



**LOS ANGELES COUNTY
GRAND JURY 1971**

FINAL REPORT

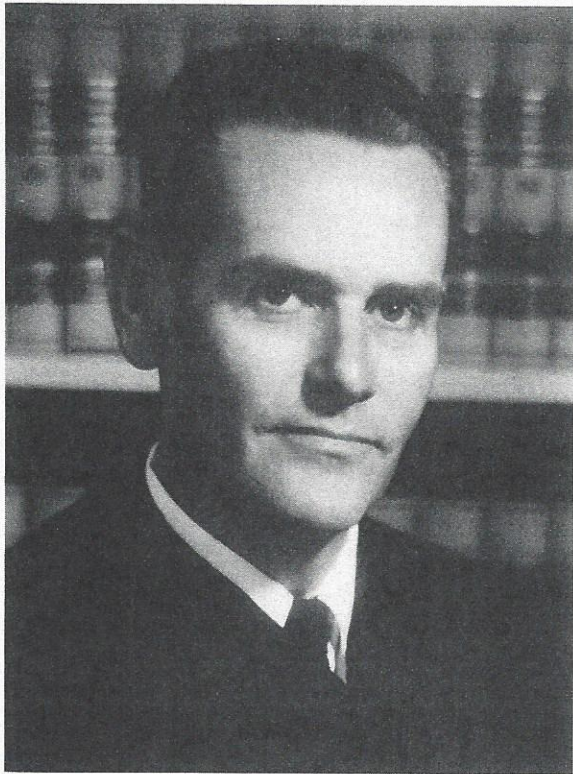
IN MEMORIAM

LOUIS A. ESHMAN
March 3, 1971

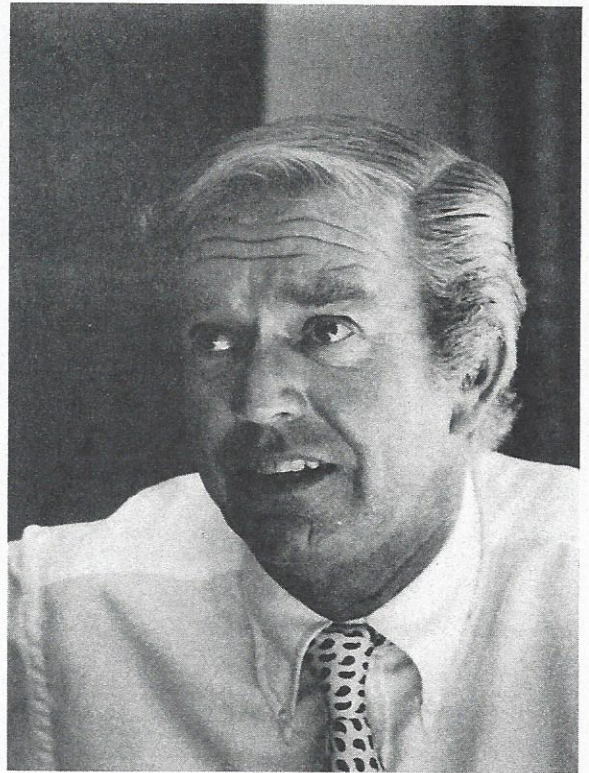
ELIZABETH J. SAETA
October 21, 1971

**LOS ANGELES COUNTY
GRAND JURY 1971**

FINAL REPORT



*Honorable Malcolm M. Lucas
Judge, United States District Court*



*Honorable William B. Keene
Supervising Judge, Criminal Division*



*Honorable Charles A. Loring
Presiding Judge, Superior Court*

JURORS AND NOMINATING JUDGES

| | |
|---|-------------------------------|
| Edward S. Adler | Judge William H. Levit |
| Diane A. Baerwald | Judge George M. Dell |
| Helen D. Barnes | Judge James G. Kolts |
| Louis L. Colen | Judge Bernard S. Selber |
| Ann L. Dach | Judge John L. Cole |
| Joseph B. Dardarian | Judge John A. Arguelles |
| James S. Dwight | Judge Bernard Lawler |
| Leo D. Epstein Foreman. | Judge Charles A. Loring |
| John Earl Hargrove | Judge Thomas L. Griffith, Jr. |
| Ruth L. Juntilla | Judge Stevens Fargo |
| Lettie Belle Lange | Judge Goscoe O. Farley |
| Esther S. Lewin | Judge Jerry Pacht |
| Anne C. Lingle | Judge Leopoldo G. Sanchez |
| Marian Lloyd Sergeant at Arms | Judge Max Z. Wisot |
| Marian Loeb | Judge Bernard S. Selber |
| Lydia Lopez | Judge Norman R. Dowds |
| Albert M. Niblo | Judge Bayard Rhone |
| Hollis M. Peavey | Judge Carroll M. Dunnum |
| Christian W. Planje Foreman Pro Tem | Judge Lester E. Olson |
| Alyce May Sisson | Judge Joseph L. Call |
| Walta J. Wattson | Judge D. Sherry Fagan |
| Sue Kathryn Young Secretary | Judge William B. Keene |



Back Row, Left to Right: Hollis Peavey, Edward Adler, Diane Baerwald, John Hargrove, Lettie Belle Lange, Walta Wattson, Ann Dach, Lydia Lopez, Louis Colen, Ruth Juntilla, Joseph Dardarian
Second Row, Left to Right: Albert Niblo, Marian Loeb, Alyce May Sisson, Esther Lewin, Marian Lloyd, Sue Young, James Dwight
Seated, Left to Right: Helen Barnes, Anne Lingle, Christian Planje, Leo Epstein



Back Row, Left to Right: Craig Turner, Robert Imerman
Front Row, Left to Right: Carole Andrews, Joyce Shannon, Elaine Slagle

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FOREMAN'S REPORT

The history of the inquisitorial power of the Grand Jury is lost in obscurity. Legal writers and historians disagree as to the time at which the Grand Jury first appears as an English institution. Some attribute its introduction to the Saxon Kings and others to William the Conqueror or his followers in the Eleventh Century.

The broad power of the Grand Jury to investigate the conduct of public officials and inquire into public evils is well established and settled. From its earliest days the Grand Jury was recognized as a suitable medium for the exposure of political corruption. Even those who assail it bitterly and wish for its early demise admit its special value for disclosing offenses of a political nature.

Each judge of the Superior Court has the right to select two nominees. After numerous interviews and drawings, twenty-three Grand Jurors are selected from a drawing of the final thirty-four. The Grand Jurors are nominated by the judges because of their confidence in the integrity, fairness and sagacity of the nominees. We, the members of the 1971 Grand Jury, realize that membership in that body is a position of high honor and grave responsibility, membership calling for diligence, impartiality, courage, and the exercise of calm and considered judgment. We believe all our official actions exemplified tenacity and sound judgment. The quality of a grand juror's contribution is related directly to the careful scrutiny of the people nominated as candidates by the judges of the Superior Court, and it cannot be too strongly urged that these judges recognize this responsibility and authority and make a careful assessment of their nominees. We would strongly urge that forty members be placed in a pool instead of the present thirty-four in order to insure greater availability of replacements.

Soon after the Grand Jury was selected and sworn and after the selection of the Foreman by Presiding Judge Charles A. Loring; Malcolm M. Lucas, Supervising Judge, Criminal Division; Assistant Presiding Judge, Alfred McCourtney and Judge Emil Gumpert; the following officers were elected: Foreman Pro Tempore, Christian W. Planje; Secretary, Mrs. Sue K. Young; and Sergeant At Arms, Mrs. Marian B. Lloyd. Thereafter the following committees and chairman of each committee were selected:

| | |
|-------------------------------|-------------------------------|
| Audit Committee | Albert M. Niblo, Chairman |
| Criminal Complaints Committee | Christian W. Planje, Chairman |
| Ecology Committee | Esther Lewin, Chairman |
| Penology Committee | James S. Dwight, Chairman |
| Narcotics Committee | Anne C. Lingle, Chairman |
| Schools-Juvenile Committee | Marian Loeb, Chairman |
| Social Services Committee | Alyce M. Sisson, Chairman |

The detailed report of their activities and recommendations are found in the committee reports.

The final report of the 1970 Grand Jury indicated as its original approach a conventional examination of the County's Balance Sheet, its Statements of Revenue and Expenditures, and changes in fund balance at the close of the County's fiscal year. It was found that this type of audit was impractical and expensive. Although conventional fiscal reporting and auditing may have been found to be not practically applicable, the 1971 Grand Jury strongly believes that the County should aggressively and continuously design and implement the most successful sophisticated business systems and procedures in all of its operations for attaining efficiency and low cost as well as reducing the opportunities for abuse and misappropriation.

It is recognized that the County of Los Angeles does have a Management Study and Services Division or Department available for individual reviews and analyses of specific County operations. There is no desire or intent to question the capability, experience or application of this group. But as in commerce and industry, supplemental and objective competent professional assistance is often required where timing and complexity dictates. It is in this connection that we believe in and support the removal of legal constraints upon a qualified contract auditor for the Grand Jury as it relates to management studies in contrast to fiscal audits.

We believe that the timely analysis, design and implementation of corrective business systems and procedures to be particularly meaningful in the Department of Public Social Services. Our limited audit of this department as reported by our Audit Committee, and our study leading to the criminal indictments in the Unattached Men's Center led us to recommend a task force or commission of experienced and available citizens to the Honorable Board of Supervisors. The Jury submitted thirty-two possible candidates to the Board of Supervisors, and it is hoped that this body may soon be activated for the purpose of implementing and accelerating corrective systems analyses and design work as already planned for the Department of Public Social Services.

The Grand Jury had occasion, during 1971, to inquire into the care and handling of criminal exhibits by the Los Angeles County Clerk's Office, in connection with an investigation conducted by the District Attorney's Office into the present integrity of the exhibits introduced during the course of the Sirhan Sirhan case.

After listening to five days' testimony from thirty-six witnesses, the Grand Jury issued a special report in the form of a letter addressed to the Board of Supervisors, setting forth the findings in the Grand Jury in this matter.

It is the opinion of the Grand Jury that legislation is needed to provide for limited access to exhibits in criminal cases prior to final judgment, in order that the rights of both the prosecution and defense are not impaired by any unauthorized tampering, alteration, or mishandling of such exhibits.

We recommend that legislation be enacted to prohibit the officer who is the Public Administrator and Guardian of Los Angeles County from engaging in the private practice of the law. From evidence received, it is our judgment that this legislation would eliminate a possible conflict of interests and promote a more efficient operation of that office.

During its year of service to the County, the 1971 Grand Jury and particularly its Audit Committee worked closely with the Los Angeles County Citizens Economy and Efficiency Committee. The 1971 Grand Jury supports the Committee's recommendation for the elimination of excessive costs occasioned by the duplication of custodial and other related court functions as currently performed by the Office of the Sheriff and the Marshal.

The Grand Jury in the performance of statutory functions had a number of light and pleasant moments which all jurors will be pleased to recall. Yet there were moments of sadness and regret. We all pay tribute to the memory of Louis A. Eshman, M.D., and Mrs. Elizabeth J. Saeta who were destined to serve with us for only a brief period. Mrs. Doris Y. S. Tom resigned from the Jury due to a family transfer to Northern California. We were, however, most fortunate to have Mrs. Ruth L. Juntilla and Mrs. Ann L. Dach join the 1971 Grand Jury as qualified and active replacements.

The Honorable Malcolm M. Lucas, Supervising Judge of the Criminal Division and Advisor to the Grand Jury, presided on January 6, 1971, when the 1971 Grand Jury was impaneled and sworn. No juror can forget the cordial welcome and impressive instructions provided by this outstanding jurist. It came as no surprise when Judge Lucas was elevated to the Federal Court, and we wish him continued advancement in an illustrious legal career.

It is customary and proper that acknowledgements be made at the close of any presentation. Yet we would like it to be known that custom and requirements were not the determining factors in this Foreman's statement. It provides a great deal of pleasure to be able to pay some tribute, inadequate as it may seem, to those who contributed individually and collectively to the accomplishments and performance of the 1971 Grand Jury.

We are genuinely grateful to the Honorable Charles A. Loring, Presiding Judge, and the Honorable William B. Keene, Supervising Judge and Advisor to the Grand Jury, in their recognition of our inexperience as members of the Los Angeles County Grand Jury. Their understanding, availability and sound counsel contributed materially to a year of measurable accomplishments.

In the performance of its criminal investigative function, the Grand Jury is indebted to the assistance, counsel and advice provided by the Honorable Joseph P. Busch, District Attorney and members of his staff. Included among the latter were Deputy District Attorney Robert Imerman, who as legal advisor to the Grand Jury provided invaluable assistance on a daily basis, as well as J. Craig Turner, special investigator to the Grand Jury.

The performance of the Jury's civil responsibilities were made more meaningful and productive through the cooperation of Arthur G. Will, Chief Administrative Officer; Sheriff Peter J. Pitchess; Chief Edward M. Davis, Los Angeles Police Department; and all management personnel in the many important County departments, divisions, bureaus and speciality districts. We are particularly indebted to the expert professional services of Peat, Marwick, Mitchell & Company, and Donald R. Rager, partner.

The 1971 Grand Jury takes great pride in listing in the Final Report those Superior Court judges who through nomination and screening, made this privileged County service available to us. Although the duties and responsibilities appeared to be awesome at times, it is a public service to which we will refer many times in years to come.

Special thanks and appreciation is due Mrs. Joyce Shannon, Executive Secretary, and Miss Carole Andrews, Secretary, who saw to our every need, day in and day out. Our acknowledgement of services admirably performed are extended to Julius Koliner, Official Court Reporter, and Deputy Sheriff Elaine Slagle, Bailiff.

In the official roster of the Grand Jury it is difficult, if not impossible, to recognize the service of some without unintentionally minimizing the achievements of others. We do believe that special commendation should be given to Mrs. Sue K. Young, Grand Jury Secretary; Mrs. Marian B. Lloyd, Sergeant at Arms; and Mrs. Helen D. Barnes, Editor, Final Report.

During the course of the calendar year 1971, the managing officers of the Grand Jury made a special effort to obtain performance on a team of collaborative basis. Chairmen and secretaries of all committees, except for generalized guidance, were encouraged to direct their own efforts toward the objective accomplishments.

We hope that we have been successful.

Respectfully submitted,

Leo D. Epstein, Foreman

Christian W. Planje, Foreman Pro Tem

Approved by the Grand Jury 11/1/71

AUDIT COMMITTEE REPORT

Possibly more than any other standing committee of the Grand Jury, the Audit Committee depends not only upon the work of past juries but also upon a faith in those to follow. Some facets of the audit are completed within the year's time span, but many others — by virtue of their particular set of problems, or because of the awkward difference between the fiscal year and the Jury's term of office by calendar year, or more frequently because discovery or even solution of one problem opens the door to others — cause the Audit Committee to assume the nature of a continuing body, albeit with a yearly change of personnel.

Under the aegis of Penal Code Section 926, the 1971 Audit Committee set about to establish a frame of reference and hire a contract auditor. In addition to continuing the work of previous audits, the Committee was also concerned with encouraging new information storage and retrieval systems in the hope that their application might conserve tax dollars. Thus a contract auditor with knowledge of modern systems as well as a fine record of work for previous Los Angeles County Grand Juries was sought among the major firms. Peat, Marwick, Mitchell & Co. fulfilled these and other criteria, and has amply fulfilled our expectation.

In order that the scope and limitations of the contract auditor's authority might be delineated clearly, a memo of March 10, 1960, from the then County Counsel Harold Kennedy to the Grand Jury was examined closely. In the memo, the County Counsel interpreted both legislation and judicial decision to indicate that while one charge pertaining to the audit (namely to "make a careful and complete examination of the books, records, and accounts. . . of all the officers of the county" — Penal Code Section 925) supports the authority to employ outside assistance (Penal Code 926), the other charge (to investigate and report upon the needs of all county officers. . . including the abolition or creation of offices and the equipment for, or the method or system of performing the duties of, the several offices" — Penal Code 928) does not so support the work of the contract auditor. This limited the effectiveness of the auditor's work, although some leeway was subsequently implied. Inasmuch as the contract auditor is qualified to do both tasks, and no further expenditures would be involved (indeed in many instances his work would be made easier) if he extended his assistance to cover both, the Audit Committee strongly recommends either a clear and formal reinterpretation be given in the light of legislative intent or new legislation be passed specifically allowing the Grand Jury to employ outside assistance in carrying out its duties under *both* Penal Code Sections 925 and 928.

Departments to be audited were suggested, discussed and chosen on the basis of past reports, the growing use of data processing, attention to departments which had not been audited for some two or three years, current problems of welfare expenditure controls, and the ever-increasing real property tax burden. Using those criteria the following audits were selected: Secured Property Tax Cycle, Chief Medical Examiner-Coroner's Department, Department of Data Processing, Los Angeles County-University of Southern California Medical Center, Reimbursements (for eligible County agencies), Regional Planning Commission, Department of Urban Renewal, John Wesley Hospital, and specific programs within the Department of Public Social Services.

The Office of the Public Administrator-Public Guardian was included on the original audit schedule for August 1. When that time arrived it was found that the County Auditor-Controller's staff had been conducting a formal audit for a period of six weeks and had another four weeks of audit work remaining. To avoid a duplication of effort the office of the Public Administrator-Public Guardian was deleted from the Audit Committee's schedule of audits and funds were reallocated to the Department of Public Social Services. Similar action was taken in the case of the Department of Urban Renewal.

The auditor's effort concentrated on examination of the use and control of funds within the pertinent government codes, tests of effectiveness and security, and determination of areas where savings could be made. The auditor reviewed each department's fiscal control systems, record keeping and other procedures, examined the books and records, interviewed personnel, and analyzed specific problems. A confidential draft report with detailed recommendations was then submitted to the Audit Committee for discussion and to the department involved for its study and written comments. Meetings were held between the contract auditor and the department representatives to discuss the recommendations and the department's reaction to them. The results of these meetings were communicated to the Audit

Committee. When necessary, other action taken at this stage included letters to the Board of Supervisors, Chief Administrative Officer and pertinent State agencies. In these communications the Audit Committee requested further investigation of a particular matter, as well as clarification of a specific policy or a recommended change in policy.

During the major portion of the Grand Jury year of service the Audit Committee met weekly with the contract auditor. At these meetings the progress of each individual audit was discussed, specific problem areas were delineated and departmental responses were analyzed. Members were assigned to accompany the auditors as observers at the "concurrence meetings" between auditor and department representatives at which implementation or modification of proposed recommendations were discussed.

The Audit Committee learned that County government is not in the doldrums. New and sometimes experimental procedures are being instituted in many departments, some offices are being decentralized, billing and other computerized work is being consolidated, and several departments are in the process of moving into different quarters. The non-selective county-wide hiring freeze imposed a severe burden upon the efficient and effective operation of County departments as the major portion of most departmental budgets comprise employee salaries and benefits. It is therefore understandable that the objective and overall examination made by the Grand Jury's contract auditor disclosed a number of areas for improvements.

Subsequent sections of this report dealing with the results of the departmental audits are necessarily summarized. Complete details of each audit are contained in the Contract Auditor's Report for 1971. These details contain the background material, the scope of the audit, the recommendations to the contract auditor and the written responses of the departments involved. A limited number of these complete reports are being made available to the public by distribution to major public and institutional libraries.

SECURED PROPERTY TAX CYCLE — REPORT No. 1

The first report combined agencies within the two major departments concerned with the assessment and collection of property taxes, that is, Auditor Controller and Treasurer-Tax Collector.

Activities relating to the control of the current year's tax levy and collections were analyzed, and the auditor's review disclosed that internal control and interagency communication mechanisms could be improved.

The work entailed in minor refunds was analyzed. A new approach resulting in cost savings should be sought through the legislative process. A new system of microfilming which will allow checks to be deposited the day of receipt, with records-keeping work to be done from the microfilm copies, should work to correct weaknesses in control of receipts.

CHIEF MEDICAL EXAMINER—CORONER — REPORT No. 2

All activities of this office were included in the audit. Since the department has adopted and partially implemented a program of decentralization, the contract auditor made his recommendations in the context of this fluid situation. Beginning as an experiment with a Long Beach substation, the new system has proved to expedite cases, although the limited development and implementation of the program has resulted in an inconsistent and costly dual investigative policy in addition to other problems. As the transition to a more fully decentralized program proceeds, the problems should lend themselves to corrective action. A management services team from the Chief Administrator's Office is studying alternative procedures toward a better planned and thus less costly transition.

Recommendations concerned the areas of weekly management (including statistical) reports which could be based on an elementary computer system, the need for reorganizing clerical duties and procedures and providing clearance records (with private physicians) rates charged for reimbursable services (the Coroner's office currently is undercharging), adequate controls over cash and checks received, the Coroner's trust account, high value personal property in the Coroner's keeping, and suggestions for increasing auction proceeds.

DEPARTMENT OF DATA PROCESSING — REPORT No. 3

The Department of Data Processing, one of the County's newest departments (established July 1, 1969), consolidates data processing activities into seven data centers — Administration, Health Care, Justice, Property, Records, Welfare, and Engineering — with four support divisions.

The contract auditor's attention focused on the needs of the user departments and the relationship of systems groups within those departments to the systems function of the Department of Data Processing. The progress towards centralization of the data processing function has been slow with user departments tending to maintain functional capability within their own units. The auditor agreed with the principle of keeping within the department some systems personnel — those who are familiar with the unique reporting requirements, policies and procedures of each department; however, he recommended that generalized data processing personnel be transferred to the Department of Data Processing. Lack of clear definition of objectives, functions and responsibilities of both groups was designated a potential source of costly duplication, including separate and redundant data files.

Organizational problems affected not only full utilization of support division staff but also control of data processing resources (including equipment), which in some instances were not budgeted for by the Department of Data Processing but by some other agency.

Favorable benefits to the County of Los Angeles in the operation of a centralized Department of Data Processing would involve better security measures, economies available in the purchase of equipment, documentation standardization and the preparation of a standards manual.

LOS ANGELES COUNTY—USC MEDICAL CENTER — REPORT No. 4

The Medical Center is an acute care general hospital, one of the largest of its kind (teaching and laboratory) in the United States. It provides services to well over one million patients each year and operates under a budget of \$136 million. Revenues are derived primarily from patient service fees, including a variety of government health-care programs.

Analysis of "Big Med" was among the most complex of the audit challenges. However, certain significant fiscal control problems were isolated and recommendations were made which would encourage better financial management and control mechanisms. Specific suggestions for improvement were made in regard to accounting methods, budgets, expenditure control, financial reporting, and revenue control. Elements of control already exist in the present system and where possible are reinforced in the suggested changes.

An important recommendation encouraged institution of an enterprise fund accounting approach, removing the Medical Center from the County General Fund. Benefits would involve an enhanced visibility, which in turn would encourage financial responsibility and provide more timely and more usable reporting data for management purposes.

The study and analysis of operations pertaining to the Los Angeles County—USC Medical Center disclosed a serious problem in delayed Medi-Cal and Medicare payments. The Grand Jury audit and subsequent discussions with Department of Hospital personnel also brought into focus the State of California program for itemized billing coupled with an effective timetable of July 1, 1972. Through the efforts of Department personnel and the Grand Jury, the implementation of itemized billing was held in abeyance for an indefinite period. In addition these efforts resulted in the participation of the County in a federally funded study "Site Test and Evaluation Program for Inclusive Rates in Hospitals." It is anticipated that the study will result in the saving of hundreds of thousands of dollars that would be required to convert to an itemized billing system.

In the planned program of decentralization of the Medical Social Service Programs and the termination of the Bureau of Resources and Collections, some progress is in evidence towards closer control of the managerial functions.

REVIEW OF REIMBURSEMENTS — REPORT No. 5

Funds received by the County from federal and state sources amount to more than one billion dollars annually. These reimbursements, usually in the form of categorical aid contracts or grants,

offset expenditures of the County in many departmental and divisional areas. Prior to 1969, state and local governmental entities participating in federal programs dealt with various United States governmental agencies, each of which specified different allowable direct and indirect costs for their respective contracts and grants. In an attempt to simplify this relationship the federal government issued Bureau of the Budget Circular A-87 which, along with other improvements, established the policy whereby the negotiation of allowable cost elements conducted by a single federal government agency would be binding on all other federal agencies. For the County of Los Angeles, the Department of Health, Education and Welfare (HEW) has been designated to negotiate on behalf of the United States government.

To receive the maximum allowable reimbursement from the policies set forth in Circular A-87, recipients of funds are required to determine the actual indirect costs involved in the support of these programs and to distribute these costs in accordance with a rational, approved plan. Circular A-87 specifically states that it is the federal government's intention to absorb its "fair share" of these costs, subject to the availability of funds authorized by Congress. This concept is a significant departure from prior policies where only partial recovery of indirect costs was achieved.

Pending the development of actual costs, the County is currently operating on a temporary plan based on the budget. A complete plan, however, is extremely complex. Most departments of the County are involved in direct grant costs, supporting services or both. Charges, such as costs of office use and depreciation of equipment which do not presently appear in the budget, are allowable and allocable under Circular A-87.

In order to insure the full reimbursement of indirect costs by the federal government, the County must of necessity develop a complete cost accounting system. The breakdown of many indirect costs has never been available to the various department heads and the Board of Supervisors. Some costs have been billed or memo billed to user departments but the full costs of services supplied to the taxpayer have never been available.

The Chief Administrative Officer has designated a full-time Federal and State Grant Coordinator to work with nine newly established separate departmental teams of analysts. Among other things, the Coordinator will assist the teams to "coordinate, control, standardize and monitor the preparation of departmental indirect cost proposals and their respective grant and contract applications to insure County uniformity and consistency in claiming all allowable costs."

The Audit Committee believes that installation of a full cost accounting system is essential, not only to obtain full reimbursement from the Federal government but also to obtain a tool of control that large corporations have found to be indispensable. The Committee also believes that timely development and implementation of such a plan is beyond the capabilities of the staff of the Auditor-Controller. The Committee therefore recommends that the Board of Supervisors authorize the Chief Administrative Officer to employ a qualified professional firm to assist the County in the design and implementation of a complete cost accounting system.

A large portion of the cost of development and implementation of this system will be reimbursed under the terms and conditions of Circular A-87.

REGIONAL PLANNING COMMISSION — REPORT No. 6

The Regional Planning Commission is basically an administrative and liaison body charged with the development of the County General Plan, administration of existing plans, and some zoning and planning services for unincorporated and contract cities. However, its actions, like those of other County commissions, are subject to the veto of the Board of Supervisors.

In the realm of fiscal management of the \$237,625 budget very little was noted as a departure from accepted operating practice.

JOHN WESLEY HOSPITAL — REPORT No. 7

The hospital is a relatively small, acute facility providing in-patient services for obstetrics, hepatitis, liver ailments and cancer, treating 8500 patients yearly.

While this audit was not one of the major items of the Committee's work, the contract auditor found certain areas of internal control (in procedure dealing with payrolls, cash receipts, and inventories) which could and should be improved.

DEPARTMENT OF PUBLIC SOCIAL SERVICES — REPORT No. 8

Evidence brought before the Grand Jury in an early criminal case involving the Department of Public Social Services led to the suspicion that there were major weaknesses in the department. The subsequent audit by the contract auditor confirmed this suspicion. The Audit Committee is convinced that the tremendous increase in caseloads over the past two years, the constant change of state and federal regulations, marginal personnel in the supervisory organization and the County hiring freeze combined to produce a situation which made effective control difficult to achieve. A task force comprised of experienced and available businessmen to advise Department of Public Social Service management in the design and implementation of effective management systems and procedures was recommended. As of this writing that task force is being formed.

The Audit Committee urges that the Board of Supervisors give the task force and the department sufficient latitude and funds to implement the suggestions for improvements that will be forthcoming. Such funds will be minuscule in relation to the savings possible.

The Department of Public Social Services (DPSS) with funding for approximately 15,000 employees (20% of total County employee funding) is responsible to the Board of Supervisors for categorical and indigent aid and other social welfare programs in accordance with federal and state laws and County ordinances.

DPSS offers services under the following categorical and indigent aid programs:

1. Aid to Families With Dependent Children (AFDC)
 - a. Family groups (AFDC—FG)
 - b. Unemployed parent (AFDC—UP)
2. Old Age Security (OAS)
3. Aid to the Disabled (ATD)
4. Aid to the Blind (AB)
5. Aid to the Potentially Self-Supporting Blind (APSB)
6. Indigent Aid — also known as General Relief (GR)

DPSS also provides facilities for special benefits such as medical assistance, food stamps, Economic Opportunity Act programs, and child welfare services.

The Department of Public Social Services has experienced many administrative reorganizational changes in recent years based primarily upon revised federal and state welfare regulations. This has resulted in notable improvements but at a rate slower than the increase in its work load and scope of responsibilities. The contract auditor's detailed review of DPSS covered a random sampling of cases in the field, the Department of Data Processing (DDP), and a careful study of issued warrants and duplicate warrants.

The problems encountered in this vast organization were many. The lack of a computerized master index was serious in nature and must be coordinated into DDP. The Department of Public Social Services has made a positive approach toward the solution of this problem by soliciting proposals for the development and design of a Welfare Case Management and Information System from qualified outside professional consulting organizations. It also was understandable that many improvements are needed in such a large department. However, the overriding task of DPSS in recent years has been to cope with the rapid growth in the welfare caseload and a wide variety of changes in state and federal legislation and regulations. The contract auditor recognized that any recommendations made in Report No. 8 must be considered in terms of the State Welfare Reform Act of 1971.

Another positive step forward in the greater control of effective operation of the Department of Public Social Services involves the probable designation of the District Attorney's office for investigation and prosecution of welfare frauds and abuse. This would remove investigative functions from a basic managerial organization and place it under a department with recognized skills in the investigatory and prosecution process.

PRIOR RECOMMENDATIONS

One of the drawbacks of a new jury every year is the inability of each jury to follow through on its recommendations. Each jury provides for this continuation by first following up on recommendations of previous juries and then listing suggestions for checks by subsequent juries.

Report No. 9 of the Contract Auditor's Report details the results of this year's follow-ups. Report No. 10 lists suggestions for subsequent juries.

SUMMARY

The general trend of recommendations by the Grand Jury leaned toward more stringent control (safekeeping) of cash receipts and record keeping of vital information as it pertained to the individual departments audited. Each department audited responded to the contract auditor's recommendations. There was a cordial sense of agreement and concurrence. In a number of instances, action has already been taken to implement certain recommendations, while others will require study and/or personnel adjustments prior to full implementation. Other conclusions must await the move to new quarters where the physical relocation will contribute positively to the implementation.

The Audit Committee wishes to express its appreciation to the Los Angeles County Board of Supervisors, the department heads and their staffs for the kind and courteous cooperation and assistance afforded the contract auditor in his efforts to comply with the Grand Jury's instructions.

The Committee is also most grateful to Mr. Donald R. Rager, his associates and staff, for their patience and skillful guidance through the intricate paths of government operations. The quality of the contract auditor's expertise is reflected in the complimentary comment made by several departmental responses to recommendations.

This Committee is of the opinion that the concentration of its efforts on a few objectives has been a greater benefit than if it had endeavored to touch lightly on many areas.

From the number and type of recommendations presented, there is no doubt as to the magnitude of improvement required by all County departments to effect reduction in County expenditures and an ultimate saving of taxpayers' dollars.

AUDIT COMMITTEE

Albert M. Niblo, Chairman
Marian B. Lloyd, Secretary
Edward S. Adler
Diane A. Baerwald
Louis L. Colen
James S. Dwight
Marian Loeb
Christian W. Planje

Approved by the Grand Jury 11/15/71

CRIMINAL COMPLAINTS COMMITTEE

The Criminal Complaints Committee of the Los Angeles County Grand Jury, comprised of nine members of that Jury, served as a screening and evaluation agency for all criminal matters presented by the Offices of the District Attorney or Attorney General for possible hearing by the Grand Jury. It also received, evaluated and acknowledged individual letters from Los Angeles County residents or civic organizations who for personal reasons chose to present their grievances to the Grand Jury for solution.

The normal committee procedures in determining the necessity for a hearing by the Grand Jury involve the intensive interrogation of those Deputy District Attorneys or Deputy Attorneys General who believe that a hearing by the Jury will serve the best interests of victims and defendants. The Criminal Complaints Committee is particularly interested in determining why the Grand Jury hearing is desired as opposed to the alternative of a preliminary hearing in the Municipal Court. Usually the choice is based upon lowered cost to the taxpayer, secrecy provided by a Grand Jury hearing, time limitation based upon the applicable statute of limitation or protection of witnesses and convenience. From a brief outline presented by the Deputy District Attorney and/or Deputy Attorney General the Criminal Complaints Committee seeks to be assured that probable cause exists. After much deliberation without any District Attorney staff present, the Committee votes upon the merits of a Jury presentation. A simple majority rules.

In the evaluation of letters received from County residents and civic organizations, all letters which bear return addresses are acknowledged. Weekly action taken by the Criminal Complaints Committee determines the nature of the response to be made to the letter received and when necessary defines the direction of the investigation to be made by the Grand Jury investigator. The Committee makes a genuine and sincere effort to satisfy the complainant but works equally hard to avoid a continuing pattern of correspondence where the grievances are fundamentally personal and non-criminal in nature.

To the date of final preparation of this report eighty-three separate and distinct cases were presented to the Grand Jury, involving 220 defendants. As the result of evidence presented, eighty-one indictments were returned for the following felonies:

| <u>Crime</u> | <u>Indictments Filed</u> |
|--|--------------------------|
| Arson, Assault with a Deadly Weapon, and Unlawful Possession of an explosive | 1 |
| Bribery | 2 |
| Conspiracy and Assault | 1 |
| Dangerous Weapons and Control Law | 1 |
| Grand Theft | 6 |
| Grand Theft and Burglary | 1 |
| Grand Theft, Conflict of Interest, Receiving Stolen Property, and Filing False Evidence | 1 |
| Grand Theft, Forgery, and Fraudulent Claims | 6 |
| Grand Theft, Procuring and Offering False Instruments and Violation of Business and Professions Code | 1 |
| Grand Theft and Violation of Financial Code | 1 |
| Grand Theft and Violation of Corporations Code | 1 |
| Kidnapping | 1 |
| Murder | 3 |
| Narcotics | 7 |
| Pimping and Pandering | 39 |

| | |
|--|---|
| Possession of Dangerous Weapon | 2 |
| Receiving Stolen Properties | 2 |
| Robbery | 2 |
| Violation of Corporations Securities Law | 3 |

To November 1, 1971, the Grand Jury had spent ninety-five days in the hearing of evidence or approximately 63% of full Jury time. Hearings consumed a minimum of a part of a day to a maximum of ten days.

During the current year the Grand Jury was asked to hear evidence relative to the mishandling of critical exhibits in a major murder case. Although no indictments were sought or filed, the Jury did inform the County Board of Supervisors that strong evidence of inefficiency and nonconformance to logical business procedures did exist in the Office of the County Clerk.

A total of 168 communications were received from residents and civic organizations in Los Angeles County. The preponderant volume dealt with individual problems or complaints which did not fall within the jurisdiction of the Grand Jury. Where it was possible the Criminal Complaints Committee referred these correspondents to organizations or agencies for available immediate assistance. In several instances the Committee provided an opportunity for personal discussion, which in every case gave the complainant the attention and counsel he sought.

In the balance of the communications received, orderly and prompt disposition included:

1. Referral to the County or State Department or Agency where direct action could be taken.
2. A request for further information or documentation of evidence relating to the charge or complaint to permit preliminary investigation by the Grand Jury's investigative staff or the Criminal Complaints Committee.
3. If the Grand Jury's investigation dictated, written contact was generated with those state or county agencies where remedial action could be solicited or
4. When the results of the Grand Jury preliminary investigation indicated, the findings were presented to the Offices of the District Attorney or Attorney General for further investigation and action.

In those situations where some direct action by the Grand Jury was taken, the complainant was kept informed of developments, progress, and results achieved.

CRIMINAL COMPLAINTS COMMITTEE

Christian W. Planje, Chairman
 Anne C. Lingle, Secretary
 Joseph B. Dardarian
 John E. Hargrove
 Hollis M. Peavey
 Alyce M. Sisson
 Walta J. Wattson
 Leo D. Epstein, Ex Officio

Approved by the Grand Jury 11/28/71

ECOLOGY COMMITTEE REPORT

The Ecology Committee, after a long hard look at the environment in Los Angeles County, identified the following areas in which a Grand Jury could be effective:

Smog, and its counter problem, mass transit

Water quality

Preservation of coastal areas, especially in regard to oil drilling

A Master Plan for the Santa Monica Mountains and coastal regions

Far from solving these problems, we find government officials move too slowly, too cautiously and not as courageously as these problems demand. The tendency of all agencies is to point the finger at another agency, another level of government or blame another source of pollution.

We believe that the dangers are real and government should realistically deal with these present dangers and the priorities should be in favor of the health and welfare of people of the County rather than for the protection of institutions and the status quo. In terms of environmental control, it is better to act on the premise that "it is later than we think" rather than adopting the "wait and see" drift from one nonsolution to the next. We believe that it is possible to have clean healthful air in Los Angeles, clean water, pollution-free harbors and shores, and to preserve our coastlines and the Santa Monica Mountains; but only if citizen advocate groups and future grand juries spur public officials to more energetic, realistic achievement of these goals. To accept second rate efforts is to doom us all to an environment polluted beyond recall.

SMOG

"The California Medical Association, in the interest of the public welfare, for the mental and physical health of all those who live in this polluted environment, strongly recommends that urgent recognition be given to the fact that we are living in a state of chronic and increasing emergency."

— Position Paper on Air Pollution, Adopted
August 13, 1971 by the California Medical
Association

The basic philosophy of the Air Pollution Control District is disaster oriented. Its basic goals are to prevent a disaster in Los Angeles. That, on the face of it, is commendable. But in the grim, choking realities of day to day living in Los Angeles County, the disaster approach leaves much to be desired. We recommend that the basic goals should be revised to maintain the every day health of all the citizens residing in its jurisdiction. Recently the Board of Supervisors, at the suggestion of the Air Pollution Control District, instituted a warning system of .35 for school children and cardiac and respiratory cases. We fail to see the difference in their concern for an eighteen year old boy at school and a nineteen year old boy at a mechanic's job or a twenty-five year old housewife. As to cardiac and respiratory cases, there has been ample medical evidence to suggest that we may all soon be such cases. The APCD should be more vigorously concerned with health and environment before the situation reaches disaster proportions.

Recommendations

1. The APCD should study and apply the findings of the California Medical Association Report of August 13, 1971.
2. First stage warning should comply with the California State Air Resources Board of .1 rather than .5 for ozone. Last year the state .1 level was reached 264 times, the .35 level was reached 41 times and the .5 level was reached 9 times. Residents, especially automobile drivers, should be made more aware of their responsibilities in a first-stage warning.
3. Citizens roles and courses of action should be publicized in case of a second-stage warning. The APCD should be commended for current use of the word "warning" instead of "alert".

4. Vigorous enforcement is needed to close down all plants operating under a variance when a warning is called, according to the pollutant it emits and its relation to the pollutant causing the warning. Monitoring and spot checks of these plants would be helpful.
5. There should be more unannounced inspections on a 24-hour basis.
6. Legislation should be sponsored by Los Angeles County to make repeated and long-standing violations a felony rather than a misdemeanor.
7. Fees and fines should be increased for companies cited for violations so that it finally becomes more economical to be in compliance.
8. The APCD should reconcile Rule 51 (APCD Rules and Regulations) and Rule 60 in favor of Rule 51. Concern for public welfare should be the primary business of the APCD.
9. The APCD should refer to Standards in the Bay Area APCD on Sulphur Dioxide Emissions (Regulation 2). Present regulations in San Francisco allow 300 parts per million, while the Los Angeles APCD regulations set for 1973 are 500 parts per million. The stricter standards in the Bay Area should be adopted for the Los Angeles area. If San Francisco can enforce their standards, Los Angeles can.
10. In purchasing new monitoring equipment, only instruments based on the latest technology should be considered, not merely replacing the old instruments with new. The committee recommends increased appropriations for instrumentation for stationary emissions.
11. APCD should not accept further grants from the American Petroleum Institute or other private industry. This may be construed as a conflict of interest.
12. Publicity releases by APCD should be more specific, more informative and more widely distributed. They are too dry and technical now. The publicity should inform the public about sources of pollution and encourage the people to perform a citizen's advocate role. There is a tendency of the APCD to overwhelm the public with technical expertise rather than common-sense information.
13. Enforcement agencies such as police and Sheriff as a matter of policy refer the results of their investigation to the proper prosecuting agency for either a complaint or a rejection. The enforcement section of APCD should consider a similar policy of referring all criminal violations of the APCD rules and regulations to the proper prosecutive agency in order to avoid acting as judge and jury.
14. Injunctive power to stop polluters should be used to better advantage.
15. In accordance with Federal law, no new cars without effective smog control should be allowed to enter, be sold or be driven in Los Angeles County after 1975, instead of the extension to 1976. Each year is critical.
16. Mandatory Emission Inspection: After thorough examination of the Northrup Feasibility Study on Mandatory Emission Inspections (Part A) the Grand Jury recommended support of enabling legislation (AB 1577) to make an emission and safety inspection mandatory for all automobiles. Continuing support should be given to this legislation through both houses of the legislature.

During the year the Grand Jury became aware of many citizens' complaints about noxious odors in the El Segundo area, apparently emanating from the Standard Oil Company and the Allied Chemical plant. It was determined that the cause of these odors was sulphur dioxide which can be deleterious to health even in quantities less than sufficient to cause noticeable odors. Due to the complexities involved and our limited time in office, we were unable to complete our investigation to our own satisfaction. We have left our files for the 1972 Grand Jury with the expectation that they will be able to complete our initial efforts. In the meantime, at the request of the APCD, formal complaints have been filed in municipal court by the District Attorney.

AIR POLLUTION CONTROL BOARD (Variance Board)

The Air Pollution Hearing Board is made up of three members — two attorneys and one engineer, appointed by the Board of Supervisors. Their term of office is three years and one-third of the Board's term of office expires each year. They meet three times a week for approximately fifty-five minutes per meeting and receive \$100 for each session. The Board members are Delmas R. Richmond, an attorney who has served for eighteen years, Wendell W. Schooling, an attorney who has served nine years, and Robert E. Vivian, an engineer, appointed to the Board in 1970. In the hearing, the APCD, through a representative from the County Counsel's office plays the adversary; i.e., the role of asking for a denial of a variance. The proceedings are quasi-judicial and the witnesses (the petitioner and his attorney) testify under oath. The philosophy of the Board appears to be that of ultimately obtaining compliance from a company where variances have been granted. Therefore variances are seldom denied in the hope that a company will eventually comply by the end of the variance period. There were 1067 variances granted in the past five years; there were 62 denied. One company has had twenty-eight variances since 1960.

Recommendations:

1. The Variance Board should meet under circumstances appropriate for a public hearing. The public should be considered a concerned party, and representatives of the public should be heard, not as at present, discouraged or disregarded.
2. The three-year term should be limited to two terms.
3. The County Counsel should be urged to present a more forceful prosecution of cases before the Board and to use the injunctive power to better advantage.
4. A priority on the court calendar should be given to pollution cases. The Variance Board should no longer grant a variance on the theory that if a polluter appeals to the court, the case may take up to eighteen months to be heard and in effect gives a company a right to pollute while waiting trial. Under new legislation a case may be in court within thirty days. Cases no longer require de nova presentation thus shortening the interval before the hearing.
5. The fee structure of the variance proceedings should be substantially increased with a view to making the litigants support the cost of the variance, plus a daily fee for operating under a variance, the amount to be related to emissions.
6. Records of the Variance Board are not complete enough. Variances are merely listed. They should be cross filed by company name as well. They should also include the number and dates of previous variances and the amount and quality of the emission under variance. The APCD is in a position to keep these records up to date and make them more readily available.
7. The Variance Board should consider primarily evidence relating to the health and safety of the public rather than economic evidence in granting a variance.
8. Publicity should be given to the polluting companies so that public embarrassment might act as a deterrent to pollution.
9. The name of the Board should be changed to "Variance Board" so that the public can readily identify the Board.
10. In addition to the attorneys and engineer there should be a medical person and a member representing the public at large. If the Board is to remain a three-man board, one of the lawyer members should be replaced by a representative of the medical profession.
11. Minority reports should be encouraged.
12. The County should conduct a study of the quality and quantity of pollution being emitted under variances. This study should be done to test the validity of the present variance system.

Field Trips:

Air Pollution Control District
Variance Hearing Board (Air Pollution Control Board)

Speakers:

Robert Chass, Air Pollution Control Officer
Robert Lunche, Ralph George, APCD Deputies
Dr. Irving J. Spitzberg and members of his project from Claremont College:
Ann Mathews, Nancy Connick, Susie Fallows, Ed Friedman
Warren Haas, Deputy District Attorney
Leonard Levine, Citizens for Safe Air

PUBLIC TRANSIT

Depending on the particular pollutant involved, anywhere from 50% to more than 90% of our air pollution in the Los Angeles Basin emanates from the motor vehicle. It is immediately evident that alleviation of our smog problem depends heavily on the reduction of these emissions. The automobile standards set for 1975 will not be fully effective until at least 1985 even if all goes as planned. Even then, given the proliferation of automobile traffic anticipated, there is only the hope that the problem will be solved. All of this focused our attention on the fact that substantial use of mass transportation must be accomplished to assure clean air in the Los Angeles Basin.

We realized very quickly that a great deal of effort, not only at the local level, but also at the State and national levels, has been and continues to be expended in solving the mass transit problem. Many people aided us by their briefings on current status and proposed solutions of the problem. Many individual members of our committee did independent research and brought their findings to the attention of the entire committee, leading us to the following opinions as to the directions and goals necessary to obtain far greater use of mass transportation.

Rejection of the \$2.5 billion bond issue in 1968 pointed up very clearly that such massive expenditures cannot be swallowed all in one gulp. It is better to use the capital investment that has already been provided for us by the gas tax — our freeways and surface streets. For the short and intermediate term, capital investment should be limited almost entirely to rolling stock and such facilities for which outside financing can be obtained such as the current San Bernardino Expressway project.

Our present bus system has been unable to lure any great numbers of commuters from their cars. Obviously improvements must be made. We suggest the following goals:

1. Convenience. Frequent scheduling, providing for time from residence to place of work be no more than 25% additional to that now required in a car.
2. Comfort. Air conditioning in all buses; a moderately comfortable seat for every rider at all times; a place for personal packages.
3. Low fares. Given the first two requirements above, a drastic cut in the fare structure could indeed be an effective inducement. We suggest eventual elimination of the zone system with a flat fare for any ride on the system. The longer the ride, the more we want the rider out of his car. Continuous income, such as would be provided by gasoline sales tax in AB 544 should be used primarily for operating expenditures.

Approximately 25% of today's commuters use public transportation as against 75% in private cars. It is hoped this proportion can eventually be reversed.

Speakers:

Dr Harvey Perloff, Dean of the School of Architecture and Urban Planning, UCLA; and a panel of experts from UCLA: Professor George Hilton, Professor Bonham Campbell, Professor Gary Schwartz
Jack Gilstrap, General Manager of the Southern California Rapid Transit District

COASTAL AND MOUNTAIN REGIONS (Oil Drilling)

Members of the Ecology Committee informed themselves of the matter of oil drilling in coastal and populated areas by attending public hearings on the subject and reading pertinent materials.

The Ecology Committee was concerned with oil drilling as well as other environmental matters, recognizing that the mountains and sea coasts are national as well as local assets. It learned that besides the familiar tragedy of oil spills in the coastal waters, there are questions being raised concerning geological dangers from land subsidence, fault lubrication and the like for which major research was initiated on various governmental and professional levels. The committee suggested and the Grand Jury approved the following stands:

1. That no oil drilling be started in the Pacific Palisades until the U.S. Army Corps of Engineers has completed its Pacific Palisades study and its recommendations for safety have been implemented.
2. That the U.S. Environmental Protection Agency be urged to require an environmental impact study within the guidelines of the 1969 National Environment Policy Act from any company wishing to drill for oil in the offshore, coastal and inland areas.
3. That oil drilling be prohibited for one-half mile inland from the ocean mean high tide line with the exception of existing M-3 industrial zones.

These recommendations received state-wide publicity in newspapers and on television and were subsequently referred to in the Congressional Record (July 7, 1971) which quoted from the Ecology Committee letter: "Unrestricted drilling for oil can seriously disturb the ecological balance of our shorelines, can pose a danger for subsidence and from lubrication of already unstable geological formations, and at the very least threatens oil-spill pollution, an all too familiar tragedy."

A second but related matter concerned planning for the Santa Monica Mountains, for which the governor has established the Ventura-Los Angeles Mountain and Coastal Zone Study Commission. The Grand Jury supported an Assembly Bill (AB 1087) prohibiting further subdivision of the Santa Monica Mountains until the study is complete and the recommendations are made.

WATER QUALITY

The Ecology Committee's interest in water quality led us to seek information from those long active in upgrading the quality of our water. We met with a representative of the Regional Water Quality Control Board, heard testimony from experts outside the Board and visited Los Angeles and Long Beach harbors. Our examination uncovered much still to be done. The following recommendations are made in relation to both harbors and the problem of waste disposal.

1. A follow-up study of water quality of the Dominguez Channel is called for. The question of monitoring should be examined: Is the twice-weekly inspection of the Los Angeles Harbor Helicopter Patrol adequate? How does this patrol coordinate with the Water Quality Board patrol? Should sealed monitors be used at suspected polluting plants?
2. The use of storm drains for waste disposal should be more carefully monitored.
3. The problem of sludge discharged into the ocean through the White's Point and Hyperion Outfalls should be looked into. There are two recent developments in the conversion of sludge into useful products. One is an experiment in the Chicago area in the conversion of sludge to enriched fertilizer for farm products. The experiment has shown an increased yield of corn from thirty bushels per acre to one hundred-fifty. The other experiment is in our own area and concerns the conversion of sludge into fuel oil. Both plans are intriguing and certainly a better solution than dumping into the ocean. Profit should not be a consideration in the conversion of sludge. Primary concern should be keeping it out of the ocean.
4. The suit by the City of San Diego against the U.S. Navy should be watched and

followed up. The problems of the Los Angeles and Long Beach Harbors with the Navy are similar to those in San Diego Harbor.

5. It has come to our attention that the Regional Quality Control Board should be given more staff, a larger budget and exercise more of their power of enforcement.
6. Mercury pollution persists. Only half of the industrial sources in Los Angeles are known. A system for requiring a permit or license to buy mercury would make known all the sources and make possible the control of its disposal.

Field Trips

Los Angeles Harbor, aboard the "Angelina"
Long Beach Harbor aboard the THUMS vessel
Sanitation District at Whittier Narrows

Speakers

Roy C. Hampson, Regional Water Quality Control Board
Captain Lionel Di Santi, Los Angeles Harbor
Robert Hoffmaster, Long Beach Harbor
Professor Frank Bowerman, USC
Dr. Rimmon Fey, Marine Biologist
Ellen Stern Harris, State Environmental Study Committee, Los Angeles County
Environmental Quality Control Committee

LEGISLATIVE ACTIONS

The Grand Jury, at the request of the Ecology Committee, supported the following legislation with letters to the proper legislators and/or city and County officials and urges continuing support for the principles in these legislative acts.

- AB 1471 — Establishing a Coastal Zone Commission
- AB 1087 — Moratorium on developing Santa Monica Mountains until a master plan was presented
- AB 1577 — Mandatory vehicle emission inspection
- ACA 16 — Initiative for providing funds for mass transit
- SB 658 — Relating to Air Pollution Variance Boards

The Grand Jury went on record against:

- AB 2777 — Study of Southern California Air Terminal in Long Beach Harbor

CONCLUSION

One agency, logically the Los Angeles County Environmental Quality Control Committee, must have the authority and responsibility for protecting the environment in Los Angeles County. Just as the Federal Environmental Protection Agency commands impact studies before approving specific projects, the County should do likewise. Reports should receive the scrutiny of a full-time environment agency which will hold public hearings to include citizen participation. This one agency should be the environmental command post in our vigorous fight to save ourselves and our environment.

ECOLOGY COMMITTEE

Esther Lewin, Chairman
Helen D. Barnes, Secretary
Diane A. Baerwald
James S. Dwight
Lettie Belle Lange
Albert M. Niblo
Hollis M. Peavey
Edward S. Adler

Approved by the Grand Jury 11/11/71

NARCOTICS AND DANGEROUS DRUG COMMITTEE

The focus of study, examination, field trips and evaluation for the 1971 Narcotics and Dangerous Drug Committee was to determine if the recommendations of the two previous grand juries concerning drug abuse were being met. Both the 1969 and 1970 Final Reports emphasized the need and importance for an immediate county-wide Drug Abuse Program.

1969 — "In Los Angeles County there is no comprehensive plan for drug abuse-education, information or treatment. All county health agencies and volunteer community programs must be coordinated and properly funded. Schools must take a new approach to total health and drug education."

1970 — "There should be total cooperation among all the agencies [in Los Angeles County] 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."

After ten months of intensive study and examination this committee must conclude that the situation, as far as a comprehensive and coordinated drug-abuse plan, remains unchanged. In spite of dedicated efforts by many individuals and groups, plus large expenditures of time and money, it is tragic that Los Angeles County drug-abuse programs remain fragmented, uncoordinated, inadequate and lost in a maze of bureaucracy and interdepartmental maneuvering.

The seriousness of the drug-abuse problem in this County is obvious from the number of overdose fatalities in the past two years. The extent of the drug-abuse problem is also apparent by the number of both juveniles and adults arrested for drug offenses in the past two years. The Los Angeles County Medical Examiner statistics show a total of 1,139 deaths from overdose in 1969-70, 1,355 in 1970-71. The California Bureau of Criminal Statistics, Los Angeles County, reports for 1969-70 a total of 31,539 Probation Department juvenile referrals for narcotics offenses and 47,321 adult drug arrests. Current figures from the Los Angeles Police Department and from Los Angeles County Sheriff's Department indicate an increasing percentage of drug and narcotic arrests for both adults and juveniles in 1971. A distinguished panel of judges, the Honorable Malcolm Lucas and the Honorable Richard Hayden (both from the criminal division), and the Honorable Charles A. Loring, Presiding Judge of the Superior Court, informed the Jury in March, 1971 that "over 52% of all criminal cases in Los Angeles County superior courts are drug related." The courts are literally swamped with drug offenses as well as related offenses caused by drug addiction.

TREATMENT FACILITIES AND PROGRAMS

The County Methadone Maintenance program for heroin addicts will, it is hoped, be able to achieve its goal of 500 persons in the program by the end of 1971. UCLA Neuropsychiatric Institute also has a limited (45) research program of methadone maintenance. The current waiting list of heroin addicts who have volunteered for methadone maintenance in Los Angeles County is 3,000 persons. At the present rate of intake it will take twenty years to reach the end of the list. This program has been carefully designed and, except for the limitations of staffing and the prime need for a medical director within each Health Department clinic, is functioning with outstanding results. This committee does not believe that methadone maintenance is a panacea or the simple solution to the problem of heroin addiction; however, it does provide a satisfactory means of returning an addict to a functioning role in society and removes the burden of his criminal activities from that society. It is vital that the County methadone maintenance program be expanded as rapidly as possible in order that all heroin addicts who want this maintenance program may participate.

The Drug Abuse Ward at Rancho Los Amigos (75 beds) offers an outstanding detoxification treatment and rehabilitation facility for barbiturate addicts and users of dangerous drugs. Admittance to this program is only through USC General Medical Center and is limited to persons suffering from an acute overdose. There is *NO* county facility available for anyone desiring to undergo voluntary

barbiturate withdrawal. (Barbiturate withdrawal must be carefully supervised by highly skilled medical personnel.) Because of this limitation, "seizure classes" are currently being conducted in this county, in which barbiturate addicts are instructed in ways to feign symptoms of a genuine barbiturate convulsion in order that they may gain admittance into the Rancho Los Amigos program. The Rancho Drug Abuse Ward should be expanded and other comparable medical facilities should be developed.

Med Ocho (Medical Eight) at USC-General is a unique test program in total health care with direct involvement by the community in which the patient lives. This acute medical unit includes drug and alcoholic patient care. The committee feels that this pilot program demonstrates the benefits of sustained personalized medical care from intake through outpatient care and continuing through the patient's establishment back into his community. This total-care concept within the particular needs of each individual and his community may well serve as a model and offer guidelines for county-wide public and private drug abuse facilities, utilizing both the total medical and social aspects in rehabilitation and treatment.

EDUCATION

Education on drug abuse is still left largely up to law-enforcement agencies. There is no uniform comprehensive health-education program in Los Angeles County. Many school districts have developed their own programs which are informative, factual, and effective within a limited scope. The majority of schools, particularly on the elementary school level, provide the minimum time required by State law for health-education instruction taught by available teachers, with added help from local law-enforcement personnel.

This committee feels that by default, as far as drug education is concerned, we are forcing law-enforcement officers to assume reluctantly the role of educators. Neither their training nor professional duties qualify them as teachers. We further believe that this situation fosters distrust and aggravates any prior misunderstandings between law-enforcement officials and young people. Drug abuse and its relationship to the law must be clearly understood and taught by a person knowledgeable in law enforcement, but this facet of the drug-abuse program must be taught in conjunction with factual physiological and pharmacological knowledge. Honesty, above all else, is the most important factor in meaningful drug education.

We feel that this county must reorder its priorities, vis-a-vis prevention and education, and treatment and rehabilitation. Besides continuing all existing treatment programs, every effort must be made to educate all groups to the real and factual problems involved in drug abuse.

MARIJUANA AND LEGISLATION

This committee shares the concern of prior grand juries and the majority of citizens that all drug pushers and sellers must be apprehended and speedily brought to justice. To help achieve that result we wholeheartedly support the recommendation of the Los Angeles County Superior Court's 1971 Report of Special Judicial Reform Committee that "possession of marijuana and/or dangerous drugs by a first offender, when the amount is minimal, be reclassified as a misdemeanor." This reclassification would make the California law comparable to the new Federal law already accepted by twenty-seven states. This reclassification would immediately remove all these cases from the superior courts to the municipal courts. We believe that removing this large case load would speed up the court processes, resulting in rapid and vigorous prosecution of the truly vicious criminal, the large drug dealer. We also believe that by not "criminalizing" a first offender and by speeding up the time between his arrest and adjudication he may be redirected and counseled away from further drug experimentation. In conjunction with this reclassification this committee would like to suggest the possibility of fines being imposed upon all first offenders, the amount of the fine being equal to the court costs. Further, we would suggest that all fines be paid by direct physical work and/or service to the county. We feel that this would not only remove any inequitable economic advantage, it might also serve as a highly effective deterrent and meaningful alternative to drug use.

This county must have a coordinated, comprehensive drug-abuse plan immediately. It seems inconceivable that three such plans and an outline for a plan have been submitted to the Board of

Supervisors since 1969. Any one of these plans could have been used as a base to obtain 90% State funding through Health and Safety Code, Section 1171.

1. November, 1969 — Dr. Robert Rocke, County District Health officer, submitted a plan for utilizing the County Health Department for drug-abuse clinics.
2. In 1970 Los Angeles County spent over \$150,000 for a comprehensive survey of Community Health Action by the American Public Health Association. Chapter XIV of their report give a specific plan for control of alcoholism and drug abuse.
3. In April, 1971, Dr. Joel Hockman, Department of Mental Health, submitted a proposed drug-abuse plan for Los Angeles County.

In the opinion of this committee "The Outline for Development of the Los Angeles County Drug Abuse Plan, 1970-71" is *NOT* a comprehensive drug-abuse plan. This is a lengthy and detailed description of existing drug-abuse services and of the total drug picture in Los Angeles County. This outline does not provide specifics for organizing and administering a coordinated drug-abuse program.

A proposed plan must be submitted to the legislature *now*. The citizens of this county and the Board of Supervisors must not tolerate any more county personnel delays or internecine department power struggles.

DEPARTMENT OF DRUG ABUSE

This Grand Jury is very aware of the County freeze and the budget problems of Los Angeles County. Consequently it is with great reluctance that this committee must suggest the need for a new county department, this department to be the Los Angeles County Department of Drug Abuse. The head of this department should be a capable administrator, experienced in management and organization and from outside county government. This new department should be considered an emergency department and evaluated and appraised each year in the light of the existing drug-abuse problem in the county. The administrator should be directly responsible to the Board of Supervisors. This administrator must first expedite legislation for a comprehensive drug-abuse program which will utilize all private and public drug-abuse programs now functioning within each of the five supervisorial districts.

This committee also feels that the Los Angeles County Commission on Narcotics and Dangerous Drugs should serve as the liaison between the Board of Supervisors and this new department. In order to aid and advise the supervisors this commission must be redefined and reorganized. The County Counsel should assist in rewriting by-laws under which this commission serves and the areas of responsibility and terms of service should be clearly delineated.

Narcotic Information Service, which has been a pioneer in drug-abuse treatments and programs in Los Angeles County and is one of the first agencies to utilize ex addicts as counselors and community workers, must be revitalized by placing it directly under the new Department of Drug Abuse. It could better serve its vital role in disseminating information throughout the County and could compile and collect data which would aid in evaluating the total drug-abuse picture in the county. This agency is now functioning under the Department of Community Services which is prohibited by statute from engaging in direct counseling and individual social service. By operating directly under the Department of Drug Abuse, the Narcotics Information Service community workers and ex addicts may continue their highly effective work without violating any rules.

The committee feels that Los Angeles County needs and must encourage the establishment of a laboratory which will collect samples of street drugs and analyze the contents, then disseminate this pharmaceutical information to all emergency hospitals, to all health clinics, school nurses, the County Medical Association, and to law enforcement. This information should be available by printed bulletins and also through a telephone service comparable to Hotline and the Poison Information Service. One of the most frightening things about the contemporary street drugs is the continuing presence of

LSD mixed with all kinds of contaminants and marketed on the street as organic drugs such as mes- caline and peyote. This follows the current vogue for all natural foods and substances.

As an ideal concept and as a measuring device, this committee of laymen has drawn from the Dr. Thomas Ungerleider (of UCLA Neuropsychiatric Institute) "Triage Program" within the West Los Angeles-Venice geographic area. This concept attempts to provide all appropriate measures for each drug abuse.

RECOMMENDATIONS

- I. The creation of a new emergency County Department of Drug Abuse. This department will immediately institute legislation to gain needed State funding for drug abuse.
 - A. The administrator shall be an experienced, qualified executive, responsible directly to the Board of Supervisors.
 - B. The Los Angeles County Narcotics and Dangerous Drug Commission shall be reorganized and redefined in order to serve as an efficient and effective liaison group between the Board of Supervisors and the new department.
 - C. This new department shall coordinate and supervise drug abuse:
 - 1) Education and prevention programs
 - 2) Treatment and rehabilitation
 - 3) Recommend and define new programs as needed or phase out old programs if the need ceases to exist.
- II. Support legislation which will reclassify possession of marijuana by a first offender to a misdemeanor, if the amount is minimal (L.A. Superior Court Judicial Reform Report, 1971, No. 11)
- III. A panel representing the court, the Probation Department, and law enforcement to study the possibility of fines for first drug offenders to be equal to the court costs and to be worked off by physical labor and service to the County.
- IV. A member of each retiring Grand Jury's Narcotics and Dangerous Drug Committee be appointed to serve for a one-year term on the County Narcotics and Dangerous Drug Commission, this practice to continue as long as the emergency situation in drug abuse continues in this County.

SUMMATION

This committee spent many hours in direct observation, conference, and study in order to produce this report and these recommendations. The careful documentation is available for any interested person to read and analyze. It is almost incomprehensible to contemplate the human resources and dollars that Los Angeles County, which is rich in both assets, is losing because of drug abuse. It is ridiculous to see most counties in the State of California operating some kind of cooperative and comprehensive drug-abuse program while the largest and wealthiest county is still without such a program. It is depressing to consider that this report may follow the precedent of 1969 and 1970 drug-abuse recommendations and achieve no results. We can only hope that the citizens of this county will demand a solution to this serious problem.

ACKNOWLEDGEMENTS

Dr. Edward R. Bloomquist, Associate Professor of Anesthesiology, USC Medical Center
John Dickey, Commissioner, L. A. County Narcotics and Dangerous Drug Commission
Eugene R. Erickson, Administrator, Rancho Los Amigos
Mrs. Maris Fehr, Commissioner, L. A. County Narcotics and Dangerous Drug Commission

Edward Flynn, Project Hope
 Dino Fulgoni, Deputy District Attorney, District Attorney's Medico-Legal Section
 The Honorable Richard Hayden, Los Angeles County Superior Court
 Reverend Arthur Holst, Director, Lutheran Social Services
 Jerry Inglis, Los Angeles County Community Services
 The Honorable William B. Keene, Supervising Judge, Superior Court, Criminal Division
 The Honorable Charles A. Loring, Presiding Judge, Superior Court
 The Honorable Malcolm M. Lucas, U. S. Federal Court
 Dr. John Lundgren, UCLA Neuropsychiatric Institute
 Dr Robert Marande, Medical Director Med Ocho, USC General Hospital
 Richard Marciniak, Area Administrator, USC Medical Center
 Miss Florence Mathews, Head Nurse, Central Receiving Hospital
 Dr. Harold Mazur, Medical Director, Rancho Los Amigos
 Lt. James Miller, Long Beach Police Department, Chairman Los Angeles County-State Law
 Enforcement Committee
 Daniel McClain, Zoologist, Toxologist, Metrologist, Dept. of Anesthesiology, Rancho Los Amigos
 Dr. Ruth McCormick, Medical Director Drug Abuse Ward, Rancho Los Amigos
 Harold R. Muntz, Assistant Chief Probation Officer, Los Angeles County Probation Department
 Peter J. Pitchess, Sheriff, Los Angeles County
 Dr. Robert Rocke, Los Angeles County Health Department
 Lt. Robert Rodriguez, Los Angeles County Sheriff's Dept., Narcotics Bureau
 Lawrence Rogers, Director, Drug Research Center, USC
 Michael Silver, Los Angeles County Interdepartmental Task Force on Drug Abuse
 Mrs. Jane Smith, Director, Drug Rehabilitation Ward, Metropolitan Hospital, Norwalk
 Dr. Thomas Ungerleider, Assistant Professor of Psychiatry, UCLA Neuropsychiatric Institute
 Mrs. Grace Wiener, Commissioner, Los Angeles County Narcotics and Dangerous Drug Commission
 Liston Witherill, Chief Deputy Director of Hospitals, Los Angeles County
 Bruce Wooley, Coordinator, Los Angeles County Methadone Maintenance Plan

Questionnaires concerning drug education were sent out to all seventy-eight cities within the County and to twenty-nine school districts within the unincorporated areas.

The committee visited Rancho Los Amigos, USC Medical Center, Metropolitan Hospital and Central Receiving Hospital. The Free Clinics, Health Department, Youth Clinics and numerous community facilities were visited by individual committee members or by teams.

NARCOTICS AND DANGEROUS DRUGS COMMITTEE

Anne C. Lingle, Chairman
 Ruth L. Juntilla, Secretary
 Joseph B. Dardarian
 John E. Hargrove
 Marian B. Lloyd
 Hollis M. Peavey
 Alyce M. Sisson
 Lettie Belle Lange

Approved, Grand Jury 11/1/71

PENOLOGY COMMITTEE REPORT

In Chinese phraseology the year 1971 may well become known as the Year of the Jailbirds. It has been during this year that terms such as "dehumanization" and "brutalization" as well as "maximum security" have become household words. "Attica" and "Soledad" have been transformed from pinpoints on a map to historical battlegrounds. It is in the aftermath of this agonizing year that this report is being written.

Legally the Grand Jury, through its Jails Committee, is required to inspect every place of adult detention within the County that comes under the jurisdiction of the County itself or of the municipalities situated in the County. Historically, the Jails Committee has limited itself to reporting on whether physical conditions, food, and time of detention before trial complied with existing laws. Early in our tenure we decided to go beyond these minimum requirements. This desire and the results prompted our later change of name from Jails Committee to Penology Committee. We recommend that future Grand Juries continue this concept.

Within our first few weeks of office the entire Jury received briefings by both Sheriff Pitchess and Chief Davis with members of their staff. Both told us of the current conditions and their desired goals as respects law enforcement and detention. We also were addressed by a panel from the Jails Study Group which included William R. Meyer and Jeff Taylor of the Los Angeles Council of Lawyers, Dr. Richard Bailey and Dr. Daniel Glaser, professors of sociology at U.S.C., who took us deeper into the subject with their views on what was being accomplished and could be accomplished not only in Los Angeles County but also in various parts of the country. Their briefing and subsequent counseling was very helpful. Having thus prepared ourselves we proceeded with our duties.

We are pleased to report that in general we found the great bulk of the personnel to be enlightened, dedicated and progressive. The administrative people in particular were anxious to experiment with and install innovative programs. Many times they have been frustrated by either lack of funds or the inability to overcome the inertia of bureaucracy. Our advice to these people is to keep on trying and to continue to ask the help of future Grand Juries. The need for many of the reforms and corrections mentioned in this report were initially brought to our attention by these people.

LAW ENFORCEMENT

Early in 1971 a demonstration by members of the Mexican-American community was planned. Since some violence was considered probable, several members of the Grand Jury established a physical presence as observers in locations where bookings were anticipated. There were no untoward incidents noted by them, but there is no way of determining whether their presence was the reason. Incidents were reported elsewhere.

We deplore the fact that outside observers of police activities should be considered desirable at any time or for any purpose. This necessity can be obviated by the achievement of professionalism throughout the rank and file of each law enforcement body. By "professionalism" is meant not only the knowledge of enforcement skills and science but also the ability to suppress such human traits as unreasonable violent reaction to violence and showing of prejudices many of us may have against color of skin or length of hair. Pride of any law enforcement body in themselves as such professionals will be very quickly matched by the pride and confidence of the general public. The word "professional" in every field denotes knowledge and conduct not usual to the average human or "amateur". We believe that the number one priority of our top law enforcement officials should be the promotion of such professionalism throughout their organizations.

DETOXIFICATION

For many years both medical authorities and law enforcement agencies have agreed that the treatment of the common drunk should be removed from the criminal justice system and placed in the hands of medical people. Programs to accomplish this have been initiated in other parts of the country and proven quite successful. At less cost to the taxpayer, they provide better care and rehabilitation for the alcoholic who is really not a criminal but a victim. Tribute must be paid to Juror Marian Loeb for her personal intensive and indefatigable efforts to bring such a program to

Los Angeles County by bringing together county personnel who were able to initiate a coordinated program. Special thanks are due Supervisor Ernest Debs for his interest and assistance; to William R. Meyer, Jails Study Group, for his advice and encouragement; to Paul Hinshelwood, Alcohol Program Coordinator, Health Department, who is developing the program with the Department of Hospitals; and to Robert Leslie, Los Angeles County Chief Administrative Office, for his assistance. The purpose and current status of this program can perhaps best be demonstrated by quoting portions of a letter dated October 12, 1971, from the Los Angeles County Health Department to the California Council on Criminal Justice and the Law Enforcement Assistance Administration, Department of Justice, initiated by the Department of Hospitals and the Health Department.

SUBJECT: *Letter of Intent to Develop a Comprehensive Inebriate Detoxification and Rehabilitation Program*

The County of Los Angeles proposes to develop a Comprehensive Inebriate Detoxification and Rehabilitation Program on a demonstration basis under provisions of the Omnibus Crime Control and Safe Streets Act of 1968 (PL 90-351).

Studies conducted in Los Angeles County have indicated that more than 50% of all inebriates jailed on the charge of violation of Penal Code Section 647 (f) (plain drunk) are re-arrested from five to seven times per year. Arrests for violation of 647 (f) in 1970 exceeded 80,000 and have been increasing annually. We believe that this comprehensive proposal offers the beginnings of a solution to this continuing public problem.

Los Angeles County alcohol rehabilitation programs administered by the Health Department and the Department of Hospitals at Long Beach General Hospital will be the two chief contributors in the development and implementation of this program, together with contributing support of several other county departments. It is the feeling of the County of Los Angeles that this comprehensive program will achieve increased rehabilitation for inebriates with subsequent reduced costs to the criminal justice system.

The overall intent of the program is to provide detoxification, diagnosis, evaluation, referral and rehabilitation services on a voluntary basis, and to insure continuity of required treatment. The anticipated end result is a decrease in the current recidivism rate and therefore less contacts required of law enforcement personnel.

. . .

Alcoholism Councils and other community agencies are expected to work in close cooperation with Health and Hospitals' program staff on this project.

. . .

This proposal, hopefully, will provide an effective method of processing the 647 (f) violator outside of the criminal justice system.

Very truly yours,

ARTHUR G. WILL
Chief Administrative Officer

PROVISION OF WRITTEN POLICY FOR PRE-ARRAIGNED PRISONERS

The penal institutions of the State of California and its subdivisions have the reputation of being more progressive than those in other parts of the country. In general we found this reputation to be well deserved. All of the facilities we observed adhered to the State laws such as regards number of meals per day, segregation of sentenced and pre-sentenced prisoners and informing each prisoner of his legal rights. There is great inconsistency, however, in the handling and care of pre-arraigned prisoners, particularly in the smaller municipalities. Many times, matters of policy are left to the discretion of a watch commander. We suggest that a written policy be formulated by a committee of Superior Court judges with the advice of qualified correctional officers. Such an instrument need not have the force of law but merely be a guide for the appropriate officials. It would be of inestimable value to future Grand Jury jail inspection teams. It might well include correction of the inconsistencies we found such as:

- Provision of reading matter to pre-arraigned prisoners being held over daylight and weekend hours.
- Provision of vending machines for sandwiches or candy bars so that pre-arraigned prisoners can spend their own money between meals if they desire.
- Provision of preprinted information sheets to be handed the new prisoner when he is booked. These should include not only his legal rights, such as his right to an attorney and a telephone call, but also the additional privileges allowed by each facility (additional telephone calls, ability to purchase food, etc.) and the procedures that are in store for him. Much of the anguish of a first-time prisoner could be alleviated by such prior knowledge. This information should be provided in Spanish where needed.

CONSOLIDATION OF SMALL JAIL FACILITIES

Several cities in the County no longer maintain their own jails. They contract with neighboring towns with larger facilities thus saving in maintenance costs and personnel. San Marino and Sierra Madre, for instance, send their arrestees to Pasadena thus providing space for other uses in the case of San Marino and avoiding expensive rebuilding in the case of Sierra Madre. Jail population has been declining. Expansion of the present program for release of many on their own recognizance (OR) and the anticipated establishment of detoxification centers point to further reduction. There is no shortage of cell space but merely an imbalance.

The Jury recommends that cities with inadequate or little-used facilities consider contractual arrangements with neighboring municipalities before extensive remodeling or rebuilding programs are undertaken. The rare occasions of over-crowding that might develop can be handled by pre-arrangement with the Sheriff's Department.

INDIVIDUAL RECOMMENDATIONS

Except for the larger facilities visited by the entire Grand Jury, individual jails were inspected by four teams of two jurors each. One of our jail inspection teams, realizing their lack of knowledge of proper procedures and practices, arranged for Dr. Richard Bailey, professor of sociology and penology at the University of Southern California, to accompany them on an inspection of the Hall of Justice jail. They found his knowledge and experience in observation and in communicating with prisoners to be very helpful, not only for this inspection but also on subsequent trips. We recommend that future juries continue and expand this practice.

In the interest of brevity, those facilities in which no corrective action was deemed necessary are not mentioned. It is to be noted, however, that some were "more better" than others. The comments for the most part are in the words and form of the individual teams.

SHERIFF'S DEPARTMENT

Wayside Honor Rancho

The California Administrative Code provides that there is to be no disciplining of a prisoner by serving him with food other than that provided other prisoners. In spite of this, it was found that "juteballs" were being served to such prisoners here. Juteballs are a dark, compacted mixture of food ingredients that are intended to be nutritionally sufficient but are highly unappetizing. Following some correspondence and follow-up telephone calls, this practice has been discontinued.

Biscailuz Center

Currently the 150 beds used for the "weekender" sentences remain empty during the week. At the request of the administration, the Jury recommends that the weekender program be phased out or at least curtailed in favor of the more economical work furlough program.

Sybil Brand

The administration requested provision of a seventy-two hour holding facility to accommodate thirty-two beds for the psychiatric evaluation of prisoners.

Hall of Justice

Much improved over conditions reported by previous juries; still overcrowded at times.

Firestone Station

Needs better lighting in most of office area and prisoner/trustie quarters. Better protection for communication area and office force.

Lennox Station

Very old and overcrowded; new facility needed.

East Los Angeles

New but very busy. Enlarging and modernization is being planned.

Norwalk

All personnel are eagerly anticipating move to new facility under construction.

San Dimas

Crowded, needs air conditioning. (In line with the consolidation mentioned above, could the Sheriff contract with Pomona for the use of their excellent and modern facility?)

Altadena

Overcrowded; no showers for prisoners; trusties' space is cramped.

Montrose

New jail planned for 1973. Badly needed.

Detention Camp No. 17, Saugus

Recommend installation of at least evaporative coolers in barracks and hobby shop. Summer weekends and early evenings are unbearable.

Antelope Valley Station, Lancaster

Request booking office be enlarged so juveniles can be separated from adults during processing.

Avalon Station

Jail reminiscent of "calaboose" in western movie. This facility as well as the "storefront" office should be replaced. County should provide facilities and not wait for proposed new civic center.

West Hollywood Station

Current local emergency medical facility entirely inadequate and UCLA Emergency Medical Treatment is twenty minutes away. Recommend negotiations for the use of Cedars-Sinai Hospital.

CITY OF LOS ANGELES

Central Jail (Parker Center)

For the protection of both prisoners and technicians, the addition of an image intensifier to the X-ray equipment is needed.

Highland Park Division

Recommend that an adequate wall or fence be erected between station and adjacent apartment houses, pending completion of new facility.

Venice Division

Every Grand Jury for a number of years has recommended replacement of this forty-year old facility. We agree.

Valley Services Division

With a well-used capacity of 394, it appears that the services of a full-time doctor would be essential and economical. (Letter to Chief Davis, 5/13/71)

OTHER MUNICIPALITIES

Hawthorne

Need more space for records storage. Benches in drunk tank too high for safety.

Gardena

Five-minute visitation time allowed for prisoners is too short. Benches in drunk tank too high for safety.

Compton

Interview rooms should not be used for record storage; more space needed. New facility under construction.

San Fernando

This comparatively modern facility showed an appalling lack of proper housekeeping and maintenance, Personnel complained bitterly about lack of janitorial support and no provision for repairs from the "City Fathers".

Pasadena

Building very old; a new one is needed. No central surveillance of prisoners is possible.

El Segundo

Recommend that padded cell not be used for ordinary solitary confinement. Commendation: Personnel will not unnecessarily fingerprint or photograph juveniles in order to avoid record.

Alhambra

Needs air conditioning.

Whittier

Only jail in the County where prisoners were deprived of mattresses from 6 a.m. to 10 p.m. After several requests to Chief of Police he agreed to discontinue this petty and unnecessary practice.

Covina

Cells in shed separated from main building. Bad ventilation; proper supervision of prisoners is impossible. New facilities planned but we recommend that contractual arrangements with West Covina be considered.

Arcadia

New modern jail; little used, very dirty.

Monrovia

Overbuilt. Could handle prisoners from nearby communities on contractual basis. At time of visit two prisoners had not been allowed telephone calls.

El Monte

At time of visit one prisoner had been held more than legal forty-eight hours without arraignment.

Sierra Madre

Jail has been condemned and prisoners are temporarily being handled at Pasadena. Suggest that this could be made permanent in lieu of new construction being considered.

Glendora

Excellent new facility. Could easily handle prisoners from nearby communities.

Pomona

Excellent facility; overbuilt. Careless of rights of prisoners to make telephone calls.

Long Beach

Female section toilet facilities not properly enclosed.

Signal Hill Police Station

This is one of the newer jail facilities. It appears clean and well managed. We recommend that some type of panel be erected in front of the inner office so that communications office and personnel can be better protected.

PENOLOGY COMMITTEE

James S. Dwight, Chairman
Walta J. Wattson, Secretary
Edward S. Adler
Helen D. Barnes
Louis L. Colen
John E. Hargrove
Lettie Belle Lange
Marian Loeb

Approved by the Grand Jury 11/1/71

SCHOOLS – JUVENILE COMMITTEE

The Probation Department, County schools, and Judicial System must work together to help the juvenile offender toward developing a more constructive life. Rehabilitation is ideally begun in the detention facility to which the juvenile is assigned and continued in the community after release. To understand better how these departments function, the committee visited all juvenile detention facilities and some special schools and invited speakers who could help us and answer our questions. The committee is indebted to Kenneth Kirkpatrick, Chief Probation Officer; Dr. Richard Clowes, Superintendent of County Schools; Judge Marvin Freeman, Presiding Judge of Juvenile Court; Dr. Fred Bewley, Assistant Superintendent of County Schools; Sam Ostroff, Chief, Camps and Schools Division and Robert L. Smith, Assistant Chief, California Youth Authority.

SEX EDUCATION

Due to the efforts of the 1971 Grand Jury and at the request of the staff of the Juvenile Hall, a course in sex education has been added to the programs offered to juveniles under their care. It is recommended that such instruction be given to juveniles at all correction facilities, and should also include instruction in venereal disease prevention, contraception, birth and child care, and consumer education.

REPEAL OF SECTION 601 OF THE WELFARE AND INSTITUTIONS CODE

Judge Marvin Freeman, Presiding Judge of the Juvenile Court, prepared a statement from which the following is quoted: "The Superior Court of Los Angeles County, as part of its program of judicial reform, advocates the repeal of Section 601 of the Welfare and Institutions Code. Section 601 has the effect of branding as incorrigible children who have committed no crime. The stigma of incorrigibility in the public mind is as great as the stigma of delinquency. The problems of the typical 601 minor are home problems. The treatment should be that of the entire family.

The minor who is a truant or a runaway from home obviously needs treatment. In many cases the truancy or runaway is an indication of possible future delinquency. Such a minor frequently has a very poor self-image. That minor will be hurt, not helped, by confirming his own picture of himself. We do confirm it if we treat him the same as a minor who has committed a crime as is the present system. The truant or runaway cannot be cured by treating him in the same court system that deals with serious crimes by minors. Substitute programs of family counseling, youth service bureaus, and volunteer programs must be worked out to deal with the runaway or truant. Rehabilitative expertise has in recent years developed in the community. We should not look to the judicial system to deal with behavior problems that are not criminal."

In visiting the various detention centers the committee found that a better job could be done for all youth involved if the minor who has not committed a crime is not in the judicial system. The Grand Jury recommends that every effort be made to repeal Section 601.

DRIVERS TRAINING

The directors of all senior camps have individually expressed to this committee the need for driver education as well as behind-the-wheel driver training. In order to get jobs for which they receive training in the camp, young men must be able to obtain a driver's license. The committee recommends the adoption of Probation Director Carl Terwilliger's report regarding a program to be operated by the Special Schools Division of the County Schools which would involve the cooperation of local car dealers who would provide dual-controlled cars at a moderate cost. The County would be partially reimbursed by the state for the training; the net cost would be just over eleven dollars per student.

BUS TRANSPORTATION

The Committee was impressed by the Probation Department's program of after-camp care services as well as family group therapy and weekend home furloughs. The Committee recommends an allocation for more bus transportation for the boys and for the families who visit the camps on

weekends. Since many of the camps are at a great distance from the city, more visitation would be possible if transportation could be provided. Consultation with parents and counselors could also be extended.

EDUCATION IN DETENTION CAMPS

Due to the encouragement of the Schools-Juvenile Committee, the entire system of education in the camps is being studied jointly by a committee from the County School and Probation Departments. The Committee recommends that special attention be given to basic skills with emphasis on reading. Several camps have excellent reading laboratories, but the special reading instruction is at present available to few students. All students should be advised, encouraged, and receive individual help in bringing reading skills to the level of competence necessary to function in society. The County Superintendent of Schools is urged to appoint to these special schools and camps only young, energetic, dedicated teachers so that the time spent by each child in detention could be a process of rebuilding and strengthening the basic skills.

The Schools-Juvenile Committee seriously questioned the practice of using juvenile inmates in the fire fighting and reforestation program at Camps Rocky, Gonzales and Mendenhall. The Probation Department contended that the work habits developed in this work are the most important lessons learned in the camps and that these lessons are the most necessary to be learned before the boy returns to the community. The Committee contended that the eight-hour work day spent in hard manual work under the direction of forestry personnel leaves little strength or enthusiasm for the two-hour education period in the evening under part-time personnel. At the request of the Committee, Supervisor Ernest Debs called upon Probation Director, Kenneth Kirkpatrick and Superintendent of County Schools, Dr. Richard Clowes, to work out a better educational program for these camps. This was done, and now the boys in these camps will attend school and work on alternate weeks. The education staff will also be upgraded.

The Committee noted difficulties arising from the division of authority between probation and educational personnel in some of the schools and camps and between probation and social welfare personnel in MacLaren Hall. The committee recommended study of this matter by the departments involved, which is being done.

CENTRAL JUVENILE HALL

The Schools-Juvenile Committee commends the staff of the Juvenile Hall for its programs involving parents, counselors, and juveniles. Although it is aware of the continuous flow of juveniles in and out of the facility, the committee feels that more attention should be given the educational process, including more individual work on reading improvement and other basic skills, which could be improved even in the short period juveniles are in the facility. Classes of the size and type observed by the committee seemed futile. Time could be better spent in remedial work, individual counseling, and motivation.

At the request of the Juvenile Hall Director, Mrs. Jeanne Sides, the Grand Jury requested an increase in coverage by the maintenance services from five to seven days service, or as an alternative, allowing the Juvenile Hall to conduct its own maintenance program.

The response from the Department of Building Services was negative — first because of the County's austerity program and second because of existing County policy. We recommend a follow-up by the 1972 Grand Jury.

CAMP MILLER

In spite of the decrease in camp population the rate of runaways is unsatisfactory. The camp needs better security. Camp Miller is one of the facilities suffering from division of authority between camp and educational personnel.

CAMPS AFFLERBAUGH AND PAIGE

The Schools-Juvenile Committee was much impressed by the vocational education program at Camp

Afflerbaugh. The directors suggested that because of the proximity of the two camps, they would like to see Camp Paige converted to a senior camp. Both facilities could then share the vocational program, now open only to boys in the senior camp, thus making greater use of the equipment. In addition, the Claremont Colleges have expressed a desire to help eligible boys from the camp by bringing them to the campus one or two days a week for college orientation. If this plan were implemented, boys with college potential could be assigned to this camp to take advantage of such help. It is to be hoped this program will be implemented.

MAC LAREN HALL

At this facility the Social Welfare Department handles the coming and going of the child; the Probation Department handles the running of the facility; the Department of Public Social Services handles all children under Section 600, Welfare and Institutions Code (Aid to Dependent Children). Robert Corrigan, Director, recommends that the entire facility be run by one department; there are too many conflicting departments and personalities involved in the operation. Consequently, efficiency is lost. The Jury concurs.

LAS PALMAS SCHOOL FOR GIRLS

The Grand Jury commends the staff of the school for its program. The emphasis is on education comparable to that in the public school and on therapy. Group meetings of girls in the cottages, parent meetings with the girls and the counselors, and individual crisis therapy are given. Success of the program can be measured in the low rate of recidivism. It is planned to cut the length of stay from an average eight and a half months to six months on a pilot program, making it possible to help more girls. The Jury recommends that four more social workers be hired to enable the facility to shorten the individual stay and provide more after care in the community. The recommendation of removing minors who come under Section 601 of the Welfare and Institutions Code to community and home-care facilities will, if adopted, make Las Palmas facilities available for more girls.

CAMP FENNER

The basic education and vocational education program at Camp Fenner is under the supervision and support of Teledyne-Packard Bell Corporation with funds from a federal grant. Although the program has not had time to be evaluated completely, a study is now under way to determine its advantages in placing boys in jobs and in decreasing the rate of recidivism. The Jury commends this program and suggests that future grand juries study the results when they are completed.

SPECIAL EDUCATION SCHOOLS

Lincoln School (for trainable mentally retarded); Selaco School (for the deaf); Clyde Woddworth School (for the orthopedically handicapped): These schools deserve special commendation for the dedication and skill of their staffs, the innovative and imaginative programs, and the kind of help they are giving to particularly handicapped children and their families. It is to be hoped that these facilities can be expanded or duplicated in other areas where many needs are still unmet.

SCHOOLS—JUVENILE COMMITTEE

Marian Loeb, Chairman
Ann L. Dach, Secretary
Helen D. Barnes
Louis L. Colen
Joseph B. Dardarian
Esther Lewin
Lydia Lopez
Walta J. Wattson

Approved by the Grand Jury 11/1/71

SOCIAL SERVICES COMMITTEE REPORT

DEPARTMENT OF PUBLIC SOCIAL SERVICES

The Department of Public Social Services (DPSS) is responsible to the Board of Supervisors for the administration of a three-pronged system of federal, state and county welfare. This system, with all its complexity, massiveness and legal and regulatory technicalities, must be reformed.

This committee based its study upon the obligations of DPSS to provide reasonable support for the needy within the limits of county resources; to assist individuals achieve self-care or self-support; and to protect handicapped or deprived persons. The contract auditor's recommendations determined the areas of our study.

The Director of DPSS predicted rapidly expanding welfare caseloads which would increase state and county tax bases. He stated that the federal government should assume responsibility for a guaranteed income to needy persons as outlined in H.R. 1, "The Social Security Amendments of 1971".

DPSS BUDGET SUMMARY

The 1971-72 DPSS budget topped the billion mark at \$1,428,732,573 for an estimated caseload of approximately 1,000,000. The 1970 Census reported a population of 6,970,733. Therefore, one in every seven persons will be on the welfare rolls this fiscal year.

DPSS employs a staff of 13,440 with a payroll of \$159,990,392. Services and supplies total \$32,802,185, making \$192,792,577 the total administrative cost.

Total county budget for 1971-72 is \$2,591,919,861, of which \$1,428,732,573, or 55.1%, is allocated to DPSS.

The Audit Committee aided in a study of comparative budgets in the various categories of DPSS.

Total DPSS Budget Allowance

| | 1970-71 | 1971-72 |
|----------------|--------------------|--------------------|
| Direct Aid | \$759,432,134 | \$1,235,939,996 |
| Administration | <u>148,117,129</u> | <u>192,792,577</u> |
| | \$907,549,263 | \$1,428,732,573 |
| Increase | \$521,183,310 | 57% |

Administrative Budget

| | 1970-71 | 1971-72 |
|----------|-------------------|-------------------|
| Federal | \$103,821,107 | \$138,520,435 |
| State | 6,951,156 | 4,722,870 |
| County | <u>37,344,866</u> | <u>49,549,272</u> |
| | \$148,117,129 | \$192,792,577 |
| Increase | \$44,675,448 | 30.2% |

DPSS Programs

Aid to Families With Dependent Children (all categories)

| | 1970-71 | 1971-72 |
|----------|-------------------|--------------------|
| Federal | \$197,935,799 | \$366,597,412 |
| State | 143,074,351 | 264,596,604 |
| County | <u>96,836,521</u> | <u>160,824,912</u> |
| | \$437,846,671 | \$792,018,928 |
| Increase | \$354,172,257 | 80.9% |

On September 1, 1971, 652,639 persons were receiving aid under this program, an increase of 96,912 over that date in 1970. Of the total welfare funds, over 60% are paid to women (with minor children) who are divorced or separated from their husbands, or whose husbands are unemployed, disabled, missing or dead. Special services are also provided for medical and dental care and family counseling.

Services are provided to all children who must be placed in foster homes or institutions because of the illness, death or incarceration of their parents, or for parental desertion, neglect or abuse. All dependent children of the Court are also under supervision of DPSS. There are approximately 16,000 children in foster homes and institutions. Mac Laren Hall is the intake center for this program.

Parents have the primary responsibility for the care and support of their children, and it should be the determined public policy that a family breakdown, separation, divorce or private dispute does not absolve them of this moral and legal obligation. This obligation exists whether or not the child was born to parents who were not married. Welfare agencies should not make arrangements for the payment of child support, as that is the responsibility of the judiciary.

Social unrest, leading to increasing family breakdowns, and a growing disregard for the law requiring parents to support minors are responsible to a great extent for this monumental program. Many of the practiced frauds will be corrected by the State Welfare Reform Act which provides:

- a. Social Security numbers must be entered on birth certificates and all welfare documents.
- b. The wages of an absent father will be attached if he is not supporting his children.
- c. Absent fathers must repay welfare payments.
- d. Cases can be referred to the District Attorney in a shorter time.
- e. The County will retain 21% of amounts recovered as incentive to pursue and prosecute.

Adult Aids – Old Age Security

| | 1970-71 | 1971-72 |
|---------|-----------------------|-------------------|
| Federal | \$ 81,125,080 | \$104,232,956 |
| State | 67,625,497 | 90,108,859 |
| County | <u>13,824,063</u> | <u>15,122,059</u> |
| | \$162,574,640 | \$209,463,874 |
| | \$46,889,234 Increase | + 28% |

Aid to Disabled

| | 1970-71 | 1971-72 |
|---------|-----------------------|-------------------|
| Federal | \$ 57,849,190 | \$ 77,352,071 |
| State | 49,726,929 | 66,291,328 |
| County | <u>8,283,998</u> | <u>11,060,744</u> |
| | \$115,860,117 | \$154,704,143 |
| | \$38,844,026 Increase | + 34% |

Aid to the Blind

| | 1970-71 | 1971-72 |
|---------|----------------------|------------------|
| Federal | \$4,469,459 | \$ 5,394,999 |
| State | 3,402,844 | 4,080,588 |
| County | <u>1,134,880</u> | <u>1,333,284</u> |
| | \$9,007,183 | \$10,808,871 |
| | \$1,801,688 Increase | + 21% |

Aid to Potentially Supportable Blind

| | 1970-71 | 1971-72 |
|--------|-------------------|---------------|
| State | \$123,618 | \$109,191 |
| County | <u>24,729</u> | <u>21,843</u> |
| | \$148,347 | \$131,034 |
| | \$17,313 Decrease | + 12% |

Besides funds to alleviate poverty, these programs provide for social services intended to assist recipients toward self-care and independent living. The standards of eligibility are similar for each program but have many variations in detail. All are required to be residents of California. There are limitations on ownership of personal and real property, as well as on earned income. Determination of basic need and maximum allowable need also vary. The minimum age for OAS is sixty-five, for AB sixteen and ATD eighteen years.

Recommendation

This committee as well as that of the 1969 and 1970 Grand Juries recommends consolidation of Adult Aid Programs under Social Security to avoid duplication and reduce administrative costs. (This provision is contained in H.R. 1 "Social Security Amendments of 1971".)

General Relief

| | 1970-71 | 1971-72 |
|--------|-----------------------|--------------|
| County | \$28,836,104 | \$52,193,415 |
| | \$23,357,259 Increase | 81% |

Since September 1, 1970, there has been a decrease of 4,249 persons aided under General Relief, yet there is an 81% increase in the 1971-72 budget. This program provides financial aid and social services to persons not eligible for federal and state programs, and emergency aid to individuals and families in temporary need. Eligibility, need and reimbursement policies are determined by the Board of Supervisors. Employable persons are required to work, if able, on General Relief Work Projects from five to seven days per month to reimburse the County. Liens are taken on real property, insurance or other holdings owned by the recipients and the county may institute civil action for reimbursement.

General Relief to Cuban Refugees

| | 1970-71 | 1971-72 |
|---------|-----------------------|--------------|
| Federal | \$5,159,072 | \$16,619,731 |
| | \$11,460,641 Increase | 222% |

On September 1, 1970 there were 6,828 persons on this program. There are now 11,174, an increase of 4,346. Financial aid and social services are provided to Cuban refugees to alleviate hardship until they can return voluntarily to their homeland.

Recommendation

That workers on General Relief Work Projects be paid by check rather than by meal and lodging vouchers. This would eliminate fraudulent sales and collections arising from the present system.

WELFARE ABUSES

Check forgery by DPSS worker.*

Failure of DPSS worker to report felony conviction on application. *

Selling of food and lodging vouchers by DPSS workers for personal gain. *

Failure of Social Worker to report to the District Attorney, in the specified time, necessary information for collection of child support payment from the absent parent.

Granting overpayments or excessive payments to some clients. The same standard should apply to all.

Employees should be prohibited from engaging in militant actions against DPSS regulations during working hours. Neither should they be permitted to post notices regarding such actions on DPSS bulletin boards, which is clearly a conflict of interest.

All DPSS workers should be provided a manual which explains in detail their duties and privileges as well as the procedures and laws governing their particular jobs.

* *Such actions should be cause for dismissal.*

REEVALUATION OF PROJECTS REQUESTED BY 1970 GRAND JURY

Food Stamps

Numerous recipients complained of long waits for service at banks. This situation has been alleviated by two new community operated centers: JET CENTER, 311 W. Manhattan Boulevard, open Monday through Friday, 9:00 a.m. to 4:00 p.m., and the East Los Angeles Community Union, TELACU FOOD STAMP CENTER, 679 S. Fetterly Avenue, open Monday through Friday, 9:00 a.m. to 5:00 p.m. Stamps are also sold at eight housing projects from Brink's armored trucks, two days each month.

The Department of Agriculture has issued a number of corrective regulations, including the following:

1. "A household is one wherein all members under sixty years of age must be related by blood, affinity or legal relationship sanctioned by State law." This excludes those living in communes from stamp eligibility.
2. "Every able-bodied person between the ages of eighteen and sixty-five is required to register for employment. Excluded from this requirement are persons responsible for the care of dependent children, students enrolled at least half-time, and all persons working at least thirty hours per week." This includes persons on strike.

Recommendations:

That more community distribution centers be established and that the services of the two new community centers be made known to the public.

That DPSS give due consideration to distribution of stamps through U.S. mail by computerizing names and coupon numbers of recipients as provided in the Welfare Reform Act of 1971.

BOARD, ROOM AND CARE HOMES

There are no licensing and regular County inspection requirements for board and care facilities for persons aged sixteen to sixty-four. AB 344 would extend licensing provisions to this group under the Welfare and Institutions Code. This bill was first introduced and defeated in 1968. It has been amended and introduced at each successive session of the legislature without success. Its passage was recommended by the 1968, 1969 and 1970 Grand Juries.

An investigation by the Criminal Complaints Committee and Social Service Committee into excessive irregularities in such unlicensed facility pointed out the dire necessity for control.

A resolution recommending passage of AB 344 was voted by this Grand Jury and forwarded to Governor Reagan and all legislators. At present the bill has been passed by the Assembly and referred to the Senate Finance Committee. We recommend a follow-up study by the 1972 Grand Jury. (12/71 - AB 344 signed into law by Governor Reagan)

WORK INCENTIVE PROGRAM (WIN)

WIN is administered by DPSS under supervision of Human Resources Development. Its purpose is to provide job training particularly for federally eligible AFDC recipients. The AFDC-U father is required by law to participate. The sixteen through twenty year old youth who has dropped out of school is a preferential referral. All other AFDC clients are volunteers. Those refusing to participate without good cause may be deleted from the family budget after a sixty-day counseling period. A standard allowance is paid for necessary training expenses above the regular aid grant plus a \$30.00 incentive allowance paid by WIN.

Win Statistics for 1970-71

| | |
|---|--------|
| Referred to WIN | 17,227 |
| Enrolled | 5,473 |
| Obtained employment * | 1,185 |
| Rejected | 4,258 |
| Refused to participate | 1,476 |
| Terminated for health or family reasons | 3,231 |

* WIN may claim credit for employment only when a trainee accepts a job for which he was trained by WIN. Many find jobs in other categories.

Recommendations

That women who are heads of household be given equal opportunity in WIN. At present women are enrolled only when there are empty slots unoccupied by men.

That established regulations to delete from aid those who refuse to participate without good cause be exercised in all cases.

AREAS OF SOCIAL CONCERN

Day Care Centers

DPSS contracts with seven Day Care Centers caring for 500 children. Priority is given to WIN enrollees, mothers aided by DPSS and families with net yearly income less than \$5,000. Committee studies observed this Head Start type enrichment program which met the pre-school children's need for intellectual, social, emotional and physical growth. Social workers cooperate with a director, teachers and staff to provide a stimulating environment at nominal or no cost to the working or training mother or father. Thousands of children are in day care custody where educational opportunities are denied.

Recommendation

More low cost or free Day Care Centers must be provided. Reform legislation at the national level has addressed itself to this issue and the California Welfare Reform Act has allocated \$1,200,000 to the County for this purpose.

FAMILY PLANNING

The implications of population expansion in Los Angeles County demand that concerted efforts be made to stabilize its growth by voluntary means consistent with human rights and individual conscience. There are currently an estimated 146,000 women of child-bearing age who are in need of but not receiving County family planning services. The County Government has not committed

itself to meet this need. From a purely economic standpoint it is far less expensive to prevent an unwanted pregnancy than it is to terminate one. From the human standpoint there is no way to estimate the tremendous advantage in preventing the conception of an unwanted child as compared to the problems that often arise when an unwanted child is brought into a family already stressed by financial social problems.

In effect, the medically indigent are forced to bear unwanted children when the County does not provide adequate family planning facilities. The ramifications of unwanted pregnancies in terms of human misery, infanticide, crime by and against children, expenses for welfare and foster homes and the increased need for educational and correctional facilities cannot be ignored by the County Government. Family planning must be given a higher priority than it is currently receiving, in terms of both County funds and the commitment by the County to obtain aid from State and Federal resources.

Because of fund reductions from HEW, all County family planning agencies are facing grave financial problems. At LAC-USC Medical Center the reduction was \$41,000 from its six-month budget: funds for the entire free Vasectomy Clinic, services of a part-time physician, nurse, aide, typist and secretary as well as for equipment, and supplies. In 1970, LAC-USC provided contraceptive services to 5,551 patients. In 1971, the number will be approximately 7,000, about half of the patients who will request or be in need of family planning.

The County Health Centers have excellent family planning programs which provide physical examinations, instruction and supply of contraceptives, and counseling. Because the Centers are under-budgeted and understaffed, particularly as to physicians, the time lag for an appointment was from two to three weeks in many instances.

The Los Angeles Regional Family Planning Council recommends the introduction of sex education in elementary schools culminating in a voluntary twelfth grade preparation for marriage class which includes birth control. LARFP reported that 27,673 therapeutic abortions were performed in the Los Angeles metropolitan area in 1970. Only through education and subsidized family planning will this appalling statistic be remedied.

Recommendations:

That the Board of Supervisors meet its responsibility in funding so that all recipients seeking services at LAC-USC Medical Center, Los Angeles County Health Centers or Youth Clinics will be aided promptly.

That DPSS implement Family Planning Services as provided under the Welfare Reform Act.

VENEREAL DISEASES

Venereal diseases have reached epidemic proportions in the County. A study of the programs offered by the Health Centers, Youth Health Clinics and Free Clinics revealed that venereal diseases were the most commonly reportable diseases. Syphilis treatment has been successful but the disease has not been defeated as statistics for 1969, 70 and 71 showed an increase of cases in the County.

The Chief of the Venereal Disease Control Division stated that it was impossible to wage a successful program against gonorrhea. This disease has a short incubation period which fosters rapid spread. Persons who contract the disease are infectious within two to six days and remain so until treated. Any delay in its control causes current drugs to become increasingly ineffective. A patient cured of gonorrhea may be reinfected immediately as the body does not build up immunity.

Private physicians are legally required to report all cases but actually report about one in five with little follow-up for contacts. County Health Department does not have sufficient funds to perform case findings on 100% of reported cases. Case finding is practical in control of syphilis because of its three to six week incubation period, but highly impractical in control of gonorrhea. The Department does perform case findings on all clinic syphilis cases and those reported by private physicians; on all male gonorrhea clinic cases and about 70% reported by private physicians. This year the Health Department has been forced to devote most of its effort to treatment rather than case finding because of reduced funds and personnel.

Venereal disease education is circumvented in California schools by Section 8506 of the Education Code in the face of an epidemic which includes children under ten years of age.

IF THE EPIDEMIC WERE SMALLPOX OR POLIO WOULD IT BE IGNORED?

Recommendations:

The passage of AB 950 which exempts venereal disease instruction from prohibitions against requiring class attendance where human reproductive organs and their functions and processes are described, illustrated or discussed. (Passed by the legislature, vetoed by Governor Reagan)

The passage of SB 650 which would permit advertisement or display of prophylactic products if accompanied by educational information on venereal disease prevention. (Became law 9/71)

That an adequate anti-venereal disease advertising program be initiated at federal, state and county levels.

That private physicians be required to comply with the legal requirement to report all venereal disease cases which come to their attention.

That funds be allocated for the development of a reliable and economic test for gonorrhea by which both symptomatic and asymptomatic carriers may be detected.

That funds be allocated for basic and applied research for treatment of venereal diseases.

LOS ANGELES COUNTY HEALTH DEPARTMENT
 REPORTED CASES AND AGE SPECIFIC CASE RATES FOR
 GONORRHEA 1965 TO 1971

| AGE | 1965 | | 1966 | | 1967 | | 1968 | | 1969 | | 1970 | | % INCREASE 1965 TO 1970 |
|----------------|--------|-------|--------|-------|--------|-------|--------|-------|--------|-------|--------|------|----------------------------|
| | CASES | RATE | CASES | RATE | CASES | RATE | CASES | RATE | CASES | RATE | CASES | RATE | |
| Under 10 | 28 | | 36 | | 41 | | 80 | | 73 | | 104 | | 271.4 |
| 10 - 14 | 143 | | 132 | | 90 | | 189 | | 167 | | 327 | | 128.7 |
| 15 - 19 | 2,285 | | 2,579 | | 3,402 | | 5,950 | | 7,254 | | 8,403 | | 267.7 |
| 20 - 24 | 5,669 | | 5,870 | | 8,063 | | 11,875 | | 13,586 | | 15,423 | | 172.1 |
| 25 - 29 | 3,545 | | 3,863 | | 5,057 | | 6,682 | | 7,508 | | 8,369 | | 136.1 |
| 30 - 34 | 1,903 | | 1,861 | | 2,465 | | 3,258 | | 3,440 | | 3,714 | | 95.2 |
| 35 - 44 | 1,655 | | 1,620 | | 2,081 | | 2,481 | | 2,654 | | 2,772 | | 67.5 |
| 45 and over | 480 | | 488 | | 654 | | 866 | | 884 | | 992 | | 106.7 |
| Age not stated | 8 | | 18 | | 83 | | 343 | | 1,035 | | 1,661 | | |
| ALL AGES | 15,716 | 248.4 | 16,467 | 253.5 | 21,936 | 334.7 | 31,724 | 445.6 | 36,601 | 509.4 | 41,765 | 590 | 165.7 |

Rates not available for specific age group

CONCLUSION

The county does not provide reasonable support for the needy within the limits of county resources. DPSS expands its programs and grants, in many cases above the federal requirements, without due consideration for the limits of county resources. The burden of increased welfare expenditures is shifted to the already oppressed property taxpayer.

DPSS can do more to assist individuals to achieve self-care or self-support.

The handicapped or deprived children or adults under federal and state jurisdiction and regulations are, on the whole, well protected and cared for. Those in the sixteen to sixty-four age group who are in board and care facilities not licensed under the Welfare and Institutions Code are, in many instances, both neglected and unprotected. Only by extending licensing to these facilities will this condition be corrected.

Society has always been willing to assist orphans, aged, disabled and blind through both public and private institutions. Over half of present welfare recipients are in the Aid to Families with Dependent Children category, a trend which started in the early 60's when unemployment was at its low at 4%.

When welfare payments, plus food stamps, plus Medi-Cal, compete with low wages many people will prefer welfare. For these families welfare benefits exceed low wages, thus the number who seek welfare increases as the benefits go up. It has been assumed that a generous welfare program would help families stay together. However, more families are breaking up because of generous welfare payments, even to the point of deceit regarding their family status. The existence of a liberal welfare program has contributed to the disintegration of family life. Even if a welfare mother of dependent children obtains a good paying job, the current number of income exemptions virtually assures that her welfare payments will continue. An effort must be made by all public and private agencies to work toward a solution to this problem.

ADMINISTRATION

A summary of the contract auditor's recommendations concerning the internal controls, policies and procedures of DPSS indicated the following areas of identified deficiencies:

Recommendations:

DPSS evaluate current policies and procedures relating to the maintenance and retention of recipients' case files and make appropriate revisions.¹

DPSS strengthen procedures for supervisory review of case file documentation.²

DPSS conduct a major review to determine the degree to which recipients' case files adhere to these policies and procedures and take steps necessary to correct deficiencies defined during that review.³

DPSS continue to place highest priority on the development of a comprehensive welfare information system in order to automate the Confidential Index and combine master files.⁴

DPSS revise the AFDC Computer Case Finding Budgeting System forms and the Data Transmission Procedures Handbook for clarification and more accurate reflection of the current system.⁵

DPSS, in conjunction with the Department of Data Processing, design and implement reports to be utilized by the districts in controlling automatic warrants issued to AFDC recipients.⁶

DPSS develop and implement forms and procedures for district use in accumulating and reporting the type of errors detected in budget documents produced by the AFDC Computer Case Budgeting System.⁷

DPSS, in conjunction with the Department of Data Processing, prepare and distribute to appropriate district personnel a timely report of problems experienced with the AFDC Computer Case Budgeting System.⁸

DPSS develop and implement improved controls over cases transferred among districts.⁹

DPSS conduct an immediate review of all cases in "suspense" to ascertain that automatic warrants have been discontinued.¹⁰

DPSS implement procedures to ensure that adjustments in the net income of welfare recipients are made on a timely basis and properly documented in the case files.¹¹

(See also recommendations through 29 in Contract Auditors' Report No. 8)

Note: Departmental officials have either instituted, or agreed to develop, changes in the areas of identified deficiencies.

1. Contract Auditors' Report No. 8 - page 15

2. Contract Auditors' Report No. 8 - page 15

3. Contract Auditors' Report No. 8 - page 15

4. Contract Auditors' Report No. 8 - page 16

5. Contract Auditors' Report No. 8 - page 16

6. Contract Auditors' Report No. 8 - page 17

7. Contract Auditors' Report No. 8 - page 18

8. Contract Auditors' Report No. 8 - page 18

9. Contract Auditors' Report No. 8 - page 18

10. Contract Auditors' Report No. 8 - page 19

11. Contract Auditors' Report No. 8 - page 20

ACKNOWLEDGEMENTS

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| | |
|------------------------|---|
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| Anna Priolo | Chairman, Social Services Committee, 1970 Grand Jury |
| Walter H. Smartt, M.D. | Chief, Venereal Diseases Control Division, Los Angeles County Health Department |

The committee members read the past Grand Juries' Reports and followed the progress of legislative bills dealing with welfare reforms at Federal and State level.

The committee visited as a group or in teams the following:

Los Angeles County Department of Public Social Services, Triggs Center

Los Angeles County Department DPSS Bureau of Adult Services Contract Day Care Centers:
Calvary, Enterprise, First United Methodist, Plaza, Second Baptist and Willowbrook

Food Stamp Centers: JET Center, Watts Labor Community Action Center, TEKACU Center

Los Angeles County Health Centers: Alhambra, Hawaiian Gardens, Hollywood-Wilshire,
Imperial Heights, Northeast, North Hollywood, West Valley, El Monte

Free Clinics: Foothill, Harbor, Long Beach, Los Angeles, North Hollywood

Los Angeles County USC Medical Center

Rancho Los Amigos

MacLaren Hall

Juvenile Hall

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Approved by the Grand Jury 11/1/71

