHERIFF'S FACILITIES — RECOMMENDATIONS

City of Industry:

- 1) Additional communication facilities be provided.
- 2) Better security adjacent to the street area for office personnel.

Firestone:

- 1) Jail area is too cold and this condition should be corrected.

Montrose:

- 1) New station needed to replace present old leased facility. This is reported to be on the drawing board and should be expedited.

- 2) More parking space is needed. (We understand this has now been authorized by the Board of Supervisors.)

San Dimas:

- 1) Present evaporative-type air conditioning system should be changed to refrigerator type.
- 2) Enlarge ladies' lounge, providing showers and dressing room for female deputies.

Several suggestions, designed to maintain and improve the operation of the department, have been received from the Sheriff and his staff. These appear to have merit and should be given consideration.

RECOMMENDATIONS

That consideration be given to the following :

- 1) Improvement and expansion of the training facility.
- 2) Additional personnel for the Community Relations Bureau, thus making more line personnel available for under-staffed stations.
- 3) More and better communication equipment be provided.
- 4) Due to population increase, high priority be given to expanded helicopter service in all areas of the County.
- 5) Planned expansion of the jail system be expedited.
- 6) Additional staff of narcotic officers for apprehension of offenders and programs of education directed toward the public on the dangers of drug use and abuse.
- 7) More adequate facilities and better equipment for the crime laboratory.

CITY JAILS – RECOMMENDATIONS

Los Angeles:

Devonshire Division:

Permanent and strong wall bracket should be installed in one interviewing room so officers can attach a handcuffed prisoner to the wall should officers have to leave the room.

77th Street:

Relocation of booking area is desired and should be helpful .

Southwest Division:

- 1) Expansion of present facilities is needed to relieve overcrowding and to provide additional office and storage space.
- 2) More parking space needed.

Van Nuys Division:

Install information booth in building adjoining Captain Hogan's to handle crowds entering the building daily.

Wilshire Division:

- 1) Expand work area for staff to relieve congestion.
- 2) Take necessary steps to prevent water (during heavy rains) from draining into garage from Sears parking lot. This needs immediate attention as it causes short circuits which deprive garage of electricity.
- 3) To better serve this area, which has increased in both population and crime, and to provide adequate space, a new facility should be considered in the near future.

Venice Division:

On August 24, 1970 the members of the Jails Committee again visited the Venice jail. While many of Captain Lembke's recommended changes and improvements had been made, additional changes are recommended for this facility.

In our opinion, the facility is unfit for continued use and although a new facility for this area was approved about four years ago, we understand the land at the site agreed upon has not yet been acquired. We were also informed that it probably will be several more years before the new facility is available. The inordinate delay from approval to availability appears to be unreasonable and not in the best interest of law enforcement, the community, or the taxpayers. Steady rising costs of land and construction will make further delay expensive and we urge that the land purchase be finalized and construction started.

Pending availability of the new facility, certain changes are imperative at this time. The changes, including our recommendations, which should be made now are:

- 1) Two cells on the ground floor on the east side of the building and two cells upstairs (used for juveniles) have solid metal doors with small "peep holes". They appear to have been designed for the dangerous type of inmate or for solitary confinement; when these doors are closed - which they are when they are occupied - there is no cross ventilation, making them quite unbearable, particularly in hot weather. We feel these four cells are unfit for occupancy in their present condition and their use should be discontinued until the doors are replaced with the barred-type door. We recommend this be done at once.
- 2) To improve the operation of the newly located booking area, it was suggested that the top half of the floor to ceiling bars be removed. We recommend this be done.
- 3) A sound system with the speaker located in the Watch Commander's office to pick up "activities" in the rear cells and the upstairs cells will be very helpful in maintaining proper surveillance and order. We recommend this (or preferably a video system) be immediately installed in all areas where full visual surveillance at all times is not possible.

Avalon:

Replace present toilets (which create a potential hazard) with modern facilities as used in other jails.

Gardena:

Additional T. V. coverage of cell area appears necessary to increase efficiency in the operation of this facility.

Torrance:

Roll-type door at entrance for police cars should be repaired.
(We are informed this has now been repaired.)

Long Beach Honor Farm:

The Grand Jury members who visited this facility were quite impressed with their pilot program to rehabilitate chronic alcoholic offenders. We were also impressed with the dedication shown by the officers in charge, and by the counsellors who work with the inmates.

Dr. Litwack, Health Officer, Department of Public Health, is confident that exposure to the rehabilitation process can be effective with significant numbers of these men. He is also cognizant of a few areas in the program which, if altered, would facilitate a more comprehensive approach.

In his letter of October 2, 1970, he outlines these alterations, and also makes mention of many other ideas that certainly merit consideration. Time did not permit us to make a complete study of his many suggestions, so detailed recommendations are not possible at this time. We do, however, recommend that the 1971 Grand Jury make an early study and evaluation of these suggestions and give as much support as possible to this very worthy program.

JAIL VISITATIONS

As previously stated, by statute the Grand Jury (Jails Committee) is required to visit all detention facilities located within the County. We are in receipt of information that the County Health Department (by statute) and the Vocational Training Commission (by County Ordinance) are also required to inspect these facilities.

It would appear there is quite a duplication of effort in these required inspections. Considering the time factor involved in our making these required inspections and the busy schedule of the Grand Jury, we feel changes should be made in the statutes giving more flexibility to the Grand Jury in the jail visitations.

RECOMMENDATION:

That the Board of Supervisors actively sponsor legislation to have the statutes amended as follows:

- 1) The Grand Jury (Jails Committee) be required to visit all County facilities, excepting Sheriff's sub-stations and adult detention camps, at least once each year; and
- 2) Be required to visit all other facilities; i. e., City Jails, Sheriff's sub-stations, and Adult Detention camps, every three years, or more often if deemed necessary.

The members of the Jails Committee express their appreciation and gratitude, and that of the entire Grand Jury, to the staff of the Sheriff's Department, the various City Police Departments, and the State institutions we were privileged to visit, for the many courtesies extended to us and for the cooperation they gave us throughout the year.

Don C. Seare, Chairman,
Jails Committee

Approved by Grand Jury
November 2, 1970

NARCOTICS COMMITTEE REPORT



Standing:
Olive Jackson
Dan Donohue
Anna Priolo

Seated:
Christine Mather
Voris Marker,
Secretary
Grace Wiener,
Chairman
Patricia Krogstad

NARCOTICS & DRUG ABUSE: — A SOCIAL DISEASE

Narcotics and Dangerous Drug Abuse is accelerating at such a rapid pace that it is threatening to engulf a large segment of our society. This is the consensus of opinion of experts on the subject and the basis for this committee's concern.

In its research the committee read this statement: "It is indeed difficult to comprehend the magnitude of the problem," says Dr. Hardin B. Jones, Professor of Physiology and Medical Physics at the University of California at Berkeley. "Yet social disease in the form of drug abuse, which moved from the slums to our college campuses, *has now infected the entire spectrum of our schools* and is spilling over into the middle-class adult world as well. The extent of this drug craze is unbelievable and its projected increase is frightening."

"If no remedy is found," says Dr. Hardin, "*half* of our young people may be so crippled or destroyed by drug abuse within the next three years that they may not be able to function as effective members of our society."

Thus, narcotics and drug abuse is everybody's problem. It presents everyone with a crisis of mounting proportion that is without precedent. True, efforts to curb this abuse are being made at every governmental level — Federal, State, County, local — and by independent agencies within the community, but these efforts are not as effective as one might wish. Can the reason lie in the fact that between these levels of government there is a lack of communication and coordination?

In the opinion of the Grand Jury, there should be total cooperation among all agencies combating narcotics and dangerous drug abuse. It is essential to clearly define areas of responsibility, share results and thus avoid costly duplication and confused approaches.

DRUG-ABUSE EDUCATION

The Narcotics Committee of the 1970 Grand Jury has taken the position that one of the best services it could render would be to advocate education, especially for the young. Captain Dennis Cook, Sheriff's Department, virtually set up a guide post for the committee's subsequent actions when he said: "Drug abuse is a personal decision." adding that too often the young make their decisions under the pressure of their peers. Youth must be made to understand that whatever its needs or problems, drugs are not the answer; the danger lies not so much in turning on as in the difficulty in turning off!

The committee felt the child must be made to understand, in his own terms and in the terms of his peers, what the dangers are to himself in drug abuse. This feeling was confirmed by committee members who reached their conclusion after extensive work in the field. They concluded that drug-abuse education *must* be an integral part of the school curriculum. And this kind of education *must* start at the kindergarten level while the child can still absorb fresh impressions and continue through the twelfth grade.

Thus, in February, the Grand Jury adopted this resolution sent to the California State Legislature: that it *amend the State Education Code, Chapter III, Article I, Sections 8503 and 8504, to bring about mandatory, adequate, continuous instruction by qualified persons in elementary classes on the dangers inherent in the use of narcotics and dangerous drugs.*

The committee's investigation in the schools disclosed that such explanation is being given in only a few schools at the present time, and is not an on-going overall program.

THE MAYOR'S COMMITTEE AND THE GRAND JURY

In March, at the request of the County Board of Supervisors, the committee studied and evaluated the report of the Mayor's Committee on Narcotics and Dangerous Drugs. After detailed study and analysis, the Narcotics Committee approved, and the Grand Jury accepted the report of its sub-committee. That report was released to the Board of Supervisors on June 30, 1970.

SHERIFF'S ROLE IN DRUG-ABUSE EDUCATION

Captain Dennis Cook and Sergeant Chuck Elliott of the Sheriff's Department were exceedingly helpful to the committee, explaining in detail their work in the schools, with young students, teachers and parents, using a primarily preventative approach. They stressed that parents and teachers need to know how to recognize the early symptoms of drug use. They must be accurately informed about the various drugs available to young people, that is, they must know at least as much as the young people! These men helped to educate the committee by supplementing their presentations with slides on the various properties of narcotics and barbiturates, together with their effects.

- 1) Participation by schools in the Sheriff's program is optional. The Sheriff is glad to accept those invitations extended to him. The Los Angeles County schools might take more extensive advantage of this excellent program.
- 2) Dr. Gus Dallis, Health and Education Consultant, emphasized, in his talk with the committee, the need for audio-visual aids, together with lectures and special programs. The Grand Jury recorded its support in his appeal for funds for a comprehensive pilot program for short T. V. programs written with the view that later they could be used as in-service education for teachers.

THE LEARNING CENTER, LONG BEACH

Members of the committee paid a fruitful visit to an institution in Long Beach known as the Learning Center. The trip was hosted and conducted by Miriam Smith, the creator and founder of the Center. The institution is a rehabilitation center, *with a difference*, and it was the difference that impressed the committee. Along with the usual functions of a rehabilitation center, the institution is so structured as

to form a bridge or channel between those assigned (all suspended students because of drug involvement) and their own normal schools. The drug addicts are encouraged to continue their normal studies until they are qualified for readmission to their regular classes. At the time of the committee's visit, there were eighty-seven students assigned, ranging in age from 13 to 19. Classes are conducted by credentialed teachers.

The Center is visited periodically by Lieutenant James Miller, Vice and Narcotics Division of the Long Beach Police Department. Lieutenant Miller has created a rapport with the student-inmates by mingling with them and talking to them in their language and on their terms.

The project, federally supported, is generally recognized as successful. Teachers are paid out of funds supplied by the Long Beach Commission on Economic Opportunity. Books are supplied by the school district.

PROJECT DOPE-OUT

This project was brought to the committee's attention by the Sheriff's Department and is patterned after a similar project aimed at curbing tobacco use by the very young. That effort, called *Smoke-Out*, enjoyed a successful tryout in Bakersfield.

Project Dope-Out calls for total involvement of the young speaking to the young. It includes planning, organization and actual operation of an anti-drug campaign. These, in essence, are the principal features of the project: the participation of the young people in a constructive program, working through accepted channels towards a positive objective.

The Grand Jury is impressed with the overall concept. Indeed, the Chairman of the Narcotics Committee appeared before the Los Angeles County Board of Supervisors and appealed for initial funding for the program which was denied.

The committee still feels that the *Project Dop-Out* concept can be a major contribution in combating the misuse of dangerous drugs and narcotics providing that the financial structure is basically sound and total cost reasonable. This calls for additional study and is recommended to the 1971 Grand Jury for follow-up.

FEDERAL BUREAU OF NARCOTICS AND DANGEROUS DRUGS

Mr. Frank Larkworthy of the Federal Bureau of Narcotics and Dangerous Drugs spoke to the committee and traced the historical development of international conventions which attempt to regulate the illegal traffic in narcotics.

He stated that his department is primarily concerned with inter-state and international traffic and the enforcement of Federal laws.

There is currently much discussion and concern over the diversion of legitimately produced drugs into the illegal market. Only about fifty percent of the 16 billion amphetamines and barbiturates produced annually are legitimately prescribed — the rest enter the illegal market and are consumed by the estimated 30 million barbiturate and amphetamine abusers in this country.

80% of the world's clandestine drug and narcotics laboratories' production is in France. Turkey and Iran grow vast quantities of opium. Much of these materials will enter the United States one way or another . . .

It is obvious that strong action is needed to control the production, distribution and importation of dangerous drugs and narcotics.

The committee presented, and the Grand Jury adopted: *that Congress vigorously enact the necessary controls and legislation to restrict the traffic into this country of narcotics and dangerous drugs.*

As a step in the right direction, the State this year passed the "Drug Abuse Control Act of 1970" which essentially controls the sale and transfer of restricted dangerous drugs.

TREATMENT FACILITIES

Visits to several drug-abuse clinics and discussions with Jerry Inglis and Michael Silver of the County Inter-Departmental Drug Abuse Committee all revealed that, among others, there is a desperate need for facilities where young addicts may kick the barbiturate habit. Additional beds and in-patient detoxification programs under medical supervision must be provided in this County.

It takes from 21 to 30 days under constant supervision for a barbiturate addict to kick this habit. Furthermore, specially trained and talented medical personnel and counselors are needed to communicate with these addicts in order to effect more permanent rehabilitation in addition to physical withdrawal.

DR. EDWARD STAINBROOK

Dr. Edward Stainbrook, Department of Human Behavior, Los Angeles County, USC Medical School, spoke to the Grand Jury about reasons — as he sees them — for young people turning to drugs.

He stated that youth, at all levels of society, is searching for "now" values and more valid meanings in the normal course of maturing. Also, drugs are a short circuit to "feeling good". One real challenge is that the process of "getting out of the family group" be accomplished without anxiety or guilt which often leads to self-destructive behavior — drug abuse.

He further commented that the use of drugs — "dropping out" — is also a form of protest against social injustices, hopelessness and the war. He recommends that the educational system teach the process of socialization and the establishment of significant human relationships.

CONCLUSION:

Drug use does not solve problems, it creates them. The only sure way to stop using drugs is not to start. Addicts are never cured, they are, at best, controlled.

The 12-16 year old pill-popping, turned-on, peer-group hero becomes the 19-24 year old inmate of the California Rehabilitation Center. Thereafter, he can look forward to a repetitious cycle of institutionalization and probation for the remainder of his life - - an average of 37 years. What can be done? A 4-pronged, coordinated attack is needed:

- 1) early adequate education for prevention
- 2) early, sustained corrective treatment for the offender
- 3) stiff enforcement of laws to get the seller for profit out of circulation and off the streets
- 4) regulation and control of production, distribution, importation of dangerous drugs and narcotics

RECOMMENDATIONS

The following are the result of extensive research into probation practices and numerous visits by committee members to hospitals, work camps, rehabilitation centers, clinics and various places of incarceration. These recommendations were adopted by the 1970 Grand Jury:

- 1) One of the probation camps be set aside, properly equipped and staffed exclusively for the young drug offender so he can receive the special treatment and therapy which he needs for his rehabilitation.

- 2) The firm implementation of existing laws dealing with those who furnish narcotics and dangerous drugs, including marijuana.
- 3) The investigating officer's original report should be a mandatory part of the formal Probation Report that is filed with the court. This addition should be entitled Investigating Officer's Recommendation, and would enable the Court to have a total comprehensive history of each defendant as an aid to sentencing.
- 4) That part of Old Olive View Hospital be used by self-help and community agencies in cooperation with related County Departments for the rehabilitation of narcotic and drug addicts.

Endorsed October 20, 1970, by the Board of Supervisors and referred to the CAO for study and report.

Grace Wiener, Chairman,
Narcotics Committee

Approved by Grand Jury
September 28, 1970

SCHOOLS – JUVENILE COMMITTEE REPORT



Standing:
Olive Jackson
Lloyd Dickey
Anna Priolo

Seated:
Ruth Cooper
Patricia Krogstad,
Secretary
Addison Quarles,
Chairman
Alice Worrell

Vocational training, basic education and rehabilitation of young offenders toward productive, self-sufficient lives have been the special interests of the Schools-Juvenile Committee of the 1970 Grand Jury. To learn how well these objectives are being met, the committee visited Central Juvenile Hall, MacLaren Hall, Juvenile Probation Camps, the County Board of Education, and heard speakers from the Probation and Education Departments, the Judiciary, the Probation Committee, and the California Youth Authority.

JUVENILE CAMPS

The committee visited several Junior Camps (boys 13 through 15) -- specifically, Holton, Munz, Paige, Scott, and Kilpatrick. These camps basically have a full-time school program with special emphasis on remedial education and require about two hours' work each day.

Kilpatrick is designed for the emotionally disturbed, difficult boy; Paige provides a program with pre-vocational emphasis, and Holton is a more secured camp for the potential runaway.

The Senior Camps (boys 16 through 18) -- Afflerbaugh, Gonzales, Mendenhall, Glenn Rockey, Miller, and Scudder basically have a six-hours of work, two hours of night school program. (Much of this education must be basic, remedial.) At Afflerbaugh, however, the program is geared toward a high school or general education diploma with four hours of school a day. Miller, too, offers four hours of education a day and intensive 10 to 20 week vocational and pre-vocational training courses. The latter has two very successful, innovative programs; one offers training and future employment by Standard Oil Co. and the other trains and places boys with Market Basket grocery store in Malibu.

Since the specific programs in the individual camps differ, it is of prime importance that the individual boy's problems and needs be carefully assessed so that assignment, after sentencing, may be to the proper camp in order to be most effective in bringing about positive changes in the behavior and attitudes of the delinquent.

Critical to successful rehabilitation is preparing the delinquent for adequate functioning in his home

environment. Experience and theory of correctional and probation personnel indicates that the problems in the home and community must also be resolved. Toward this end, Probation Department programs are being developed to encourage family participation in the treatment of the youthful offender. Family involvement is vital yet difficult to secure for a variety of socio-economic factors. The average stay of six months in a camp is of little long-range value if the youth is returned to the same environment in which he failed before.

To further treatment at the local community level, the State in 1965 initiated a subsidy program (State Aid to Probation Services was explained to the committee by Mr. William Scully, Regional Supervisor, California Youth Authority), of payments to counties for reducing commitments to state facilities. These funds are to be used for the supervision of offenders in county or community facilities; thus boys who might have been committed to the Youth Authority are now placed in camps.

While the intent of the program is laudable, the practical effect, due to the open camp setting, current camp programs, and staff ratios, has been the creation of major problems for the entire camp system in the county.

There has been a significant change in the type of boys assigned to camps. Among the offenders ordered to camps there are now many "incurribles" who are not amenable to treatment in the open setting and unable to control their behavior. The number of youths running away from camps or being removed for disciplinary reasons has increased to the extent that camp resources are dissipated and the basic treatment programs are seriously jeopardized.

The State subsidy of up to \$95.00 per child per month is unrealistic and places an additional burden on the county; the cost is \$400.00 per boy per month in camp.

It must be recognized that the "good, clean delinquent with a little guilt . . ." is being replaced by a self-punitive, more incorrigible offender.

Re-evaluation of the State Subsidy Program and its funding seems indicated, and a study of results should be made:

- 1) How successful is the program?
- 2) Is rehabilitation successful under the community treatment program?
- 3) Do the results justify the transfer from state to county custody of offenders whom the latter is ill-equipped to handle?

In the interim, every assistance must be afforded to the Probation Department in meeting the problems of security, control, and counseling staff without delay.

On its visits to the camps, the committee was impressed with the training, ability, and concern expressed by the camp directors, teachers, and other staff members.

After these camp visitations and further inquiries, the committee made the following recommendations adopted by the Grand Jury:

- 1) That top priority be given to assigning one additional teacher to MacLaren Hall.

On June 30, 1970, the Board of Supervisors concurred and another teacher was provided.

- 2) Urged that the new pre-assignment testing and evaluation program for placement in probation camps be further implemented and expanded with utmost speed.

The Board of Supervisors referred this recommendation to the Chief Administrative

Officer, Superintendent of Schools, and Chief Probation Officer for study and report.

The 1971 Grand Jury is asked to further pursue this recommendation.

- 3) Requested that the 20-bed maximum security unit needed at Camp Holton be provided as soon as possible and that the Camp Kersey security facility for incorrigibles be completed.

The Board of Supervisors referred this to the Chief Administrative Officer for study and report on July 3, 1970.

- 4) That these improvements be made at Camp Munz:
 - a. Two additional light standards be installed for the outdoor athletic field.
 - b. Replacement of the camp bus with a vehicle mechanically safe for mountain roads and large enough to meet the program needs. (This item has been approved for the 1970 budget.)
 - c. Resurfacing of the gym floor for the coming winter season.
 - d. Provide additional counseling rooms to meet the needs of the staff in handling the type of boys assigned to the camp under the State Subsidy Program.
- 5) That these items be provided for Camp Mendenhall:
 - a. A supply of mattresses so that these may be replaced as needed or at least twice a year.
 - b. An adequate stock of fire jackets and shirts since these receive heavy, frequent wear.
- 6) That the County Fire Warden, Health Department, and Forestry Department consult and reconcile their differing requirements for water storage requirements at Camp Fenner.

It is requested that the 1971 Grand Jury follow through on the above recommendations.

SUPERINTENDENT OF SCHOOLS

Dr. Richard M. Clowes, County Superintendent of Schools, spoke to the jury about his department. There are 95 school districts in the county; these are autonomous entities under the supervision of local, elected boards of education. The county operates only the special schools such as those in the probation camps, juvenile halls, and a school for the handicapped. The other chief function of the County Department of Education is to provide a wide variety of services for the combined districts that each alone might not be able to afford. These services are implemented only upon request.

Dr. Clowes states that in accordance with the Welfare and Institutions Code his department must provide the schooling for wards of the court and has complete jurisdiction over the faculty and curriculum. All educational programs must be established through his department for educational credit to be given, and teachers must hold valid California credentials.

Educational programs in the probation camps were discussed, and these were the conclusions:

- 1) Much greater communication and coordination is needed between the Probation Department and the County Board of Education. Therefore, meetings between Probation and Education Departments' personnel regarding joint long-range goals planning should be established and regularly held.

- 2) Programs such as the one for boys with college potential initiated by Director Renso Enkoji of Camp Afflerbaugh in cooperation with Claremont College should be coordinated with Dr. Clowes before implementation. (Dr. Clowes was given a copy of the proposal and promised to study it.)
- 3) Moving unused power equipment from Camp Kilpatrick the few hundred feet to Camp Miller where it is needed and providing the necessary shop building should be investigated with the Mechanical Department.
- 4) The possibility of qualifying the Standard Oil Program at Camp Miller for high school "work experience" credit should be pursued. (The Standard Oil men, though highly qualified to give this training, are not credentialed teachers.)

Dr. Clowes discussed the duplication of activity by boards and commissions in his area of responsibility. Specifically, he referred to the Vocational Training Commission's independent program development, seeking of grants and approach to the Board of Supervisors - - then leaving the County Board of Education to operate the program. In addition to some consolidation of these advisory bodies, greater definition of responsibility, authority, and accountability is needed.

Subsequently, the committee recommended and the Grand Jury adopted the following:

That commissions and committees - such as Probation, Delinquency and Crime, Youth Vocational Training - frequently develop and initiate educational or training programs for probation camps without consultation with the County Department of Education.

Since this practice leads to duplication, undue extra work, lack of educational credit for participants, and excessively costly projects, it is urged that the Board of Supervisors order all of its advisory boards and committees to consult with the County Superintendent of Education before attempting to fund, implement, or initiate any educational or training programs in the areas where he has jurisdiction.

After study and consultation with the organizations mentioned, the Chief Administrative Officer agreed with the above recommendation, and the Board will so instruct all advisory boards, committees, and commissions.

PROBATION DEPARTMENT

Mr. Kenneth E. Kirkpatrick, Chief Probation Officer, explained his office and its functions. He commented that 60% of the county's budget is spent on the "county's ailments".

The Probation Department is the fourth largest in the county, with an annual budget over \$40 million and over 4,000 employees. It is a treatment agency, he reported, and at any given time has, under supervised control and in rehabilitative programs, 38,000 adults and 26,000 juveniles. The department operates four major juvenile detention facilities, eleven camps for boys, and two facilities for girls. In addition, there are several rehabilitation programs operated in the community. These are relatively new and should be evaluated by the 1971 Grand Jury (specifically, RODEO, COYOP, VIPS, Day Centers and Family Treatment Centers).

He emphasized the value and need for more programs like the ones operated by Standard Oil Co. and Market Basket. These provide practical job training and give a boy a job upon his release and satisfactory completion of training. He also referred to the increased utilization of volunteer efforts in the camps for such things as tutorial programs and community outings; college students have been particularly successful with these projects.

Furthermore, an additional problem has been the 552% increase in drug involvement among the young offenders in custody of the Probation Department.

COUNTY BOARD OF EDUCATION

Mr. Vincent H. Simpson, President of the seven-member County Board of Education, gave the committee a brief outline of the procedures and responsibilities of his department. The Board is appointed by the Supervisors but receives its powers as a supervisory and policy-making agency from the State Constitution, the Education Code, rules and regulations of the State Department of Education, and the Charter of the County of Los Angeles.

He discussed the Film Department of the Division of Education Media of the County Department of Education. On its visit to the County Department of Education offices, the committee had viewed a film entitled "The Hand" which had given rise to questions as to how films are selected and the sources from which they are obtained.

Mr. Simpson explained that the Film Library is automatically on the mailing list of almost all companies who produce educational type films. These companies supply a list of proposed films with a resume of each. A selection is made on the basis of need for supplementary material for classroom work. An evaluation committee of from ten to fourteen members reviews the films received by the department for proper content, subject matter, technical merit, and appropriateness, each member completing and signing a form stating his evaluation and registering his approval or rejection.

Films may also be requested by individual teachers; and if enough interest is shown in a particular film, an effort is made to obtain it for review.

The Board of Education reads the evaluation and resume before giving its approval, and if a Board member questions a film's value or if the material is controversial, the Board has a look for itself. As new films are to be purchased in accordance with the need for a particular subject matter, these are chosen from the approved list.

The County Film Library is extensive and has its own maintenance department staffed by experts in the field. Mr. Simpson reported that the department has been funded to purchase some 200 titles this year.

Teachers within school districts in the county request films with the approval of the District Central Office. Individual districts pay the county for the use of these materials.

The system of evaluation and control as explained by Mr. Simpson seems reasonable and efficient. The committee was interested to learn that "The Hand" was not accepted by the Evaluation Committee.

JUVENILE COURT

According to Judge Robert A. Wenke, 1969 Presiding Judge of Juvenile Court, who spoke to the Grand Jury as a whole, Los Angeles County Juvenile Court is the largest in the United States. It has grown two and a half times from 1960 to 1969.

Of the 40,000 cases a year, one-half are recidivist, with as many as eight or ten prior arrests; but there is no real pattern in the repetitions. There are a great variety of offenses with an increase in crimes of violence and an average of one homicide per week.

In Judge Wenke's opinion, the best treatment is to return the young offender to the community as soon as possible since he "must eventually function there . . ." Whenever possible, the Court seeks to protect the future life of the juvenile; therefore, for first and second time offenders charges are reduced or not sustained — unlike adult court — the same sentence can be given anyway. It is possible to "seal" juvenile records; however, often individual cities do not destroy arrest records and they can be brought to light years later.

Last year drug use increased 400% (1000% in the last ten years), with a great many undetected and not apprehended. In Judge Wenke's opinion, some of the causes for the growth of the drug sub-culture are: no self-esteem, no parental care or understanding, and "turned off" by school. The usual age for

beginning drug use is 15, 16, 17. The Penal Code defines a "seller" as one who "sells, furnishes or gives . . ." drugs. "Real sellers" are treated more harshly than juveniles, but the distinction is subjective and not clearly defined.

In Judge Wenke's opinion, there needs to be a greater emphasis on rehabilitation and prevention. Many pilot programs with the necessary funding are needed, for example, the Chicago "Neighborhood Assistance" in which community people are trained and paid to help in their own neighborhoods. People in "Big Brother" movements are more successful than outside professionals.

Judge Wenke cautioned that unless the trend is reversed a majority of males born in 1965 will have some form of police record by age 25.

Judge Wenke made the following comments in reply to the 1969 Grand Jury recommendations:

- 1) It is true that McLaren Hall is overcrowded and a new facility badly needed. (New McLaren Center has been authorized and preliminary plans are being drawn.)
- 2) The extent of probation supervision over offenders retained in the community varies, but on the whole it is good. Admittedly, this procedure involves a calculated risk for the community and there is some conflict in outlook between the Probation Department and law enforcement personnel.
- 3) "Juvenile and family confusion" regarding court proceedings is not really a problem. Defense attorneys do their job well but deal with unsophisticated people. Intake and detention protects the rights of juveniles. Petitions are filed within 48 hours of arrest. Hearings are calendared within five days for adjudication of petition and, if sustained, final disposition hearings are within two weeks.

Addison Quarles, Chairman,
Schools-Juvenile Committee

Adopted by Grand Jury
October 29, 1970

SOCIAL SERVICES COMMITTEE REPORT



Standing:
Addison Quarles
Gerald Calhoun

Seated:
Barbara Sanchez
Christine Mather
Olive Jackson,
Secretary
Anna Priolo,
Chairman
Ruth Cooper
Alice Worrell

“Crisis in Welfare!” These were the words this committee heard from Ellis P. Murphy, Director, Department of Public Social Services, when he addressed the Jury last January. The caseload in the county had reached over 688,000 and was growing at the rate of more than 110,000 annually. A staff of almost 12,000 was employed by the department, one of every eleven persons in the county was on welfare, the 1969-70 budget was \$645,000,000 and would be exceeded.

For 1970-71 he predicted that 850,000 persons, one out of nine, would be on welfare and his proposed budget was \$903,000,000. As finally adopted, the budget is 42% of the county budget and is \$907,500,000.

He stated the following as some of the reasons for this increase: family breakdown, many new programs of greater scope created in the last ten years, court decisions (removal of residency requirements added 35,000 additional persons at a cost of \$9,000,000 in the first year), greater awareness of welfare, liberalization of eligibility, and historical liberalism of the California Legislature (state has no citizenship requirements).

He remarked that liens on the estates of welfare recipients — not exercised during the lifetime of the surviving spouse or while children are dependent of the estate — are reasonable and equitable. A. Alan Post, Legislative Analyst, has also supported this concept. The majority of the committee did not, however, concur.

A number of other speakers heard by the Jury provided important background information and a greater understanding of the county's endeavors in the field of social, human problems. These included: William A. Barr, Director of Hospitals; Honorable Robert Wenke, Presiding Judge, Juvenile Court; Kenneth E. Kirkpatrick, Chief, Probation Department; F. Burton Powell, Director, Department of Community Services; Harry R. Brickman, M. D., Director, Mental Health Department; Herbert L. Carter, Director, Human Relations Commission; Roy D. Hoover, Director, Department of Urban Affairs.

In addition, this committee should, at the beginning familiarize itself with the work and areas of

responsibility of the Public Social Services Commission and Public Welfare Commission.

Awed by the vastness and complexity of welfare, the committee began its work by reviewing the work of past grand juries from summaries prepared by the chairman. Each visitation or speaker would be evaluated at a committee meeting, the subject further investigated as needed, and recommendations presented to the Jury for adoption. (See end of report.) The agreed upon goal was to aim for answers to these basic questions: Are welfare programs meeting their dual responsibility to the needy/disabled and the taxpaying citizen? Are training and rehabilitation programs working as they could and should? Is there duplication of and confusion about programs and services? And at what level of government should determination, financing and control of programs be?

FAMILY AIDS DISTRICT OFFICE

The committee spent one morning at the Belvedere Family Aids District Office of the Department of Public Social Service; this office administers primarily AFDC, Food Stamps and Medi-Cal for East Los Angeles families. A staff of about 400 services 9,000 families, mostly without fathers; about 40% of these families can be considered as temporary recipients; the average family size is six to eight children. This visit led to the following conclusions:

- 1) Fragmented legislation, new regulations and new programs without elimination of old ones, and bureaucratic red tape create a virtually impossibly complex administrative work load for each worker in this office.
- 2) A one-year old volunteer program providing assistance with transportation, money management, nutrition, baby sitting, and getting to work or to school on time has shown promise of success and is being expanded.
- 3) There is tremendous need to teach the children English as soon as they begin school; all else should wait until this has been accomplished.
- 4) In this community, cultural traditions keep many of the women from using available child-care facilities which would enable them to work, receive training or attend school.
- 5) While department policy requires that social workers initiate a discussion of the availability of family planning – birth control-services – where such information would seem to be helpful to the client, further emphasis and work in this area is needed.

HOSPITAL VISITS

After visiting Los Angeles County–USC Medical Center and Olive View Hospital the committee decided that, while these had been informative and interesting experiences, in assessing priorities it would not visit any more hospitals. These are inspected annually by the Public Welfare Commission and under the scrutiny of the Hospital Commission.

WORK INCENTIVE

A study of the WIN – Work Incentive – Program was undertaken by the committee. This program, administered by the State Department of Human Resources Development under agreement with the Department of Labor, was started in California in August 1968. It is to provide needed manpower and supportive service, training programs to upgrade skills, increased employment opportunities, and incentives to federally eligible AFDC recipients, to enable them to enter and remain in meaningful employment, opening the way to permanent self-support. While becoming job ready, in addition to the grant, welfare pays such additional costs as personal expenses, transportation, child care, and up to \$30.00 per month "incentive pay." Members of AFDC households over 16 and not in school are, essentially, eligible recipients. The program is funded 80% federal, 20% state. However, county welfare departments must

review the eligibility and appropriateness of all working-age recipients AFDC for referral to WIN; it must assign and train staff to serve these enrollees and arrange facilities in which they can be trained and given work experience.

To avoid duplication the most careful evaluation of and coordination with existing public and private education, training and work facilities is essential.

The goals of WIN are positive, commendable and in the right direction. It was stated repeatedly that the program is more successful in California – particularly Los Angeles County because of the abundance of resources – than in the rest of the country. The committee observed dedication and enthusiasm among the persons it met while studying the program. However, reservations remain because of these observations:

- 1) Through June 1969 in Los Angeles County, out of 53,000 individuals, 22,000 (42%) were judged appropriate, 19,000 (37%) referred to WIN, 5,800 (30%) referred back to welfare (of these, 1,300 refused to participate)¹
- 2) Referral to and acceptance of training and job placement is mandatory, by law, for AFDC-U persons (6,000 of 9,000 men on L. A. County welfare rolls) but, in fact, no effective sanctions are imposed on those who refuse to participate.
- 3) Division of authority between HEW which controls WIN funds and the Department of Labor which has the primary responsibility for administering the program has led to confusion and contradictions in directives issued to the state. Lack of communication between the State Departments of Social Welfare and Education in their directives to the county adds further to the administrative problems. Furthermore, an excessive amount of time must be spent by WIN staff to complete the vast number of required forms.
- 4) This program has been operative less than two years. Therefore, a more meaningful evaluation can be possible only after the employment status of trainee-graduates is studied over a longer period of time; the average training period for an enrollee is 18-36 months.

STATE DIRECTOR OF SOCIAL WELFARE

Since most of the fifty or more social welfare programs administered by the county are created by state legislation based on federal law (only General Relief is under county control and 100% county financed - about 15% of the county expenditure) Robert Martin, State Director of Social Welfare, was invited to speak to the Jury. He stated that his department fulfills the federal requirement for one state agency to receive all federal monies and prepare one basic plan for all the counties based on the Social Security Act, HEW regulations, etc. It also supervises local administration through county welfare departments of all categorical aid programs (AFDC, AB, OAS, ATD), Food Stamps and others.

He briefly outlined parts of the President's proposed welfare reforms – FAP – still slowly moving through Congress and which could result in substantial changes in welfare administration and procedures. The effects FAP would have in California must await an analysis of the measure in its finally passed form.

He called the following points to the Jury's attention:

- 1) A welfare recipient often can do better financially than someone working, particularly when additional benefits such as Medi-Cal are taken into consideration.
- 2) The changes in social conscience and structure because of which the state is replacing former family ties and responsibilities.

¹ State of Calif.-Human Relations Agency, Dept. of Social Welfare, Annual Statistical Report, Public Welfare in Calif. 1968-69

- 3) Increased activity of community action groups (funded by OEO, often) legal assistance groups, welfare rights organization which have emphasized that "welfare is a right, not privilege" and not stressed responsibility.
- 4) Class court suits of which 65% have been won by the plaintiff and in each case result in liberalized regulations which the county must implement at an inordinate price tag, i.e., welfare payments to needy children can no longer take into account the income of a step-father.
- 5) Services should be separated from income maintenance; there has been an "over-sell" of services and too little practical help.

THE MANAGEMENT COUNCIL

Lawrence T. Cooper, President, the Management Council, told the committee of his organization's work and the efforts of some of the private sector in providing jobs. The Council was started in 1965 following the Watts Riots. It is a catalyst whose major function is to encourage employers to reach into disadvantaged areas to discover, recruit and hire qualified persons to fill open jobs without lowering their standards. The goal is to provide an escape route for the needy to permanently remove themselves from the disadvantaged category. He reported:

- 1) According to a 1966 USC survey, fifteen months after the program began 203 companies had hired 17,903 persons; two-thirds of these were still with the same company; of the one-third who left their original job, one-half were working for higher pay (average for men and women, \$2.75 per hour). Most of the persons had obtained raises, about one-third had moved into better homes, all the companies were satisfied, and none of the terminations indicated discrimination.
- 2) There has been real progress towards cooperation and proper job opportunity forecasting between business, industry and educational, training institutions.
- 3) Appreciable improvements have been noticed in communication, overcoming of resentments, frustration, bitterness and distrust. However, these areas remain as a continuing need and challenge.
- 4) The Council works with CAMPS, National Alliance of Businessmen, and refers persons to proper Manpower Development Training Programs. He noted that, in his experience, MDTA funds were well spent in this county.
- 5) In 1970 the problems are greater and somewhat different. 90% of the unemployed lack basic education and skills — 0-3 grade reading level, whereas 4th or 5th grade level is considered minimum. About 150,000 new arrivals settle in the county's disadvantaged areas each year (about 1,000 black, 800 Mexican-American per month). Were it not for this influx of new residents, he felt the problems could be solved in six or seven years.
- 6) Some advances, but too slowly, are being made in placing people as apprentices with the union trades.
- 7) Lack of basic business know-how dooms most small independent business ventures to failure. About 11% are considered sound enough to be given help.

On the committee's recommendation, the 1970 Grand Jury adopted a letter — "commending the Management Council for its outstanding success in bringing together qualified job applicants from disadvantaged areas and employers in need of workers . . ." Copies of this letter were sent to the Governor and other concerned Federal, State and local public officials.

COOPERATIVE AREA MANPOWER PLANNING SYSTEM

In further pursuit of evaluating training programs and job opportunities, the committee investigated CAMPS. Donald Fishel, Executive Secretary, Los Angeles Committee, Cooperative Area Manpower Planning System, spoke to the committee. CAMPS is a network of national, regional, state and local committees created in 1967 to provide a coordinated framework for the identification of manpower needs and solutions of manpower problems in the disadvantaged areas. It is to develop operating and financial linkages among agencies and programs to reduce duplication and to make the best uses of all available resources. Each local committee must prepare a yearly Area Plan which is to be an inventory of resources, identify needs and serve as a guide for all subsequent actions. The goal of CAMPS is to provide aid to needy clients by providing education and training for employment, placement in jobs while providing related services to overcome individual obstacles.

CAMPS is badly needed and a most commendable concept which may yet develop into an effective means for coordination. There are, however, at present a number of deficiencies:

- 1) It lacks authority and control, particularly over the funding of projects and programs.
- 2) Frequently local plans are funded unilaterally by Washington without local CAMPS consultation; evaluation by and recommendations from CAMPS should be mandatory.
- 3) A mass of independent legislation added since the Manpower Development Training Act was enacted in 1962 has produced duplication and confusion aggravated by the great number of governmental agencies involved (Labor, HEW, OEO, Commerce, Housing and Urban Affairs, Agriculture, Interior, Civil Service . . .)
- 4) Lack of commitment to CAMPS on the part of some agencies and representatives.

However, to date, CAMPS has led to inter-agency dialogue, sharing of information and some areas of agreement. Mr. Fishel expressed the hope that the President's MTA of 1969 (particularly SB 2838) would be enacted this year. These measures would de-categorize and consolidate many programs and give more local authority.

FOOD STAMPS

The Food Stamp Program was of continuing concern to the committee. While this was essentially conceived as a program to increase the consumption of domestic foods, it does have a prime human goal – the better feeding of hungry people.

Mrs. Eileen Jensen, Chief, Food Stamp Program, State of California and Steve Larson, County Coordinator, spoke to the committee on separate occasions. USDA has full approval over a county's participation in the program. The State Department of Social Welfare administers it but delegates the certification of applicants, storage and protection of stamps and issuance of stamps to the counties.

Basically, all assistance families and certain non-assistance, low-income families are eligible to participate in the program.

The two speakers were in substantial agreement about the problems in the program as it now operates:

- 1) Only about 25% of the potentially eligible low-income families use the stamps in California; only about 21% of assistance families (33% of AFDC, 15% of ATD, OAS, etc.)
- 2) Differences and inconsistencies between HEW and USDA regulations and determination of gross-net income adds unnecessarily to administrative and audit costs of the program.

- 3) The lack of convenient, efficient economical delivery system discourages potential participants in the program. In the county there are, at latest count, only 106 sales outlets.
- 4) Delays caused by re-certification and monthly distribution of ATP's (authorization to purchase).
- 5) There is some philosophical resistance to the program, as voiced by Welfare Rights Organization representatives, and particularly an objection to the restrictions on purchases.
- 6) The expense (100% county) of each sale handled by the contract banker or other outlet. (Almost \$1.00 per transaction at present.)

The committee adds these observations:

- 1) The use and definition of "household" in the program enables, for instance, several persons in a commune to qualify for food stamps.
- 2) Present eligibility procedures make it possible for persons for whom the program is not intended to take advantage of it. For example, college students – married or in a "household" - who do not choose to work and participate illegally in the program. Registering for and accepting employment should be an enforced, mandatory condition for participation in the program.
- 3) Stricter security measures to protect against theft of food stamps and the use of such stolen stamps are urgently needed.

A pilot program, currently in two county offices, would seem to overcome some of the above problems. This allows a recipient to authorize the purchase price of his stamp allocation to be deducted from his monthly grant check. The stamps and net amount of the grant are then mailed to him. This procedure eliminates the distasteful, inconvenient standing in line to buy stamps. *It is recommended that a careful evaluation of this pilot be undertaken next year.*

WATTS SKILL CENTER

The committee and other jurors visited the Watts Skill Center serving South Central Los Angeles. It is, since 1966, housed in an old mattress factory and has "Name of the Game is Jobs!" as its motto. The Center is funded by Manpower Development Training Act monies; the State Human Resources Department has the responsibility of selecting participants and referring them to the Center and the Los Angeles City School District operates the school.

Once a trainee is enrolled, attendance in assigned classes is mandatory since acceptance of responsibility and a regular schedule are essential components of the program. A single trainee receives \$53 per week and is "docked" for tardiness and unexcused absences. Training programs are open-ended – average length of a class is 40 weeks – and a trainee must leave the program when he has reached his employability level. Vocational counselors and others at the Center work on job development for and placement of the job-ready trainee.

The varied vocational training programs include one operated by Pacific Telephone Company which guarantees employment with the company upon satisfactory completion.

These were the main facts to which the committee wishes to call attention:

- 1) 80% of the enrollees are on probation or parole and this seriously affects their employability.

- 2) Many enrollees have legal, personal and health (alcohol) problems and these are more prevalent among men.
- 3) Extensive counseling to change attitudes, convince participants to accept education, training and responsibility is required in almost all cases.
- 4) The Center serves 800-900 persons per year and reports that, to date, 75-80% of the graduates have remained employed.
- 5) The use of nearby Los Angeles City School facilities is an efficient use of public resources and one that should be continued and expanded if possible.
- 6) Practical illiteracy is a serious problem; the goal is to enroll trainees in basic education and bring them to 5th grade level before they enter a vocational program.

DEPENDENT CHILDREN

Visits were made to Mac Laren Hall and the Olive View Cottages. These facilities are operated by the county for dependent, neglected or abused children who are in protective custody for a few hours to several months. (A few "non-placeables" may remain for years.) By law these children must be kept separate from delinquent juveniles; there are about 12,000 of these youngsters in the county at any one time.

Depending on the child's needs and problems as well as his home situation he is returned to his home (about 50% in one – two weeks), placed in a foster home, private child care institution, state mental hygiene facility, or with relatives. The institution's program includes physical care, continued participation in education, individual guidance, and professional observation of each child to plan for his future.

The committee arrived at the following conclusions:

- 1) It must be decided which department has final authority over and responsibility for MacLaren Hall and its charges since Probation Social Services, Education and others are involved.
- 2) Regrettably, there are far too many repeaters among the neglected, abused children in protective custody – a parent must be *proven* unfit or guilty of abuse.
- 3) More and better foster homes are needed especially for teenagers; these offer a more home-like, natural environment at about half the cost of institutional custody.
- 4) When financially able, legal parents or guardians should be made to pay all or at least part of the cost of caring for their children.

The committee recommended and the Grand Jury adopted:

- 1) That MacLaren Hall be replaced, as already authorized, with the greatest possible speed.

The CAO replied that funds for architectural plans are in the 1970-71 budget and that a timetable is being developed.

- 2) That the two dependent children's cottages at Olive View be immediately phased out because of their excessive costs and staff problems.

The CAO replied that the pilot cottage program is being phased out in 1970.

LOS ANGELES TRADE TECHNICAL COLLEGE

In response to publicity charging that Los Angeles Trade Technical College has free, unfilled classes and two or three job offers for every graduate, the committee questioned Ellis P. Murphy, Director of the Department of Public Social Services.

These are the obstacles cited which prevent greater utilization of the college by welfare recipients and other unskilled, unemployed persons:

- 1) In addition to the cost of books, tools, transportation, etc., there are some charges: \$6.50 per semester for a minimum of 12 units for day students and \$2.50 plus \$3.00 per unit per semester for night students.
- 2) Some WIN enrollees have been placed in the college and it is expected that further placements will be made when Educational and Training Services Program funds become available.
- 3) The college, a public school, is limited in the extent to which it may promote or advertise its services. A schedule of classes is available free at the school and all public libraries but none is mailed except on request.
- 4) There is too much emphasis, to a certain extent, on a liberal arts college program and a resultant rejection of education and training for skilled, blue-collar work.

CHILD SUPPORT PAYMENTS

Earl Osadchey, Head Deputy District Attorney, Child Support Division, and Captain Bert Dreebin, Office of the District Attorney Bureau of Investigation, explained the laws and efforts pertaining to collecting child-support payments from fathers.

In civil welfare cases the superior court must order payments made to the Court Trustee who forwards them to DPSS. The Court Trustee must notify the district attorney if payments are not made as ordered.

In criminal, e.g., "willful failure to provide necessities" cases, the mother must sign a complaint against the father.

The committee learned the following:

- 1) About $\frac{3}{4}$ of the criminal cases received are from welfare families.
- 2) Only about 75% of the welfare mothers give even partial cooperation and while this could cause their removal from welfare in accordance with this Code, due to court decisions and DPSS policies, this, in fact, never happens.
- 3) Over one-half of these cases involve illegitimate children and proving paternity is very difficult.
- 4) The numbers of cases are vast; in August, 1970, 22,021 criminal non-support cases were opened and another 978 were reopened. There are ten regional offices employing 88 people of whom only 27 are D.A. investigators to handle all these cases.
- 5) Better enforcement of the laws governing non-support by fathers is indeed needed. This requires greater cooperation by DPSS with this Division and added manpower to cope with the large, difficult caseload problem.

VENICE CIVIC UNION

Mr. Barry L. Goodman, president of the Venice Civic Union, spoke to the committee and other jurors and expressed these concerns:

- 1) The need to teach about crime prevention, respect for law and authority, and the dangers of drug abuse from elementary school on.
- 2) The importance of evaluating if government funds used to sponsor various community action programs were really used for the betterment of the community's citizens.
- 3) The violence, intimidation and disruption occurring in many of the area's schools.
- 4) The need for a Directory of Services so that one call to a Coordinator or Help Line will provide the individual with the name of the proper agency or service which he requires. Such a Directory would save time, reduce frustrations, provide inter-agency communications, and aid officials and agencies to pinpoint the community's most urgent needs and problems.

On the positive side he cited these community youth programs:

- 1) The Marina del Rey "Junior Crime Prevention Club" and the Grandview "I'm a Helper" Club.
- 2) The KIWI Teen Post where there are many constructive activities. Specifically, athletic programs sponsored by members of the Los Angeles Police Department; also community service projects done in conjunction with staff members of the Venice State Service Center.

COUNTY'S ROLE IN WELFARE

Chief Assistant County Counsel, John Larson spoke to the committee about the county's authority in determining welfare programs and expenditures. He made these points:

- 1) Over the years the federal government has created numerous welfare programs which the states could or could not adopt. The federal money available upon implementation led California to implement most available programs.
- 2) The State of California chose to let counties administer all categorical aid (AFDC, OAS, AB, ATD) but the counties have no control over eligibility requirements, size of grants, etc.
- 3) When federal or state funds are reduced or cease, the county has the difficult emotional and political choice of reducing or eliminating the program or assuming 100% of the cost.
- 4) Recent federal relaxation of rigid compliance requirements to "adequate and workable" has been of some help in reducing administrative costs.
- 5) The state requires the county to provide some aid to all who are needy but not eligible for categorical aid. This General Relief is 100% county expense and amounted to \$23.5 million in 1969-70.
- 6) Many Office of Economic Opportunity funded programs create further problems for the county because the joint power contracts establishing them are dictated uniformly in Washington and frequently do not meet the local needs of specific counties.

There has been much publicity given to the concept of the state or federal government assuming the entire cost of welfare. Therefore, the committee asked how much of the county's welfare budget is met by the local taxpayer. The reply is that \$182,082,173 (\$35,341,878 administrative costs and \$146,740,295 aid payments) is paid by local taxes. This out of the current \$907,500,000 welfare budget in a county budget of \$2.2 billion.

In reply to a further question, the committee was informed that there are no citizenship requirements for categorical aid or general relief; several federal court decisions declared that welfare aid cannot be restricted to U. S. citizens, and, in fact inquiry may not be made as to whether an applicant for assistance is lawfully in the United States.

WELFARE ABUSE

Criminal cases involving county welfare workers and recipients revealed the following:

- 1) The Department of Public Social Services and particularly DPSS District Offices are apparently unconcerned and lax about applying federal, state and county provisions regarding eligibility requirements and the current status of recipients. Efforts to ascertain that only the proper payments are made are given "low priority."
- 2) The required re-affirmations of eligibility are frequently completed by eligibility workers without reviewing the substantiating documents as required by law.
- 3) Forms used to request and obtain assistance are readily available and in no way is their use controlled by, for instance, serial numbers.
- 4) Discontinued cases are fed into the computer only once a month. This allows the computer to process warrants for discontinued clients. Such cases should be voided immediately.
- 5) Paid warrants are not checked in a manner which would reveal obviously irregular, unusual, or suspicious payments.
- 6) Discontinued case files are not kept in a locked location where their numbers could not be used for obtaining warrants. Access to these files should require at least an eligibility worker and a supervisor's signature.
- 7) Not enough emphasis is placed on determining the actual existence and custody of children in the county's 103,000 AFDC families (450,000 recipients).
- 8) It is surprisingly easy to use a number of county warrants for the down payment on an expensive automobile or to deposit these in a savings account.
- 9) Supplementary grants are readily made and without verification of need nor a review of the number of reasons for such prior grants.

For further data and recommendations, refer to the 1970 contract-auditor's findings report — page 18.

WEST DISTRICT HEALTH CENTER

The committee visited the New West District Health Center which opened in March 1970 and serves 600,000 residents of the area. Historically the function of the Health Department is prevention of disease and protection of the community. However, there is a growing trend towards a more curative approach as evidenced by the pilot family health care clinic. Also, there are greater efforts to develop programs to meet local needs as the community sees them within legal limits. These goals and programs were outlined by District Health Officer George Prichard, M.D., and County Health Officer Gerald Heidbreder, M.D.

Clinic services provided include birth control and family planning, venereal disease detection and treatment, pre-natal care, immunizations, etc.

A Youth Clinic is held at the Venice Sub-center Monday-Friday evenings from 4 to 10 p.m. Venereal disease, serum hepatitis, malnutrition, and drug abuse present the most serious problems at this location.

The Hospital Department has staff for medical aid and referral to physicians and hospitals in this Center. The Mental Health Department will begin offering services from this location in the future.

The further development of coordinated health services from this Center is called to the attention of the 1971 Grand Jury. Of note is the proposed merger, adopted in principle by the Board of Supervisors, of the three departments involved into one Department of Health Services.

Of special concern is needed growth in these areas:

- 1) The drug-abuse clinic in the Venice Sub-center with enough competent, qualified personnel and the availability of hospital beds for those suffering from barbiturate withdrawal – this is an urgent, immediate need.
- 2) Acceptance by the Venice community of the Center's location and services which requires, among others, the overcoming of worries regarding child care, transportation and emergency services.
- 3) Cooperation between the county, local volunteer groups and public and private agencies to provide the community with necessary health-care services.

RECOMMENDATIONS

The following recommendations from this committee, adopted by the Grand Jury, are called to the attention of the 1971 Grand Jury:

- 1) Consolidation of Adult Aid Programs (OAS, AB, ATD) under Social Security so as to simplify procedures, avoid duplication and save administrative costs.

The Board of Supervisors and Mr. Murphy approve and recommend this action. However, legislative changes at the state level are required and they advised their legislative advocate of the matter.

- 2) Opposition to a proposed \$6.4 million remodeling of Old Olive View Hospital as submitted by the Hospitals Department. Also, that serious consideration be given to the sale of an apparently unused 380 acres of land at Olive View.

The Board of Supervisors referred this matter to the CAO and Director of Hospitals on October 13, 1970.

- 3) The approval of a contract between Olive View Hospital and UCLA Medical Center with utmost speed so that there may be the varied, quality staff needed by a complete community hospital.

The Board of Supervisors referred this matter to the CAO for report on May 12, 1970.

- 4) Concurrence in an Alameda County Grand Jury resolution that the state legislature amend the Welfare and Institutions Code to provide identical penalties for theft of welfare funds by welfare recipients as theft of funds from any other source by any other person.

- 5) Action by Congress to change the 1967 amendments to the Social Security Act to close a loophole and set a definite ceiling on the gross income an AFDC family may have and still be eligible for welfare payments. Allowing deductions of "exemptions and allowable expenses" from a gross income of \$1,048 per month (mother with three children) to arrive at a "net" income entitling the recipient to \$152 welfare grant is violating the intent of welfare.

The Board of Supervisors approved and so advised its legislative advocate.

- 6) Requested a reaction to the comments that the raising of county intern and resident salaries to such a large extent has had an adverse effect upon recruitment of staff on UCLA Medical Center and other state and private institutions within the county.

The matter was referred to the CAO for report on July 10, 1970.

- 7) The need for a Directory of Services for the Venice area so that one call to a Coordinator or Help Line will provide the individual with the name of the proper agency or service which he requires. Such a directory would save time, reduce frustrations, provide inter-agency communication, and aid officials and agencies to pinpoint the community's most urgent needs and problems.

The matter was referred to the CAO and other affected departments to prepare a recommendation on October 27, 1970.

CONCLUSIONS

In conclusion the committee presents these answers to the four basic questions posed in January:

- 1) Are welfare programs meeting their dual responsibility to the needy/disabled and the taxpaying citizen?

No, not as currently constructed and operated; no one is satisfied. There exists today a massive patchwork of programs; changes have been piled upon changes; extensions have added to liberalizations. Administration is complex and expensive; there is considerable duplication, lack of coordination and communication. There is too great a possibility for abuse.

2. Are training and rehabilitation programs working as they should and could?

No, not yet. While there are some excellent ideas and sincere attempts, the overall structure is so riddled with regulations, duplication and confusion that much of the money and effort expended are unproductive. The recipients and potential beneficiaries of these programs become even more discontented and disillusioned because of promises not kept, hopes raised and not fulfilled.

- 3) Is there duplication of and confusion about programs and services?

Yes, it is abundantly clear that a complete overhaul is needed.

- 4) At what governmental level should financing, determination and control of public assistance be?

The committee does not pretend to have an answer to this complex question but offers these observations:

- a. The 1970-71 welfare budget in this county is \$907,500,000 and mandatory changes will no doubt increase this amount before the end of the year. Of the current budget, \$182,082,173 (about 20%) is met by local taxes.
- b. This is a vast, varied, state and country. Welfare programs must, somehow, allow the local governmental entity – the county – to devise and control programs to meet the specific needs of its citizens.
- c. There must be some equalization to provide relief for the property taxpayer in Los Angeles County with its high welfare cost burden.

It is unfortunate that major 1970 welfare reform legislation was defeated in the State Senate. There were provisions that would have adjusted welfare rates to meet federal standards for AFDC, provided mandatory work requirements for unemployed fathers, expanded job training opportunities, and placed controls on fugitive fathers.

Welfare costs are doubling in California every six years – there must be change.

Anna Priolo, Chairman
Social Services Committee

Approved by Grand Jury
October 26, 1970

AD HOC COMMITTEE REPORTS

FOLLOW-UP REVIEW OF COMMITTEES, COMMISSIONS AND BOARDS

When this subject was reviewed by the Contract Auditor in 1967, there were 88 committees, commissions and boards with a total of 902 members and an estimated annual cost to the county in excess of \$1,500,000.

At that time it was recommended "that the various groups be merged where possible; that the number of new special committees be limited by using existing committees to do new tasks; that special committees be self-liquidating when they complete their tasks, and that the size and compensation of committees be held to a minimum."

Furthermore, it was recommended that "to help implement these suggestions the various committees should be reviewed annually by the Chief Administrative Office to:

- "1) Determine the merits of continuing the operations.
- 2) See if the group is doing what its charter specifies.
- 3) Consider whether it needs any new faces.
- 4) Determine whether it is duplicating the activities of other groups.
- 5) Identify groups whose tasks are really carried out, or should be, by county or other governmental units.
- 6) Re-evaluate the need-effectiveness-cost of the groups."

On November 15, 1967, "the CAO was instructed to periodically review the Board-appointed committees and commissions and report the results . . . to the members of the Board for their consideration." The CAO advised the 1968 Grand Jury Audit Committee that " . . . we have made initial contact with 18 committees, . . ." and that "we plan to complete our review by September 30, 1969."

In September 1970, the CAO wrote to the 1970 Contract Auditor that ". . . a limited amount of activity with regard to county commissions and committees has taken place since our last correspondence to you on November 18, 1968."

The Contract Auditor advised this Audit Committee of the "limited progress in the making of periodic reviews and evaluations of these groups." From the lists supplied by the CAO, the Contract Auditor reports that:

- "1) Two commissions have been combined into one.
- 2) Eleven commissions and committees have been abolished.
- 3) Ten new committees, commissions or boards have been established."

While this Audit Committee is fully aware that many of these groups perform important administrative and advisory functions and provide for broad, sincere citizen participation in government, nevertheless, it reiterates the recommendation of 1967 for an annual review of these groups. Furthermore, we urge the adoption of a firm policy which clearly governs the establishment and use of such bodies and sets definite criteria and rules for their operation which include:

- 1) The specific functions, responsibilities, and authority.
- 2) The qualifications of members.

- 3) Definite organizational and procedural regulations.
- 4) A budget – exact money and staff allotments.
- 5) A time limit or expiration date for special purpose groups.

In the words of the 1970 Contract Auditor: "It is obvious that pursuit of this project has low priority. Perhaps if the annual costs of each of these groups were subjected to the same budget-justification processes as are the costs of a county operating department, and if the costs of these groups were clearly set out in budgets submitted to the Board for consideration, the pace of review action might be stimulated."

Anna Priolo for
Audit Committee

Approved by Grand Jury
October 2, 1970

LOYALTY OATH

To restore fully the effectiveness and total purpose of the Oath of Office, Constitution of the State of California, Article XX, Section 3, is the purpose of the following proposal.

It is recommended that Congress and/or the State Legislature enact the proper, required legislation so that the *intent* of paragraphs 2 and 3 – currently invalid and unused by Supreme Court decisions – *is reinstated* and again enforceable and required to be taken and subscribed to by the persons named in Article XX, Section 3.

It is further requested that the Board of Supervisors of Los Angeles County fully support the necessary actions to implement the above recommendation.

ADDISON B. QUARLES, Chairman

Accepted by the Grand Jury:
November 17, 1970

METHADONE MAINTENANCE PROGRAM

Continuing an investigative study begun by the 1969 Grand Jury, this ad hoc committee carefully collected data and made extensive inquiries into Methadone use, its assets and liabilities, and recommended to the Grand Jury the following motion which was accepted:

"The proposed, expanded use of methadone maintenance programs in rigidly structured, controlled clinic situations in conjunction with formal, total rehabilitation programs for the treatment of selected hard-core addicts is commendable.

These methadone maintenance programs to be operated in certain approved county community health centers and/or community mental health clinics under the direction of the State Research Advisory Panel in cooperation with the Director of the Department of Corrections and local law-enforcement agencies.

Furthermore, carefully collected data should be submitted to the proper agencies (State Division of Narcotic Enforcement, HRA Office of Narcotics and Drug Abuse) for evaluation so that valid conclusions may be drawn as to the role of methadone in overall addict rehabilitation."

Following these actions SB 1271 and AB 232 passed each House and were signed into law by the Governor.

Now permissive legislation allows counties to implement provision of these laws.

On August 10, County Board of Supervisors endorsed the use of Methadone and on November 4, it authorized the County Health Department to start using the drug in a control program for rehabilitating hard-core heroin addicts on November 16.

It is recommended that the 1971 Grand Jury:

- 1) Study the progress made in the county's methadone program.
- 2) Investigate the new drug, cyclazocine, as it might be used in heroin rehabilitation programs.

Christine Mather, Chairman

Approved by Grand Jury
August 4, 1970
Revised November 5, 1970

PACKAGE TRAVEL—TOUR BUSINESS

Following a lengthy hearing involving the travel-tour flight business, this ad hoc committee studied pending legislation and reviewed reports on other companies who incurred financial difficulties, stranded thousands of people and caused the loss of thousands of dollars by unsuspecting victims. The committee determined that there is a need for strong laws to protect people who, in good faith and in response to advertising, pay in advance for such tours. Assembly Bill 1898, as passed, fails to adequately protect the public from "fly-by-night" travel promoters who are under-capitalized and over-extended. This measure concerns itself only with arrangements for air and sea transportation and does not give consideration to or protection for the many other items included in all-expense tours, such as hotels, meals, land transportation, etc. The committee makes the following recommendations which were adopted by the Grand Jury:

- 1) All sums received by the promoter for all items in an all-expense tour should be held in trust or covered by a sufficient bond, until all carriers, hotels, etc. have been paid in full.
- 2) A written contract containing all the terms and conditions of the package tour should be required. Furthermore, the face of the contract should show, in bold type, the name and address of the bonding company and the maximum time within which a claim must be filed or show the location and number of the trust account. (It is not proper to place the burden for obtaining this information upon the customer.)
- 3) It should be required that all tickets for all transportation and written confirmation that all accommodations, etc. have been paid for be delivered to the passenger or purchaser prior to the initial departure.
- 4) When, in case of violation or noncompliance, a financial loss is sustained by the public, such a loss should be treated as a felony under the statutes covering grand theft and embezzlement.
- 5) That the California Legislature amend the code dealing with the travel-tour promotions to include the above recommendations and that the Los Angeles County Board of Supervisors actively support such legislative changes.

Approved by Grand Jury, August 12, 1970

Don C. Seare, Chairman

TASK FORCES

CIVIL SERVICE

A Task Force to study and make recommendations on the County Civil Service System was created mid-year. It submitted the following conclusions which were accepted by the Grand Jury:

The studies indicate that the Civil Service System of Los Angeles County is a good one. Most of the heads of departments are under Civil Service; however, they should be under the Chief Administrative Officer and appointed under a *merit* system. The Chief Administrative Officer has little power over division heads at present, and it is felt he should have more authority, as recommended in the Economy and Efficiency Committee's Charter change.

Voris Marker, Chairman
Douglas White
Harmon Bennett

Accepted by the Grand Jury
September 28, 1970

COUNTY EFFICIENCY AND MANAGEMENT

A three-member task force concerned that a financial crisis is facing the county — costs have doubled in the past five years, the '70-'71 budget is 37% greater than '69-'70, the property taxpayer who supplied about 50% of county funds is at the point of rebellion — makes the following recommendations adopted by the 1970 Grand Jury:

- 1) That the County Charter be amended so that all capital improvements must be financed by a vote of the people on bond issues for the specific improvement. (At present, after the defeat of a bond issue, new construction may be financed by using the pension fund, lease back or non-profit procedure to make such capital expenditures. This method is not only considerably more costly but takes the control over expenditures away from the taxpayer.)
- 2) That the county's pension plan be re-evaluated and placed on a basis similar to that of the average private enterprise pension plan. Also, that definite minimum and maximum pensions be established. (The county cost for the pension fund has increased 114% in the last five years.)
- 3) That there be an annual management audit of the county which would reveal inefficiencies, waste and duplications not brought to light by the bookkeeping audit currently provided for by Statute. (See 1970 Grand Jury Contract Auditors Report.)
- 4) That when civil service salaries are set to be on a par with private, corporate salaries, such comparisons allow fully for the additional work security and other benefits accompanying civil service employment.

Turner Alexander
Catherine Corbin
Curtis L. Mick

Accepted by Grand Jury
November 18, 1970

GRAND JURY FEES

The three-member Task Force on Grand Jury fees investigated the present per diem (\$10.00) in relation to present-day inflation, federal grand jury fees, and its historical purpose. The Task Force recommended and the Grand Jury accepted the following motion:

“The 1970 Grand Jury recommends to the Board of Supervisors an amendment to the appropriate statute increasing the fee for grand jurors from \$10.00 to \$20.00 for each day’s attendance.”

Lloyd Dickey, Chairman
Daniel Donohue
Don C. Seare

Accepted by the Grand Jury
September 28, 1970

GRAND JURY – GENERAL CONCERN

This three-member Task Force researched, studied, and investigated the statutory and administrative provisions for the selecting, nominating, and installing the Los Angeles County Grand Jury. Further, it acted upon pending and anticipated legislation relative to holdover jurors (AB 197).

The Grand Jury accepted the following report and motions on recommendations of this Task Force:

- 1) That the State Legislature and Governor be advised of this Grand Jury’s opposition to AB 197 – three holdover grand jurors to be chosen by the presiding judge of the Superior Court for service on next year’s jury. (The Governor vetoed this bill)
- 2) That the two drawings for grand jurors each year be advanced by one month (time of assuming duties not to be changed). Thus the final twenty-three jurors would be drawn the first Tuesday in December giving each juror time to study the necessary materials and re-arrange his schedule.
- 3) That the “Charge to the Grand Jury” be revised annually so as to contain the latest statutory provisions, and that all statutory references be clearly designated. Further, where possible, the language of the charge should be simplified.
- 4) That each judge of the Superior Court be reminded and urged to exercise his annual right and responsibility to submit two well-qualified nominees for Grand Jury service. Also, that each judge personally interview his potential nominees to ascertain his or her competency (Penal Code No. 893,897) as well as the willingness and availability to assume the time-consuming task of being a grand juror after fully informing him or her of what grand jury duty involves.
- 5) That, since it is important for each judge to go beyond his personal acquaintances in selecting nominees in order to obtain the most diverse group of jurors, each nominee be requested to furnish the nominating judge with a complete written resume.

A much amended bill allowing a second Grand Jury for Los Angeles County passed the 1970 Legislature (Section 904.5 Penal Code). It provides that if the existing Grand Jury is unable to inquire into matters which are subject to Grand Jury inquiry, except public offenses, the district attorney or attorney general applies to the presiding judge of the superior court who may order one additional Grand Jury impaneled.

How this provision will be utilized and its practical value remains to be seen. A second jury which can't hear criminal cases will be of little help after about one month; by then the original jury would be well into its civil work and could not efficiently pass this work on to the new Grand Jury.

The issue of two Grand Juries is still subject to debate and should be given further study to determine if legislative changes should be recommended.

It is concluded that, especially with the recommendations implemented, the county has the service of a qualified, representative body of citizens which each year takes a fresh look at the county's operations. A well-informed, determined body of dedicated jurors has the power to protect the people's interests and rights and comply with its statutory obligations. With the help of the staff assigned to it — which must be responsible, devoted to, and under the direction of the Grand Jury — the Grand Jury is then able to make full, independent investigations based on reasonable grounds and control such inquiries intelligently and impartially within the legal limits of its authority.

Olive Jackson
Anna L. Priolo
Don C. Seare

Approved by the Grand Jury
October 8, 1970

GRAND JURY — INTERNAL PROCEDURES

The 1969 Grand Jury prepared an "Orientation for a Prospective Grand Juror" which was sent to the thirty-four semi-final 1970 Grand Jury nominees. The 1970 Grand Jurors found it helpful and therefore decided to continue the practice.

The "Charge to the Grand Jury including Grand Procedure and Statutory Provisions" and Section 916 of the Penal Code state "Each Grand Jury . . . shall determine its rules of proceeding. . ." However, this Task Force believed it would be beneficial to new grand jurors if successful procedures and suggestions developed by a Grand Jury were passed on to its successors.

This brief guide was therefore designed to be an aid to jurors to assist with their orientation before assuming duties. It was sent to the thirty-four prospective jurors selected in the first drawing.

Lucille Deasy, Chairman
Ruth Cooper
Barbara Sanchez

Approved by the Grand Jury
September 28, 1970

GRAND JURY — NEW QUARTERS

A Task Force was constituted to study the new quarters for the Grand Jury in the Criminal Court Building presently under construction.

With Judge Wapner's approval and in concert with the Capital Projects staff, many of the recommendations were incorporated in the new quarters.

It is recommended that the 1971 and succeeding Grand Juries be initially involved in the planning stages for changes in physical facilities affecting the Grand Jury.

Approved by the Grand Jury
September 28, 1970

Ray Dodds, Chairman
Ruth Cooper, Lloyd Dickey, Violet Dovey

POLYGRAPH AND ELECTRONIC LISTENING DEVICES

Following expert testimony from polygraph examiners from the District Attorney's Office and the Public Defender's Office, this two-member Task Force recommended and the Grand Jury accepted the following recommendations:

- 1) That the Board of Supervisors include in its 1971 Legislative Program sponsorship of legislation to provide for state licensing of polygraph operators.
- 2) That the 1971 Grand Jury make use whenever possible of the polygraph when it will help in its investigations and not contaminate its functions in criminal cases.
- 3) That (as requested by the Sheriff's Office) the Board of Supervisors include in its Legislative Program legislation badly needed in California to assist in suppression of the large-scale operation of organized crime in the sale of narcotics, gambling, and other vices. Such legislation would permit law-enforcement agencies, under Court authority, to use electronic listening devices in conformity with the Federal "Omnibus Crime Control and Safe Streets Act of 1968."

This recommendation confirms studies by the Task Force which disclosed that, seriously concerned with the rising crime rate, law-enforcement agencies must have better tools than they now have to fight crime.

Harmon Bennett
Turner Alexander

Approved by the Grand Jury
October 15, 1970

PUBLIC DEFENDER

This three-member Task Force investigated the Public Defender's procedures relative to the identification of indigency and the processes of formulas used to prevent misuse of services.

The Grand Jury accepted the following recommendations:

- 1) That the Public Defender shall have the presently used "Los Angeles County Public Defender - Defendant's Financial Statement" signed under penalty of perjury.
- 2) That those "financial statements" be subject to audit and investigation to the extent necessary to determine whether or not applying defendants are in fact indigent and thus entitled to representation by the Public Defender.
- 3) That any cases of misrepresentation of true financial position which may be found be immediately forwarded to the District Attorney for appropriate action for the collection of monies lost and due the county, judgments and liens obtained for future collection, etc.
- 4) That the laws be amended (or new ones written) so that a person may be required to contribute to his own defense if found financially able to do so.

Patricia Krogstad, Chairman
Christine Mather
Addison B. Quarles

Accepted by Grand Jury
September 2, 1970

REVOLVING DOOR

RECIDIVISM, PAROLE, PROBATION, REHABILITATION

The members of this Task Force share a concern regarding the phenomena characterized by Los Angeles City Police Chief, Edward Davis, as the "revolving door." That is the rapidity of the entrance, exit, and re-entrance of habitual offenders through the criminal justice system.

The Grand Jury accepted the following report and recommendations:

On every side are heard statements that crime is increasing at an alarming rate. That corrective and penal institutions are not controlling the problem is evidenced by statistics claiming 85% of those sentenced are recidivists. This would seem to indicate that parole and probation are failing to a great extent in their efforts to rehabilitate. Since the increase of crime among affluent segments of the population tends to discount economic factors as a prime cause, the question seems valid: Has the concept of sociological guilt led to non-responsibility by the individual for his own acts?

It was the aim and hope of the Task Force to present to the Grand Jury those programs it identified as successful in rehabilitation with the intent to recommend they be broadened and their application extended. To achieve their aims and purposes, the Task Force met and talked with:

- 1) A. Abkin, District Administrator – NACP, State of California
Department of Corrections.
- 2) Dr. LaMar T. Empey, Professor, Department of Sociology,
University of Southern California.
- 3) Jack Cocks, Division Chief, Eastern, and members of his staff –
Los Angeles County Department of Probation.
- 4) W. J. Anthony, Chief, Corrections Division, Los Angeles
County Sheriff's Office.

The Task Force is indebted to these gentlemen for their interest and assistance.

In addition, members of the Task Force did extensive reading in areas of their special interests.

RECIDIVISM

Among the twenty-two principal aims set forth in 1870 by the American Correctional Association is this statement: "Reformation, not vindictive suffering should be the purpose of the penal treatment of prisoners."

The recidivist, the offender who keeps the revolving door of arrest, conviction, release and arrest awhirl, accounts for 85% of sentenced prisoners and is indicative of how far from the ideal we are. The term recidivist lacks a clear-cut definition, although prior commitment to penal institutions is the most commonly used.

Evidence from studies which have followed prisoners from the time of their release up to five years later indicate that about 1/3 of those released from prison return, usually within a few months. Studies have been made to find prediction factors to help in deciding who is not a good parole risk. Very little data exists to show the effectiveness of correctional programs, although some of the most important factors related to recidivism have to do with the person's experience in prison. Participation in in-prison programs are helpful, as is the definite sentence.

Ninety percent of prison inmates have no employable skills, therefore finding and keeping employment is a severe problem for the ex-offender. In addition, the ex-prisoner must face the adjustment to a

family and a wife, or if they have left him, no family at all. This kind of pressure often drives a man back to his old associates, old habits and new crimes.

The fundamental weakness in prisons is that life there is isolated from society. On-going, well-administered programs designed to reduce the recidivist rate would help considerably and pay for themselves in returning productive men to society.

PAROLE

The California Department of Corrections operates a program of supervision and assistance to parolees that is the most extensive in the nation. Approximately 90% of those released from state prisons are placed under the supervision of parole officers. Since the beginning of this program recidivism, both for new crimes and technical violations, has been reduced from a twenty-year average of 45% to 38.3% in 1965.

Parole programs included:

- 1) State and Federal employment and career training programs for the disadvantaged.
- 2) Expansion of privately operated half-way houses.

Innovative programs involving research and statistic units include:

- 1) *Family Visiting* – instituted in 1968 at California Correctional Institute, Tehachapi, provides pre-release, two-day family unit visits.
- 2) “*Contracts*” – a Tehachapi program to release inmates who accomplish specific program goals in a given period of time.
- 3) *Community Leaves* – are granted up to 72 hours for employment interviews, family visits, housing arrangements, driving license tests, college entrance exams, etc.
- 4) *Short-Term Releases* – are designed to help the parolee who is heading for trouble. STR men average four and one-half months in the program against fifteen months for parole revocation.
- 5) *The Work-Furlough Program* – allows inmates to hold jobs by leaving prison during working hours and returning to prison at night.

PROBATION

It is the responsibility of the Probation Department, under authority of State and local law, to carry out probation services to adults and children through study, treatment and supervision.

Probation seeks to rehabilitate persons during a period of supervision outside jails and prisons by providing corrective assistance to the individual in conflict with the law while protecting the community. This pre-supposes that the offender is not so confirmed in his criminal behavior that he creates a serious menace to society.

The department has developed several specialized services and programs. In addition to supervision and control, examples are:

- 1) Community Oriented Youthful Offenders Program (COYOP). COYOP was created in response to a heavy increase in the number of 16-23 year olds committed to the California Youth Authority from the criminal courts. COYOP officers carry no more than fifty cases at one time, allowing the officer to better meet the probationer's needs as they arise.

- (2) *Volunteers In Service to Offenders* – VISTO is a unique Probation Department program geared to rehabilitate offenders through use of all available community resources and utilization of volunteer aid.
- (3) *Work Furlough Program* – Work Furlough is a rehabilitative program for selected inmates for release during specified hours for regular employment, vocational training or school attendance. Results show that 80% of those completing the program are released without being returned to a regular jail program.

REHABILITATION PROGRAMS IN COUNTY CORRECTIONAL INSTITUTIONS

The greatest volume of rehabilitative programs in the Department of the Sheriff, County of Los Angeles, are Vocational Training Programs under the direction of the Corrections Division. The only exceptions are programs conducted at Sybil Brand Institute for Women which is a part of the Jails Division. The Corrections Division has a progressive, innovative approach to the problems of rehabilitation and continually evaluates and tries to improve its programs so that they will meet the practical needs of the inmate upon release.

At Sybil Brand Institute women can acquire basic knowledge for 1) seamstress, 2) laundress, 3) waitress and 4) cook. A program for PBX training and training for typist-clerk is being explored and funds applied for.

Correctional Division vocational skills available to male inmates willing to take advantage of them include: 1) sewing on heavy-duty machines, 2) shoe repair, 3) commercial bakery, 4) basic cooking, meat cutting and table-waiting skills, 5) commercial dairy jobs, 6) hog farm operation is taught, but has little outside value, 7) a nursery teaches rudimentary plant and tree propagation and 8) building trade crafts and construction skills.

In addition remedial and general education classes are taught and the Stone Foundation study course is offered.

SUMMARY

Of the 40,477 felony defendants convicted and sentenced in California Superior Courts in 1968, 24,106 received felony sentences.¹ Of the 17,101 male persons experiencing parole in 1968, 15.7% were returned to prison with only 176 or 1.1% returned with new violent criminal convictions, mostly robbery.²

In Los Angeles County in 1967, 32,659 men and women were under probation supervision. Less than one-half of the pre-sentenced, convicted felons investigated are recommended for probation. The Probation Department claims 80% effectiveness in control of probationers during the period of time they are under department supervision. (Probation Department Information Series.)

Sentenced inmate count in the Los Angeles County Sheriff's Office Correction Division facilities in October, 1970, was 4,000. The average length of time spent in county jails is 25 to 28 days. 1,755 prisoners were participating in the Division's vocational and rehabilitation programs.³

While the records of parole and probation in control is impressive and encouraging, the basic statistic remains: 80% of sentenced felons are recidivists. Obviously, a great many people are not getting with the program. And there are programs!

The State of California offers 45 in its penal institutions. Parole has four major projects in addition to supervision and control. Los Angeles County Probation Department offers two on the adult level. Both Parole and Probation, in addition to their well-established work-furlough and week-end program, are

¹ 1968 *Crime and Delinquency in Calif.*, Bureau of Criminal Statistics, Table V-6.

² *Progress Report Pamphlet, 1967-68, California Department of Corrections.*

³ *LASO, Corrections Division.*

developing in-community services such as half-way houses.

Los Angeles County Correction facilities, the step-child of the system, offers seven on-going vocational training programs, a number of skills and crafts opportunities and both general and remedial education classes.

Outside of the supervisory and control techniques of Probation and Parole and the work-furlough program, there seems to be no statistical evidence to indicate the success or effectiveness of the many and varied programs offered. Therefore, the often-voiced plea for careful comprehensive, nation-wide compilation of data to be made available to all segments of the justice system seems more than valid. It is a necessity.

Much is already being done in this field. With computers and data processing to receive and process the steadily increasing scope and accuracy of criminal statistics and the follow-up of released inmates, a body of information is being accumulated that will be of tremendous help in identifying and classifying offenders. The development of a predictability scale would go a long way in separating the inmate with good parole potential from the inmate which neither the program nor punishment is going to reform.

In Indiana State Prison's data processing school the inmates do research projects and manage the statistical matters for prisons throughout the state. A very practical approach. However, the Los Angeles County Probation Department – in seeking job opportunities – employed probationers to work in their record department. The project had to be reevaluated when one of the probationers was caught removing his records from the files.

This points up a second crucial need in the system: the proper classification of inmates in order to match them with the program best suited to their need. There is little doubt that to help an offender become rehabilitated from recidivism the best approach is through individual evaluation and personalized assistance. Many rehabilitation problems stem from internal aspects. The type of sentence given has a big bearing on how successful other agencies will be in the administration of justice. There is a critical need for an exchange of information between judges, correctional administrators, probation, parole, social workers and welfare. Lack of information many times causes the re-cycling of an inmate through the system. Here information in the hands of the judge could be the key to matching the right inmate with the right program. Since there is general agreement that the first offenders and those with minor criminal records have the best chance of rehabilitation, it would seem to follow that a good place to start is at the county level before criminal behavior has become a set way of life.

Cooperation and coordination of information and resources would go far in achieving maximum benefits from programs and facilities. For example: a twenty-three year old man whose basic need is remedial education and an employable skill would not receive a sentence of 30 days dead time in the county jail with three years probation when the remedial education program, to be of any benefit to him, would require at least a ninety-day sentence, after which probation might be greatly reduced or completely unnecessary. The 30-day dead time might better serve the young offender from the affluent segment of society who has too much in funds and leisure time and too little supervision who would benefit from imposed discipline and time to consider his individual responsibility for his own acts.

To assist the courts in matching convicted felons with the best program to meet his needs, the Probation Department makes its pre-sentence investigation. The Probation Department, in making its recommendation, should have available and take into consideration information and statistics from law-enforcement agencies and correctional institutions. Proper identification of the convicted felon is of first importance since it is at this time that a prisoner's prior record is considered in evaluating him for sentence. A positive identification must be made to meet this need. It would be helpful if the law-enforcement agency making the initial arrest would obtain the original Criminal Identification and Information number and keep the number adjacent to the suspect's name so that the CII number will follow the suspect through the system.

A statement from the officer investigating the arrest should be included in the Probation Department recommendation. In addition, wherever practical, when an offender has a prior record in county

correctional institutions, a simple value-scale evaluation of his behavior as an inmate, together with any special information that might be of use to the court, should be included. The Correction Division should compile a brief, descriptive list of its vocational training and education programs, noting time requirements and make it available to the judiciary as a ready reference. Such a list would serve as a handy orientation to newly-appointed judges and those beginning their first assignment in criminal courts.

It is to be hoped that any and all cooperative efforts such as those suggested will be given research status so that the results can be evaluated properly.

The Congress of the United States is in the process of amending the Omnibus Crime Control and Safe Streets Act of 1968 to provide that 25% of the total appropriation from the Act will be landmarked for correctional programs. If this legislation goes through unamended, it will short-circuit having to go through state governments to get some of this money for modern and innovative programs. With all this determined, dedicated effort toward the rehabilitation of the criminal, very soon a man will have to be determined indeed to succeed in a career of crime.

There is much concern in the correction field as to what is the proper thing to do in order to bring about effective rehabilitation. No one has all the answers, but on-going programs should be constantly evaluated to make sure they are up-to-date; to determine that they are doing what they are designed to do and that a greater participation by the community is incorporated into programs designed to help the inmate overcome the problems of returning to the community. With a little bit of luck and a lot of hard, critical work the system might develop proper programs which will not only educate and train offenders for productive employment in the community, but will also create an attitude which will enable him to accept the responsibility for and consequences of his own acts, thus stopping the constant cycle of return to the correctional system.

TASK FORCE RECOMMENDATIONS

- 1) Constant reevaluation of vocational programs to ascertain that these teach marketable skills which are in demand in the community.
- 2) The necessary funds from the California Counsel on Criminal Justice to operate the "Probability Information Processing for Misdemeanants Classification Inmates" – a program to reevaluate the classification system used for the work assignments of inmates.
- 3) Implementation of "Project Wayout" – to inventory the vocational attributes of an inmate and determine if he has the necessary educational background to allow him to accept the vocational training or if he must first be assigned to a basic education program.
- 4) Complete cooperation and exchange of information between all personnel involved in the criminal justice system: investigating officers, judges, correctional administrators, parole, probation, social and welfare workers.
- 5) Continue the work to develop more accurate tests to predict offenders response to rehabilitation programs and isolate factors to forecast the probable success or failure of a given offender upon his return to the community, that is, criteria to identify the habitual criminal who will never be law abiding or react in socially acceptable ways.
- 6) Greater use of computer and data processing for continuing evaluation and exchange of information among all correctional institutions and programs in the country.

Approved by the Grand Jury
October 29, 1970

Olive Jackson, Chairman Alice Worrell
Grace Wiener Anna Priolo

STRONG COUNTY EXECUTIVE

Early in the year the 1970 Grand Jury, as it studied the government of Los Angeles County, began to realize something was fundamentally wrong with its obsolete organization. The traditional separation of powers (legislative, judicial, and executive branches) is not present in this county government. The Board of Supervisors is both the legislative and the executive branch of government and quasi-judicial.

A three-member task force made a study of the need for a separation of powers and a strong administrative executive head for the County. The members read various source materials, conferred with university professors and the Citizen's Economy and Efficiency Committee of the County. In the meantime, the Citizen's Economy and Efficiency Committee which had been working on the same problem for more than a year completed its work and concluded that the Los Angeles County Charter should be changed to provide for a strong County Executive. The task force concurred in the conclusions of the Economy and Efficiency Committee and recommended that the Grand Jury endorse this position, which it did.

Grand Jury Foreman Sam Soghomonian made a splendid presentation to the Board of Supervisors at their meeting when the Economy and Efficiency Committee report was formally presented to them. The Board of Supervisors subsequently placed the matter on the November 3rd ballot as Proposition B to be voted on by the citizens of Los Angeles County. The Grand Jury voted to support Proposition B and individually and collectively worked for its passage. Unfortunately, the measure failed to pass in the 1970 election.

It is the recommendation and hope of this Grand Jury that county officials and responsible citizens and taxpayers' groups will continue to press for the enactment of revised County Charter provisions like those embodied in Proposition B, which was unfortunately defeated in the November 1970 election.

- 1) Effective management controls over the cost and operation of county departments, such as in Proposition B, are essential.
- 2) Obsolete county organization and lack of accountability have contributed greatly to inefficiency and runaway budget expansion and wasted, misspent tax dollars.
- 3) Incompetent county executives could be dismissed, with proper safeguards, and no longer be protected at the taxpayers' expense.
- 4) A CAO with power to reorganize the departmental structure of the county for efficiency and with authority to implement his directives will create a more efficient, economical government for the county.

Harmon Bennett, Chairman
Gerald A. Calhoun
Violet Dovey

Approved by the Grand Jury
September 28, 1970

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