

**LOS ANGELES COUNTY
GRAND JURY**



**Supplementary Report
1973-1974**

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FOREMAN PRO TEM

EARL J. SACHS
FOREMAN

MRS. ANNE S. COLLINS
SECRETARY

THOMAS J. BARRY
PETER BERTINO
WAT W. BROWN
MRS. MARJORY E. CLARKE
MRS. ANNE S. COLLINS
MRS. VERONICA H. DYSART
RALPH FOY
MRS. ROSE GOLTER
MRS. HELEN L. GULBRANSON
DR. J. H. HULL
MRS. CASSANDRA W. IRVINE
WALTER H. LABAND

COUNTY OF LOS ANGELES

1973-74 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012

974-3993

June 7, 1974

PAUL LEOS
H. T. MICHLER
MRS. CONCEPCION MINSKY
MRS. ADELIA MONTELEONE
DR. ELTA S. PFISTER
ELVIN D. RANDOLPH
EARL J. SACHS
MRS. SYLVIA SANOFF
HERBERT G. SHANE
SAMUEL S. SHERWIN
R. H. WATTSON

Honorable Alfred J. McCourtney
Presiding Judge, Superior Court
and
Honorable Raymond Choate
Supervising Judge, Criminal Departments


Gentlemen:

The 1973-74 Los Angeles County Grand Jury is pleased to submit its Final Supplemental Report.

The six-month extension of our term has provided us with an opportunity which may never again be available to any future Grand Jury. It gave us the opportunity to follow up on last year's recommendations, and in some instances we succeeded in securing approval of suggestions which might otherwise not have been implemented.

Although not all the recommendations in our 1973 report have been repeated, it is our earnest hope and expectation that all City and County officials affected will implement the recommendations shown therein, together with any new recommendations shown in this supplemental report.

Respectfully submitted,


Earl J. Sachs
Foreman

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The Honorable

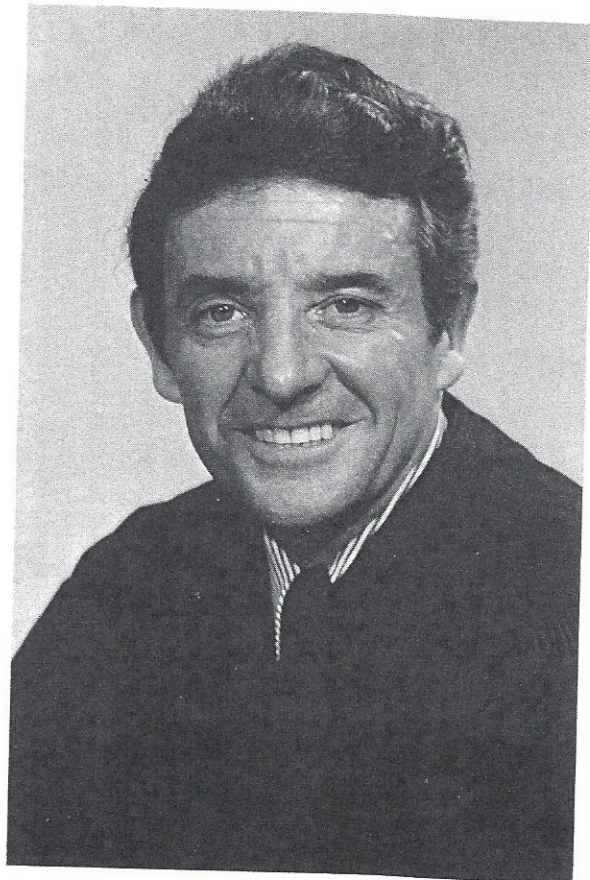
ALFRED J. MC COURTNEY

Presiding Judge of the Superior Court

The Honorable

RAYMOND CHOATE

*Supervising Judge of the Criminal Departments
and
Advisor to the Grand Jury*



1973-1974 LOS ANGELES COUNTY GRAND JURY

MEMBER	RESIDENCE	NOMINATING JUDGE
Thomas J. Barry	Van Nuys	Charles M. Hughes
Peter Bertino	Alhambra	James D. Tante
Wat W. Brown	South Pasadena	Arch R. Tuthill
Marjory E. Clarke	Studio City	Jack W. Swink
Anne S. Collins	Los Angeles	James G. Kolts
Veronica H. Dysart	Van Nuys	Raymond R. Roberts
Ralph Foy	Burbank	Edward C. Olson
Rose Golter	Los Angeles	Bernard S. Selber
Helen L. Gulbranson	Toluca Lake	Pat Mullendore
		L. Thaxton Hanson
		Jack W. Swink
J. H. Hull	Torrance	John A. Shidler
Cassandra Irvine	Pasadena	Rafael H. Galceran
Walter H. Laband	West Covina	Robert Firth
Paul Leos	Claremont	Max F. Deutz
		John L. Donnellan
H. T. Michler	Monrovia	August J. Goebel
Concepción C. Minsky	San Marino	Carlos E. Velarde
Adelia Monteleone	Sherman Oaks	Alfred P. Peracca
Elta S. Pfister	Burbank	Edward C. Olson
Elvin D. Randolph	Sylmar	Julian Beck
Earl J. Sachs	La Canada	James F. Healey, Jr.
Sylvia Sanoff	Westwood	Mario L. Clinco
Herbert G. Shane	Los Angeles	Julius M. Title
Samuel S. Sherwin	Los Angeles	Steven S. Weisman
R. H. Wattson	North Hollywood	D. Sterry Fagan

1973-74 LOS ANGELES COUNTY

GRAND JURY



Standing left to right:

Walter Laband Wat W. Brown Herbert G. Shane Ralph Foy Samuel S. Sherwin Thomas Barry Elvin D. Randolph
H. T. Michler Peter Bertino

Center left to right:

Cassandra Irvine Concepción Minsky Rose Golter Helen Gulbranson Marjory Clarke Veronica Dysart Sylvia Sanoff
Adelia Monteleone Elta Pfister

Seated left to right:

J.H. Hull, Foreman Pro Tem; Anne S. Collins, Secretary; Earl J. Sachs, Foreman; R.H. Wattson, Sgt. at Arms

OBSERVATIONS OF THE FOREMAN

The final report of the 1973 Grand Jury was issued in December of that year. When the Jury was informed that its term would be extended for an additional six months, it immediately set up additional goals and objectives. Some committees decided they would continue to study further the County operations which they had surveyed in 1973. Other committees elected to examine a County operation which had not heretofore been scrutinized. Early in January 1974, two new committees were formed, one dealing with Adult Probation and the other with Juveniles. The Jury felt that both subjects were prime targets for immediate study, and the results are noted herein.

When considering the recommendations made in this Supplemental Report, it should be noted that these were submitted as of May 15, 1974. It is possible that some of the recommendations mentioned herein may already have been implemented by the date of issuance, June 30, 1974.

To the incoming Grand Jury: We suggest that a study be made of the recommendations in both our final and supplemental reports. If your study coincides with our findings and those recommendations have not yet been implemented, we hope that you will consider reiterating such suggestions. We also extend to you our compliments and best wishes for a successful year.

We express our appreciation to the many County officials and administrators who were most generous with their time in helping us solve certain problems. We also thank the City officials, especially Mr. John Gibson, President of the Los Angeles City Council, who so competently presented our resolutions to that body. To the Los Angeles Police Department and to the Sheriff's Department we extend our thanks for furnishing us with many facts and figures essential to our deliberations.

We acknowledge the competent support of Joe Siler, our Grand Jury Legal Advisor Mrs. Joyce Shannon, Executive Secretary; Beverly Huff, Secretary; Fernando Whorton, Court Reporter; Theresa Carpenter, Bailiff; and Kenneth Hubbard, District Attorney Investigator. This very capable staff helped to make our extended term more productive and for this, our sincere thanks.

We appreciate the confidence of the Honorable Alfred J. McCourtney, Presiding Judge of the Superior Court, in extending our term of office, enabling us to follow up on many of our recommendations. We are most especially indebted to the Honorable Raymond Choate, Supervising Judge of the Criminal Departments, who was most generous with his time and assistance enabling us to serve more effectively as Grand Jurors.

We earnestly recommend that County officials carefully evaluate our considered comments. It has been frustrating to realize that many Grand Jury recommendations received scant attention until the media independently discovered and publicized the serious conditions which prompted those recommendations.

The members of the Grand Jury join me in expressing appreciation to their nominating Judges for this unique opportunity for public service and in voicing a hope that the confidence placed in them has been justified.

Finally, I sincerely thank the twenty-two dedicated men and women who have consistently given me their enthusiastic support and encouragement. I shall miss you.

EARL J. SACHS

1973-74 LOS ANGELES COUNTY GRAND JURY

OFFICERS AND COMMITTEES

Earl J. Sachs, Foreman
Anne S. Collins, Secretary

J. H. Hull, Foreman Pro-Tem
Richard H. Wattson, Sergeant At Arms

STANDING COMMITTEES

ADMINISTRATIVE COMMITTEE

Earl J. Sachs, Foreman
Marjory E. Clarke, Secretary
Thomas J. Barry
Wat W. Brown
Veronica H. Dysart
Ralph Foy
J. H. Hull
Paul Leos
H. T. Michler
Concepción Minsky
Elta S. Pfister
Herbert G. Shane
Samuel S. Sherwin
R. H. Wattson

D.P.S.S. COMMITTEE

Samuel S. Sherwin, Chairman
H. T. Michler, Co-chairman
Earl J. Sachs, Secretary
Peter Bertino
Walter Laband

EDUCATION COMMITTEE

Elta S. Pfister, Chairman
J. H. Hull, Co-chairman
Marjory E. Clarke, Secretary
Rose Golter
Helen L. Gulbranson

AUDIT COMMITTEE

Herbert G. Shane, Chairman
R. H. Wattson, Co-chairman
Helen L. Gulbranson, Secretary
Marjory E. Clarke
Ralph Foy
Sylvia Sanoff

ENVIRONMENTAL COMMITTEE

R. H. Wattson, Chairman
Elvin Randolph, Co-chairman
Cassandra Irvine, Secretary
Anne S. Collins
Paul Leos

COMMUNITY RELATIONS

J. H. Hull, Chairman
Veronica Dysart
Samuel S. Sherwin

HEALTH & LIBRARIES COMMITTEE

Paul Leos, Chairman
Veronica H. Dysart, Co-chairman
Cassandra Irvine, Secretary
Walter H. Laband
Concepción Minsky
Adelia Monteleone

CRIMINAL COMPLAINTS COMMITTEE

Wat. W. Brown, Chairman
Elvin D. Randolph, Co-chairman
Sylvia Sanoff, Secretary
Thomas J. Barry
Ralph Foy
Rose Golter
Helen L. Gulbranson
J. H. Hull
Walter H. Laband
Adelia Monteleone

JAILS COMMITTEE

Thomas J. Barry, Chairman
Peter Bertino, Co-chairman
Anne S. Collins, Secretary
Ralph Foy
Rose Golter
Adelia Monteleone
Earl J. Sachs

JUVENILES COMMITTEE

Veronica H. Dysart, Chairman
Sylvia Sanoff, Co-chairman
Cassandra Irvine, Secretary
Concepción Minsky
Herbert G. Shane

**NARCOTICS & DANGEROUS
DRUGS COMMITTEE**

Concepción Minsky, Chairman
H. T. Michler, Co-chairman
Anne S. Collins, Secretary
Wat W. Brown
Rose Golter
Elvin D. Randolph

PROBATION COMMITTEE (ADULT)

H. T. Michler, Chairman
Peter Bertino
Wat W. Brown
Elta S. Pfister
Earl J. Sachs
R. H. Wattson

**SPECIAL COMMITTEE –
FINAL REPORT**

Ralph Foy, Editor
Majory E. Clarke
Veronica H. Dysart
Sylvia Sanoff

**AD HOC COMMITTEE –
GOVERNMENTAL ORGANIZATION**

J. H. Hull, Chairman
Elvin D. Randolph
Herbert G. Shane

STANDING COMMITTEE REPORTS

THE ADULT PROBATION COMMITTEE

REPORT

ADULT PROBATION COMMITTEE

H. T. Michler, *Chairman*

Peter Bertino

Wat W. Brown

Elta S. Pfister

Earl J. Sachs

R. H. Wattson

ADULT PROBATION COMMITTEE

The problem of adult probation has been and continues to be a matter of great concern to this committee and to the Grand Jury as a whole. At the time this report was prepared, more than 55,000 adults were on probation. In the 18 months this Jury has been privileged to serve the citizens of Los Angeles County, its members have talked with and listened to State legislators, members of the Sheriff's Department, Police Departments, Probation Department and recently to more than 20 Superior and Municipal Court Judges on this subject. All agree that adult probation is a most vexing problem. We members have spent many hours in discussing and deliberating these problems before arriving at our recommendations.

It has been brought to our attention that a substantial percentage of defendants awaiting trial on felony cases in the Los Angeles County Superior Court are already on probation for prior felonies. Our investigations have revealed that the prevailing procedure followed in Los Angeles County is to postpone any probation violation matter until after the completion of the defendant's new trial. This procedure is followed even when the probation violation is independent of the new criminal charge. We have also noted that when the defendant is convicted on the new charge, he is rarely punished for his probation violation. Typically, he will receive a concurrent sentence or no additional sentence at all.

The law governing probation violation hearings is radically different from the legal requirements for conviction on a new criminal charge. After a trial and a felony conviction, a judge can use his discretion to place the defendant on probation rather than sentence him to prison. The judge then requires the defendant to abide by the rules of probation, and that judge may subsequently use his discretion to decide when those rules have been violated. Accordingly, the rules of a probation violation hearing are substantially different from a criminal trial. There is no right to trial by jury, and the procedures and the rules for admission of evidence are less formal. Proof by preponderance of evidence is the criteria rather than proof beyond a reasonable doubt. Lastly, the rules of search and seizure do not apply.

In view of all these differences, it appears that probation violation hearings should not be held in abeyance pending the defendant's new felony trial. These hearings, while affording full due process rights to the defendant, should be heard as expeditiously as possible. If this procedure were followed, those defendants actually in violation of probation for having committed new crimes or for any other reason, would find their probations promptly revoked and appropriate new sentences imposed. In these cases, the new criminal charge would frequently be moot or very easily settled without trial. As a result, many jury trials in Los Angeles County would not take place. This procedure would involve a tremendous savings in taxpayers' funds without violating due process rights of defendants.

**IT IS RECOMMENDED THAT THE SUPERIOR COURT ELIMINATE
THE PRESENT PRACTICE OF POSTPONING PROBATION VIOLATION**

HEARINGS UNTIL AFTER THE COMPLETION OF TRIAL WHEN A DEFENDANT FACES NEW CRIMINAL CHARGES. THE GRAND JURY BELIEVES THAT PROBATION VIOLATION HEARINGS SHOULD BE EXPEDITIOUSLY HEARD BEFORE TRIAL, AND A DETERMINATION MADE UNDER THE RULES AND PROCEDURES OF THE PROBATION VIOLATION PROCESS.

SEARCH AND SEIZURE PROBATION VIOLATION

Literally hundreds of cases are rejected for felony prosecution by the District Attorney's Office each year, because the evidence is inadmissible at a trial under existing rules of search and seizure. Many of the suspects involved in those cases are on probation for prior offenses. The Grand Jury has noted that the rules of search and seizure do not apply to probation violation hearings. Accordingly, we believe the District Attorney's Office should initiate and pursue probation violation hearings based on this otherwise inadmissible evidence.

IT IS RECOMMENDED THAT THE DISTRICT ATTORNEY'S OFFICE INITIATE PROBATION VIOLATION HEARINGS FOR THOSE DEFENDANTS WHO ARE DISCOVERED TO HAVE COMMITTED A NEW CRIME WHILE ON PROBATION WHERE PROSECUTION FOR THAT CRIME IS BARRED BECAUSE THE EVIDENCE IS INADMISSIBLE UNDER THE RULES OF SEARCH AND SEIZURE.

PROBATION SUBSIDY

The Grand Jury is concerned with the problems caused by the probation subsidy program. This program compares the number of defendants sent to state prison from any particular county with a normal quota for that county based on population. For each person under the quota, the county receives \$4,000 from the state to pay for probation supervision and rehabilitation. The bureaucratic effect of this subsidy is to encourage the Probation Department to recommend probation where state prison sentences would be more appropriate, in order to obtain additional state subsidy funds. This monetary advantage to the Probation Department is clearly outweighed by the added expense to society caused by retaining dangerous individuals on the street, bearing the cost of their new crimes and the added cost of prosecuting and convicting them again when they should have been sent to prison initially. In addition, many people believe that there is a saving of public expense represented by the difference between the cost of a year in prison versus the lower cost of probation services for one year. However, this so-called saving is, in fact, nonexistent when all the other costs to society are computed. Without the probation subsidy program, a county might be tempted to sentence all its defendants to state prison in order to avoid the local cost of county jail and probation. The decision to sentence a defendant to prison should not be influenced by monetary considerations.

THE GRAND JURY RECOMMENDS LEGISLATION TO ELIMINATE THE STATE PROBATION SUBSIDY PROGRAM. IN ADDITION WE RECOMMEND THAT THE LEGISLATURE STUDY THE POSSIBILITY OF CHARGING A COUNTY FOR PRISONER MAINTENANCE WHEN THAT COUNTY SENTENCES EXCESSIVE NUMBERS OF PERSONS TO STATE PRISON.

THE AUDIT COMMITTEE

REPORT

AUDIT COMMITTEE

Herbert G. Shane, *Chairman*

R. H. Wattson, *Co-chairman*

Helen L. Gulbranson, *Secretary*

Marjory E. Clarke

Ralph Foy

Sylvia Sanoff

AUDIT COMMITTEE REPORT

The Committee again selected Mr. James B. Baker, a partner of the firm, Coopers & Lybrand, certified public accountants, to serve as Contract Auditor for the extended term of six months ended June 30, 1974. The audit committee wishes to express its appreciation to the Contract Auditor and his associates for the excellence of their performance during the original and extended periods of our association.

In accordance with a contract dated January 30, 1974 the following projects were completed by the Contract Auditor:

A review of the operation of the Bureau of Resources and Collections (BRC), a division of the Department of Health Services – see separate comments included herein.

A review of the status of the 1973 Contract Auditor's recommendations which included tests as to the dispositions of the recommendations as reported to the Grand Jury by the affected departments. Exhibit A, attached hereto, presents a summary as to the status of 1973 and prior recommendations, and indicates that only 11% of the total of 300 have not been either implemented or are in process.

A compilation of the more significant recommendations developed in the above two projects which the Contract Auditor believes require follow-up by future Grand Juries. There are some recommendations still in process which are not listed; it is expected, however, that the departments involved will also complete the implementation of these items.

SUMMARY OF THE STATUS OF 1973 AND PRIOR RECOMMENDATIONS

Report	Implemented	In Process		Other Dispositions			
		(1)	(2)	(3)	(4)	(5)	
1. Child Support Collection Program	11	17	—	4	2	—	
2. Martin Luther King Jr. General Hosp.	13	14	1	—	—	—	
3. Road Department	3	30	—	—	4	—	
4. Purchasing and Stores Department	8	12	—	—	1	—	
5. Department of Public Social Services	19	21	1	—	—	—	
6. Mechanical Department	5	23	3	2	1	—	
7. Department of Real Estate Management	9	9	—	—	1	—	
8. Consolidated Fire Protection District	6	6	2	—	—	—	
9. Probation Department	6	31	1	—	1	—	
10. Auditor-Controller – Audit Division	9	1	6	2	—	—	
11. Follow-up of 1972 Recommendations	2	3	—	—	—	10	
Totals	<u>91</u>	<u>167</u>	<u>14</u>	<u>8</u>	<u>10</u>	<u>10</u>	
Percentage to Total	<u>30%</u>	<u>56%</u>	<u>5%</u>	<u>3%</u>	<u>3%</u>	<u>3%</u>	

- (1) Recommendations classified as In Process above were those on which there was substantial concurrence but that require additional time to be fully implemented.
- (2) Recommendations now replaced by new recommendations for various reasons.
- (3) No action taken by the department to date.
- (4) The department disagrees with the recommendation because it is not considered feasible in the near future.
- (5) 1972 and prior recommendations which are carried forward to 1974-75 for follow-up.

The Grand Jury concurs with the recommendations of the Contract Auditor and has taken appropriate action to adopt them as its own for all purposes including the response thereto by the Board of Supervisors under Section 933 of the Penal Code. These recommendations, together with those of the Grand Jury which were not made by the Contract Auditor, are presented verbatim at the end of this report. Reference is hereby made to the Reports of Contract Auditor for 1973 and the Supplemental Reports of Contract Auditor for 1973-74.

As a result of the responses to the 1973 recommendations by the departments and the report of the follow up by the Contract Auditor, the audit committee has selected the following highlights for this report:

It was recommended that the Board of Supervisors assign to the District Attorney full responsibility and authority for coordinating the overall Child Support and Collection Program (CSCP). This has not been done to date and we continue to believe that this action is necessary for the effective administration of the program.

In the 1973 report it was pointed out that a backlog of 26,000 delinquency cases having a value estimated to be in excess of \$10 million existed in the office of the District Attorney. This had resulted from inadequate delinquency and processing procedure by other departments. This particular backlog has subsequently been materially reduced, but another backlog of unreviewed Failure to Provide forms has developed. The D.A. has been taking action to merge the DPSS-Child Support Units into the D.A.-Regional Offices, and expects that backlogs will continue until after the mergers have been completed about January 1976.

The Court Trustee Master File is incomplete in many respects and therefore the overall effectiveness of the CSCP is seriously affected. It was recommended that the Data Processing Department develop a computer program to audit the file and to list all cases with missing data fields. This program has been developed and should be initiated by the D.A. without delay.

A substantial portion of the recommendations classified at this date as "In Process" which were directed to the Road Department, the Mechanical Department and the Consolidated Fire Protection District are dependent for implementation upon the completion of the Road Department's Integrated Information Management System (IIMS). The development of this system is quite complex and will require considerable time, probably through the year 1975. It is hoped that some interim procedures might be instituted where feasible. In any event, it is recommended that future Grand Jury audit committees monitor this program.

It is the opinion of the Contract Auditor that the Department of Public Social Services (DPSS) give high priority to the enforcement of policies and procedures relating to the maintenance and revision of recipients' case files, and to strengthen supervisory review thereof. These files and their documentation are essential to the effective operations of DPSS.

The review of the Food Stamp Program by the Contract Auditor disclosed very substantial differences each year between the dollar amounts of Authority to Purchase (ATP) issued and ATP negotiated by recipients. These differences should be reconciled by the department, and investigation made to explain them.

In 1969 the Probation Department developed the Supervision Case Classification System (SCCS) which, if implemented, would have related staffing to the needs of clients and departmental objectives. However, because the system would materially increase the budgeted expenditures, the SCCS system has never been approved. Therefore the "fixed yardstick" basis of 150 adult cases and 65-70 juvenile cases has been the basis of staffing. As an alternative, the department is now evaluating another approach identified as an Accountability Profile System. One thing appears certain, the yardstick method is completely illogical and not in accordance with the objective of the State Subsidy Program. It is hoped that the 1974-75 Grand Jury will evaluate the Accountability Profile System in terms of the important role of the Deputy Probation Officers in our criminal justice system, and in crime prevention activities.

The Contract Auditor's review of the Audit Division of the Auditor-Controller resulted in several recommendations related to the profile, quantity and quality of the audit staff and to the acceleration of operational auditing. The response by the Auditor-Controller, and his later 1974-75 budget request indicate that he will apparently not take the initiative on these recommendations because of the required budget increase involved. With the present staff it will be impossible for the audit division to audit each department at least once every three years, and in addition, the audits made will have to be limited to a great degree with little emphasis on the operational type of auditing. The Contract Auditor has therefore now addressed

these recommendations to the Board of Supervisors. The Auditor-Controller has expressed the opinion that these recommendations represent an ideal organization, and feels that a phased-in approach might be more practical.

In its 1973 report the Grand Jury recommended that legal action be taken to transfer the County internal audit function from the Auditor-Controller Department and give it full departmental status, reporting directly to the Board of Supervisors. This recommendation was based among other things upon the principle that the audit function cannot be truly independent if it is under the jurisdiction of one of the operating or accounting departments which it is responsible to examine. The reviews conducted under the auspices of the Grand Jury cannot have the necessary coverage or scope for various reasons including budget limitations. As expected, the Auditor-Controller did not agree with this recommendation, and the Chief Administrative Officer concurred in his report directed to and accepted by the Board of Supervisors. Concurrently two of the Supervisors publicly expressed a desire to form a new agency to investigate various problem areas at the direction of the Board. The Grand Jury feels that such an agency would be unnecessary if an audit department were reporting directly to the Board, and thus be available to undertake such projects in addition to its routine audit functions. It is believed that the Board of Supervisors should seriously reconsider the recommendation for an independent audit department, and that the 1974-75 Grand Jury continue support for this principle.

The 1973 Grand Jury report referred to ambiguities in certain sections of the Penal Code governing Grand Jury examinations, and the fact that certain interpretations have had to be made in the past to make them effective and workable. The problems inherent in these sections and the recommendations in connection therewith are summarized below:

- (1) Section 925 requires examination of "all" offices of County government. The Grand Jury should have discretionary powers in its selection of a portion of the offices for examination each year and the scope thereof.
- (2) Under Section 926 there is no provision for the Grand Jury to employ outside experts in connection with the requirement under Section 928 for it to investigate (a) the needs of County offices, (b) the equipment for, or (c) the method or system of performing their duties. The Grand Jury, without the use of outside experts, is not itself equipped to perform these requirements of Section 928, and in the past has undertaken the responsibility of extending the outside auditor's review to include these extremely important phases of the investigation. Section 926 should be expanded to include the requirements of Section 928.
- (3) Section 929.1 requires the consent of the Board of Supervisors for the Grand Jury to make an examination of the books, records, accounts and documents maintained by the County Assessor. It is not clear as to why

this consent is specifically required in examining the County Assessor.

The Chief Administrative Officer has requested an interpretation of the pertinent sections of the Code from County Counsel, and upon receipt thereof, will submit a report to the Board of Supervisors regarding this matter. It is believed that appropriate legal action should be taken to amend and clarify the present law as to Grand Jury investigations and the use of outside experts.

BUREAU OF RESOURCES AND COLLECTIONS

The Bureau of Resources and Collections (BRC) is part of the Division of Contracts and Community Services which is a unit of the Department of Health Services. It is responsible for the following functions:

- Collecting delinquent County hospital accounts.
- Processing all routine billings and collections (both current and delinquent) of County/USC Medical Center and John Wesley Hospital.
- Recovering welfare fraud or overpayments from recipients.
- Collecting charges for juveniles housed in detention facilities and foster homes.
- Collecting patient liabilities under Short-Doyle and other programs.
- Collecting public defender fees.

The following is a summary of revenues and expenditures for the three years ended June 30, 1973:

	Year ended June 30		
	1971	1972	1973
Revenues	\$24,390,308	\$25,442,377	\$19,141,095
Expenditures	2,883,795	2,505,260	2,821,565
	\$21,506,513	\$22,937,117	\$16,319,530

The revenue for the year ended in 1973 was lower than prior years as a result of the transferring of routine collection activities from BRC to Rancho Los Amigos and Olive View hospitals.

The Collection activities for the fiscal year ended June 30, 1973 are summarized below:

Balance, beginning of year (active)	\$111,385,705
Value of accounts received	50,542,212
Collections	(19,141,095)
Transferred to inactive accounts	(27,476,149)
Balance, end of year (active)	\$115,310,673

BRC has over 300,000 active and 800,000 inactive accounts, and approximately 100,000 new accounts are opened each year plus 20,000 County/USC Medical Center emergency room billings per month. In addition to the above balance of active accounts

there was a balance of inactive accounts in the amount of \$368,478,182. These inactive accounts have not been written off even though inability to pay has been determined on the basis of certain established criteria.

The scope of the Contract Auditor's examination consisted of a review of systems, procedures and methods, the division's interrelationships with other divisions and departments, collection performance and measurement, policies followed by other County agencies in submitting accounts to BRC, and legal restraints on BRC.

The Contract Auditor recommends that a feasibility study be made to computerize the active accounts.

It is at present not possible to relate the various types of revenue collected to the costs involved in each specialized collection function. The establishment of the necessary procedures to yield better statistical reporting on revenues and the related costs is recommended.

The Department of Health Services should develop an implementation plan to transfer the routine billing and collection of current accounts from BRC to County/USC Medical Center and John Wesley Hospital. This would then limit the hospital receivables at BRC to delinquent accounts, and be a step toward establishing consistency in the operation of credit and collections throughout the department.

The Contract Auditor noted that there was little uniformity in the obtaining of financial and other information from patients at the hospitals, or in the submission of bills for services prior to discharge. There is also lack of uniformity as to the collection activities at the hospitals or the period of time elapsed prior to transferring delinquent accounts to BRC. The Contract Auditor recommends that the Department of Health Services provide central guidance in the formulation of more standardized procedures, and be responsible for monitoring their implementation at all County hospitals.

In connection with emergency room billings at County/USC Medical Center the Contract Auditor recommends that the Department of Health Services:

Establish more effective procedures to identify Medi-Cal billings at the time of service.

Evaluate the feasibility of billing all patients at the time of emergency service.

Investigate and develop procedures to improve collection performance.

The Contract Auditor reports that at present there are 200 suits backlogged at the office of County Counsel and in addition there are 793 cases held at BRC at the request of County Counsel. It is estimated by BRC that approximately \$2,000,000 in potential revenue is being held up by this backlog condition. In January 1974 the

statute of limitations expired on 60 cases with a potential value of \$105,000. It is recommended that immediate action be taken to prevent further loss of County revenues, by either increasing the available staff of County Counsel or retaining outside attorneys.

BRC does not record certain accounts in its receivable controls until after payment has been received. These accounts are welfare fraud or overpayments, juvenile detention charges, and emergency room billings. As a result, those accounts totalling approximately \$17,000,000, are not under any formal accounting control. It is believed that such accounts should be placed under control in the same manner as others under the jurisdiction of BRC.

RECOMMENDATIONS CARRIED FORWARD TO 1974-1975

The recommendations, listed below, are compiled from the following sources:

1974 recommendations of the Contract Auditor in connection with the audit of the Bureau of Resources and Collections.

Certain 1973 recommendations of the Contract Auditor that are in process of implementation, and which he and the Grand Jury believe require review by future Grand Juries.

New recommendations of the Contract Auditor and the Grand Jury which are replacing certain 1973 recommendations.

AUDITOR-CONTROLLER – AUDIT DIVISION

(No. 10-8) Establish Division staffing policy so that the duration of audit field work is limited to ten weeks for any specific audit.

(No. 11-8) Audit Division of the Auditor-Controller review and evaluate the progress of the task force regarding implementation of district aid controls.

(No. 13-12) Establish Audit Division policy of including review documentation in the audit workpapers.

AUDITOR-CONTROLLER/COURT TRUSTEE

(No. 1-7) The Auditor-Controller/Court Trustee, in conjunction with the Municipal and Superior Courts and the DA, determine the feasibility of issuing identification cards to all payors at the time an agreement is taken or court order rendered.

(No. 1-8) All terminated cases be eliminated from Court Trustee Master File and stored on hard copy, microfilm or other media.

(No. 1-11) Court Trustee complete reconciliation of the Trust Fund account and the total of suspense account balances.

(No. 1-17) The Auditor-Controller/Court Trustee, in conjunction with DPD, establish the feasibility and, if possible, implement automation of Demand Letter and Order to Show Cause Affidavit preparation.

BOARD OF SUPERVISORS

(No. 1-23) The Board of Supervisors assign full responsibility and authority for coordinating overall program development to the DA.

(No. 1-33) The Board of Supervisors assign to the DA full responsibility and authority over all aspects of the CSCP. This would include, but not be limited to, CSCP computerization and system requirements and priorities and user controls and procedures.

(No. 13-9) Board of Supervisors provide funding of additional positions required to fully staff the Audit Division.

(No. 13-10) Board of Supervisors direct the Auditor-Controller to develop and implement a program to establish an assistant chief position within the Audit Division to approve and sign reports, assign the in-charge responsibility for field work to the senior staff level, and maintain lower ratios between staff levels.

(No. 13-11) Board of Supervisors direct the Auditor-Controller to develop a program to accelerate the implementation of operation auditing by the Audit Division.

(No. A) The Board of Supervisors reconsider its position against legal action being taken to transfer the internal audit function from the Auditor-Controller Department, and give it full departmental status reporting directly to the entire Board of Supervisors.

(No. B) Appropriate legal action be taken to amend and clarify the present law as to Grand Jury investigations and the employment by the Jury of outside experts in connection therewith.

BUREAU OF RESOURCES AND COLLECTIONS

(No. 12-1) Study the feasibility of computerizing active delinquent accounts at BRC.

(No. 12-2) Establish accounting control over all accounts receivable on receipt at BRC.

(No. 12-9) Obtain secure "fireproof" storage for active accounts receivable case files.

(No. 12-10) Combine all general collection investigation units from each division into a General Collection Investigation Division.

(No. 12-11) Establish better statistical reporting on cost and related revenues of various collection activities.

(No. 12-12) Eliminate sorting of daily mail receipts into specialized batches.

(No. 12-13) Eliminate maintenance of census records for Mira Loma and Long Beach General Hospitals.

(No. 12-14) Immediate steps be taken to file suit on cases presently held up by the County Counsel's office where the statute of limitations is close to running out.

(No. 12-15) Take steps to reduce and then prevent the continuing buildup in the backlog of unfiled suits.

(No. 12-16) Evaluate the use of private companies or other alternative means for process service not effected by the County Marshal or BRC within a reasonable time.

(No. 13-1) Remove all inactive accounts from accounts receivable control.

CHIEF ADMINISTRATIVE OFFICER

(No. 6-33) CAO to investigate the possibility of standardizing County business machine requirements and consolidating purchases into annual contracts.

(No. 13-4) CAO evaluate the benefits of having Fire Department mechanics report to the Mechanical Department when necessary to meet peak fire vehicle repair workloads.

(No. 13-5) The CAO perform a comprehensive study to evaluate the feasibility and

cost savings potential of reducing the number of County garages; consolidating into the Mechanical Department maintenance responsibility and facilities for all County passenger vehicles and trucks; and transferring all passenger vehicles and trucks to the County fleet.

CHILD SUPPORT PROGRAM STEERING COMMITTEE

(No. 1-34) The Child Support Program Steering Committee act solely in an advisory capacity to the DA.

CONSOLIDATED FIRE PROTECTION DISTRICT

(No. 13-6) Transfer the responsibility for maintaining perpetual inventory records from supply and transportation to the warehouse and eliminate one set of records.

COUNTY – UNIVERSITY OF SOUTHERN CALIFORNIA MEDICAL CENTER

(No. 11-11) The 1974-1975 Contract Auditor follow up on the re-evaluation of the enterprise fund feasibility.

(No. 11-12) The Contract Auditor for 1974-1975 review the effectiveness of billing and eligibility verification procedure for outpatients.

(No. 11-13) The 1974-1975 Contract Auditor review the certification backlog with the Department of Public Social Services and Medical Center.

(No. 11-14) The 1974-1975 Contract Auditor follow up on the consolidation decision.

DATA PROCESSING DEPARTMENT (DPD)

(No. 1-3) The Data Processing Department develop a computer program to audit the Court Trustee Master File, listing all cases with missing data fields.

(No. 1-28) The DPD provide a mechanism for coordinating systems changes where more than one data center is affected.

(No. 1-30) DPD immediately develop and implement detailed corrective actions to reduce the causes of CRT downtime.

(No. 1-32) DPD review and update computer operator instructions.

(No. 11-5) The 1974-75 Contract Auditor review the status of systems development standards and subsequent compliance.

(No. 11-6) The 1974-1975 Contract Auditor review the systems staff training and results.

(No. 13-8) DPD coordinate backup equipment with other County facilities.

DEPARTMENT OF FACILITIES

- (No. 7-9) Establish procedures that will regularly identify County excess property.

DEPARTMENT OF HEALTH SERVICES

- (No. 2-28) The Department of Health Services and the CAO monitor the development of the faculty group practice at the Hospital.
- (No. 12-3) Department of Health Services should take steps to obtain required financial information from all County hospital patients before discharge.
- (No. 12-4) Department of Health Services should formulate patient financial information policies in the various Health Services regions.
- (No. 12-5) Department of Health Services should assign responsibility for monitoring and reporting on adherence to established credit and billing policies and procedures.
- (No. 12-6) Department of Health Services should update and disseminate routine collection policies and time limit guidelines for transferring accounts to BRC.
- (No. 12-7) Department of Health Services should establish responsibility for enforcing compliance with standard procedures for routine collection activities and time elapsed in transferring accounts to BRC.
- (No. 12-8) Department of Health Services should develop an implementation plan to transfer routine billing functions to County/USC Medical Center and John Wesley Hospital.
- (No. 12-17) Department of Health Services should establish more effective procedures to identify Medi-Cal emergency room billings at time of service at County/USC Medical Center.
- (No. 12-18) Department of Health Services should evaluate the feasibility of billing emergency room patients at time of service at County/USC Medical Center.
- (No. 12-19) Department of Health Services should investigate and develop procedures to improve collection performance on County/USC Medical Center emergency room charges.

DEPARTMENT OF PUBLIC SOCIAL SERVICES (DPSS)

- (No. 1-6) DPSS include State number check digits on all welfare cases referred to Court Trustee, and Court Trustee computer be programmed to verify all welfare State case numbers by check digits.
- (No. 5-1) DPSS enforce current policies and procedures relating to the maintenance and retention of recipients' case files and make appropriate revisions.
- (No. 5-2) DPSS strengthen procedures for supervisory review of case file documentation.
- (No. 5-8) District offices strengthen procedures, training and controls to reduce input errors particularly for budget worksheets.
- (No. 5-29) DPSS to review Food Stamp Program statistical data and develop improved statistical data requirements.

- (No. 5-30) Analyze the difference in the dollar value of ATP issued and negotiated to establish why valid ATP are not negotiated.
- (No. 5-33) Implement and utilize automated listing of food stamp recertification delinquencies.
- (No. 5-34) Develop programs to automatically prepare recertification due date lists for eligibility workers.
- (No. 5-37) DPSS separate confidential from nonconfidential information in a manner permitting publication of an Administrative Directive detailing procedures to be followed by all central sections processing food stamp documents.
- (No. 5-39) DPSS and DPD revise programs and procedures to update the Food Stamp master file daily.
- (No. 5-40) DPSS and DPD implement revised computer programs that will automatically calculate cash and food stamp values.
- (No. 13-2) WCC establish a record of operators assigned to attend the data transmission receiving equipment.

DISTRICT ATTORNEY (DA)

- (No. 1-24) DA evaluate need for Deputy District Attorney assignments to merged Child Support offices.
- (No. 1-25) The DA develop current program procedural manuals.

DISTRICT ATTORNEY (DA) AND COURT TRUSTEE

- (No. 1-21) DA develop plans and staffing requirements for processing present case backlog and coordinate efforts with Court Trustee.

DISTRICT ATTORNEY (DA), COURT TRUSTEE AND DATA PROCESSING DEPARTMENT (DPD)

- (No. 1-16) The DA, in conjunction with the DPD and Court Trustee, immediately implement automated delinquency processing for both direct payments and Court Trustee payments on welfare cases utilizing the Court Trustee computer.
- (No. 1-20) The DA, in conjunction with the DPD and Court Trustee, establish the feasibility and implement automation of Delinquent Payment Letters and/or notices.

DISTRICT ATTORNEY (DA), COURT TRUSTEE AND DEPARTMENT OF PUBLIC SOCIAL SERVICES (DPSS)

- (No. 1-4) The DA and Court Trustee, in conjunction with DPSS, update cases with missing data using the output of the computer program recommended in No. 1-3.

DISTRICT ATTORNEY (DA) AND DEPARTMENT OF PUBLIC SOCIAL SERVICES (DPSS)

- (No. 1-2) DA (and DPSS during transition period) strengthen the control review for accuracy and completeness of all documents submitted to the Court Trustee.
- (No. 1-14) DA and DPSS evaluate and act upon procedures necessary to automate SEIF report preparation.

DISTRICT ATTORNEY AND SUPERIOR COURT

- (No. 1-22) DA estimate anticipated court caseloads and coordinate courtroom requirements with Superior Court.

HARBOR GENERAL HOSPITAL

- (No. 11-9) The 1974-1975 Contract Auditor review the status of the implemented Physician Time Allocation Report.
- (No. 11-10) The 1974-1975 Contract Auditor review the physician time allocation information collected and calculation of direct costs allocated to the Group.

MARTIN LUTHER KING, JR. GENERAL HOSPITAL

- (No. 2-17) The Hospital evaluate, in conjunction with the Department of Health Services and the Auditor-Controller, the use of available computer applications within the present system until the MASTER project becomes operational.

MECHANICAL DEPARTMENT

- (No. 6-3) Develop a structure of management performance and exception reports so that each manager, at each level, can regularly evaluate his unit's performance.
- (No. 6-12) Eliminate the manual ledger cards as an element of inventory recording.
- (No. 6-13) Prepare the computer inventory status report and reorder list on a more timely basis.
- (No. 6-15) Formalize and document the procedure for determining individual item minimum stock levels, reorder points and reorder quantities.
- (No. 6-16) Utilize a uniform work order system for control of all work done by the building crafts.
- (No. 6-17) Utilize a uniform estimating method for all work orders at the district level where previous estimates by Design and Planning are not available and compare actual time spent with estimates.
- (No. 6-18) Establish a centralized scheduling department in each district in support of the dispatching function.

(No. 6-19) Develop a maintenance work backlog reporting system for all levels of building crafts management to compare work backlogs to available manpower by week by craft.

(No. 6-31) Develop and implement a system of work measurement to generate information needed for planning, scheduling, evaluating and controlling repair work.

(No. 13-3) Maintain current perpetual inventory records for tires in the Supplies Division.

OFFICE OF PUBLIC ADMINISTRATOR – PUBLIC GUARDIAN (PA-PG)

(No. 11-3) 1974-1975 Contract Auditor to follow up on the implementation of the new automated accounting system.

(No. 11-4) 1974-1975 Contract Auditor follow up 1972 Recommendations 6-6 through 6-8.

PROBATION DEPARTMENT

(No. 9-1) Encourage State legislation which will increase payment under the subsidy program.

(No. 9-2) Encourage State legislation which will allow the County to be reimbursed for the temporary care of juveniles who are the primary responsibility of the California Youth Authority.

(No. 9-3) Expedite efforts to replace the San Fernando Valley Juvenile Hall.

(No. 9-5) Centralize training programs as appropriate.

(No. 9-6) Institute required training to provide basic department needs.

(No. 9-7) Develop and implement measurable standards to evaluate the Department's effectiveness and achievement of stated goals.

(No. 9-20) Accumulate employee turnover data by job, classification, establish reasons for turnover and develop programs to improve employee retention.

(No. 9-22) Eliminate the Property and Supply Section warehousing and purchasing activities and utilize the Purchasing and Stores Department.

(No. 9-25) Utilize SCCS ratings in caseload and staffing decisions.

(No. 9-27) Review court reporting procedures.

(No. 9-30) Increase the capacity of the juvenile detention facilities, or obtain adequate backup facilities to alleviate the overcrowded condition.

PURCHASING AND STORES DEPARTMENT

(No. 4-7) Develop routine procedures for compiling and reporting operating data for the purchasing activity.

(No. 4-10) Establish procedures for other than formal bid awards.

(No. 13-7) Purchasing and Stores Department should review their Countywide forms to eliminate unnecessary copies and clerical effort.

ROAD DEPARTMENT

- (No. 3-18) Investigate practicality of centralizing management and control of total Road Department inventory.
- (No. 3-19) Investigate reducing inventory levels by more closely coordinating Road Department inventory requirements with Purchasing and Stores inventories.
- (No. 3-20) Establish specific measurable goals and objectives for the efficient control and management of the inventory investment.
- (No. 3-21) Formalize and document criteria for inventory levels, reorder points and economic order quantities.
- (No. 3-22) Design computer applications to eliminate inventory ledger cards as an element of inventory reporting.
- (No. 3-23) Institute formal reviews of maintenance costs and equipment utilization for all major equipment.
- (No. 3-26) Develop and implement a system of work measurement to attain consistency and objectivity in planning, scheduling, evaluation and the control of heavy equipment maintenance jobs.
- (No. 3-35) Formalize procedures for analyzing significant differences between bid estimates and bid proposals.
- (No. 3-36) Convert manual billings to computer billings as outlined in the Department's proposed Management Information System.
- (No. 3-37) Automate accounts receivable ledgers and aged accounts receivable trial balances. Evaluate automation of customer statements and past due notices.

THE CRIMINAL COMPLAINTS COMMITTEE

REPORT

CRIMINAL COMPLAINTS COMMITTEE

Wat W. Brown, *Chairman*

Elvin D. Randolph, *Co-chairman*

Sylvia Sanoff, *Secretary*

Thomas J. Barry

Ralph Foy

Rose Golter

Helen L. Gulbranson

J. H. Hull

Walter H. Laband

Adelia Monteleone

CRIMINAL COMPLAINTS COMMITTEE

The 1973 Criminal Complaints Committee, in its ever-increasing awareness of the problems and inequities of the criminal justice system, made 15 recommendations in its final report in an attempt to alleviate some of the complexities which exist. The entire 1973-74 Grand Jury is most anxious to assist in any way to help make the system work more efficiently, at less cost, and still preserve the rights of the individual. Now, as our 18 months draw to a close, the Committee in reviewing and reevaluating these recommendations reaffirms its original position on the importance of the proposed changes. The recommendations are as follows:

THAT THE LEGISLATURE INITIATE AN AMENDMENT TO THE STATE CONSTITUTION TO PROHIBIT THE REDUCTION OF A FELONY CHARGE TO A MISDEMEANOR WITHOUT THE CONCURRENCE OF THE DISTRICT ATTORNEY.

THAT THE LEGISLATURE INITIATE AN AMENDMENT TO THE STATE CONSTITUTION TO PROHIBIT A COURT FROM DISMISSING, OR STRIKING FROM AN ACCUSATORY PLEADING, ANY ALLEGATION OF FACT WHICH IF ADMITTED OR FOUND TO BE TRUE, WOULD CHANGE THE PENALTY FOR THE OFFENSES CHARGED WITHOUT THE CONCURRENCE OF THE DISTRICT ATTORNEY.

THAT THE LEGISLATURE AMEND THE APPROPRIATE CODES TO REDUCE MOST TRAFFIC OFFENSES AND OTHER MINOR MISDEMEANORS TO INFORMATIONS, THEREBY ELIMINATING THE NECESSITY OF JURY TRIALS.

THAT EXCEPT FOR CAPITAL CASES OR CASES INVOLVING CONSTITUTIONAL QUESTIONS, THE NUMBER OF APPEALS BE LIMITED TO ONE.

THAT THE LEGISLATURE INSTITUTE PROCEEDINGS TO ENABLE THE COURTS TO IMPANEL SIX-MAN JURIES IN ALL BUT CAPITAL CASES.

THAT LEGISLATION BE PASSED WHICH WOULD FIX GUILT OR INNOCENCE UPON THE FINDINGS OF 5/6 OR 10/12 OF THE JURY IN ALL BUT CAPITAL CASES.

THAT THE LEGISLATURE ENACT A LAW WHICH WOULD REQUIRE THAT THE DEFENDANT RAISE ALL THE POINTS HE IS AWARE OF IN ONE HABEAS CORPUS PETITION.

THAT THE COURTS NOT PERMIT THE NEGOTIATION OF A SENTENCE AT THE TIME OF PLEA BARGAINING.

THAT THE LEGISLATURE TAKE APPROPRIATE ACTION TO PROHIBIT THE EXCLUSION OF EVIDENCE RESULTING FROM IMPROPER POLICE ACTION, AND THAT THE LEGISLATURE INCLUDE PROVISIONS TO SAFEGUARD THE RIGHTS OF CITIZENS THROUGH CIVIL REMEDIES.

THAT THE LEGISLATURE ENACT LEGISLATION REPEALING SECTION 1111 OF THE PENAL CODE RELATING TO CORROBORATION OF TESTIMONY OF AN ACCOMPLICE.

THAT THE LEGISLATURE AMEND THE PENAL CODE TO LIMIT THE AUTHORITY OF THE COURTS BY ESTABLISHING SPECIFIC CRITERIA FOR THE GRANTING OF PROBATION IN CASES INVOLVING CRIMES OF VIOLENCE WHERE THE PERPETRATOR IS ARMED.

THAT THE FEDERAL, STATE, AND LOCAL AUTHORITIES PROVIDE AS MUCH PROTECTION AS IS POSSIBLE FOR WITNESSES, EVEN IF ADDITIONAL EXPENSE IS INCURRED.

THAT THE LEGISLATURE EXAMINE THE SECURITY GUARD STRUCTURE AND IMPROVE THE REGULATIONS REQUIRED.

THAT THE JUDGES CONTINUE THEIR EFFORTS FOR REFORM OF THE BAIL BOND LAW. IN ADDITION, WE RECOMMEND THAT LEGISLATION BE MODELED AFTER THE ILLINOIS CODE WITH REFERENCE TO DEPOSITS OF SECURITY AND CRIMINAL SANCTIONS FOR DEFENDANTS WHO FAIL TO APPEAR AFTER RELEASE ON BAIL.

The Committee was most gratified that the Legislature reestablished the death penalty.

The Jury heard 85 cases involving 312 defendants during its 18 months of service.

During the six months since January, 1974 the Criminal Complaints Committee made an extensive study of the following four subjects:

County Marshal's Office
Bail Bond System in Los Angeles County
Public Defender's Office
Pornography

COUNTY MARSHAL'S OFFICE

The Los Angeles County Economy and Efficiency Committee and others have recommended the merger of the Marshal's Office into the Sheriff's Department in order to save some 2.2 million dollars per year. We have undertaken extensive investigation into

the operation of the Marshal's Office. We believe a merger of the Marshal's Office into the Sheriff's Department would streamline these governmental functions and effect substantial economies.

THE GRAND JURY RECOMMENDS THAT THE LEGISLATURE AND THE BOARD OF SUPERVISORS TAKE APPROPRIATE ACTION TO MERGE THE MARSHAL'S OFFICE INTO THE CIVIL DEPARTMENT OF THE SHERIFF'S OFFICE UNDER THE SHERIFF.

BAIL BONDS

The Grand Jury believes there is need for substantial changes in bail law. We are impressed with the success of the 10% deposit system. We believe the deposit should consist of cash so as not to overburden the court with a requirement to accept various forms of real and personal property. A provision should be made for the return of 90% of the deposited monies to the defendant after successfully making all his court appearances. Further, the acceptance of the 10% cash deposit should be optional with the court, and in unusual cases involving major crimes, major criminals or high risks of flight, the court should retain the option to require the posting of the full amount of bail.

IT IS RECOMMENDED THAT THE LEGISLATURE TAKE APPROPRIATE ACTION TO ENACT AN OPTIONAL 10% CASH BAIL DEPOSIT SYSTEM WITH A PROVISION FOR THE RETURN OF 90% OF THE DEPOSITED FUNDS AFTER ALL REQUIRED APPEARANCES ARE MADE.

The Grand Jury is impressed with the success of the O. R. (Own Recognizance) Release Program in Los Angeles County. Our investigations have revealed that 22% of all felony defendants are released O. R., and only 6.6% of those released fail to appear for any of their scheduled court proceedings.

Presently, the only penalty for a defendant who fails to appear in court after being released on bail, is the forfeiture of his bail. In contradistinction, failure to appear after an O. R. release in a felony case constitutes a felony crime in and of itself. We have noted that this felony crime is rarely invoked because it constitutes a separate crime which necessitates a new filing, a new preliminary hearing, and finally a separate trial on the charge. Normally a defendant who has been rearrested following his failure to appear on O. R. release, will be tried and convicted on his original charge long before the O. R. violation would reach trial. No Superior Court Judge contacted by us could recall ever having sentenced a defendant for a conviction under this Section.

IT IS RECOMMENDED THAT THE LEGISLATURE TAKE APPROPRIATE ACTION TO MAKE WILLFUL FAILURE TO APPEAR AT ANY COURT PROCEEDING WHILE RELEASED ON BAIL OR O. R. A SEPAR-

ATE ALLEGATION. THIS CAN BE ADDED TO THE ORIGINAL COMPLAINT OR INFORMATION AND, IF FOUND TRUE AT TRIAL, WILL PROVIDE FOR AN ADDITIONAL CONSECUTIVE SENTENCE IN STATE PRISON.

PUBLIC DEFENDER

In most cases today where there are two or more defendants, the Public Defender will declare a conflict and will continue to represent only one defendant. The court is then forced to appoint private attorneys to represent the remaining defendants at public expense which substantially exceeds the cost of representation by public defenders. Other Public Defenders cannot be appointed because they are members of the same law office as the first Public Defender appointed on the case.

THE GRAND JURY RECOMMENDS THAT AN INDEPENDENT COUNTY CONFLICT DEFENSE DEPARTMENT BE CREATED WITHIN THE COUNTY TO REPRESENT CO-DEFENDANTS WHERE THE PUBLIC DEFENDER'S OFFICE HAS DECLARED A CONFLICT BETWEEN TWO OR MORE DEFENDANTS.

Over 80% of Superior Court cases are disposed of without trial. In the interest of saving substantial time and expense for the court and witnesses:

THE GRAND JURY RECOMMENDS THAT THE PUBLIC DEFENDER'S OFFICE ENCOURAGE ITS DEPUTIES TO NOTIFY THE COURT OF AN ANTICIPATED DISPOSITION, WHETHER BY CHANGE OF PLEA OR OTHERWISE, WELL IN ADVANCE OF THE TRIAL DATE.

Present statutes require that a Public Defender be appointed for a defendant who is unable to employ his own counsel. This statute presumes a vigorous investigation to determine a defendant's eligibility for appointed counsel and partial payment for legal services to the extent of his ability to pay.

THE GRAND JURY RECOMMENDS THAT THE PUBLIC DEFENDER'S OFFICE AND THE COURTS STRENGTHEN THEIR INVESTIGATION OF A DEFENDANT'S FINANCIAL RESOURCES TO MORE ACCURATELY ASCERTAIN WHETHER OR NOT HE IS ENTITLED TO THE SERVICES OF THE PUBLIC DEFENDER. IN ADDITION, THEY SHOULD VIGOROUSLY SEEK REIMBURSEMENT FOR LEGAL EXPENSES FROM DEFENDANTS WHO ARE DISCOVERED TO HAVE FULL OR PARTIAL ABILITY TO PAY.

The Grand Jury is intrigued by what appears to be an inconsistency in our legal system. When a citizen is charged with a crime we provide him with a judge, a jury and a courtroom, all free of charge. The only expense of a trial which we force that citizen to bear

is the expense of hiring a defense attorney. Perhaps we should explore the possibility of recognizing the right of every citizen to be defended free of charge by the public defender, if that citizen should so choose.

The right to be represented by an attorney has recently been recognized as an inherent constitutional right. Why should a defendant, presumed innocent by law, be required to pay for exercising that constitutional right when all the other constitutional rights are afforded him free of charge? In fact, in the past where attempts have been made to charge a defendant for exercising his constitutional rights, these charges themselves have been made unconstitutional. As a practical matter, there would not be any substantial changes in courtroom representation. Already some 70% of felony defendants are represented by the Public Defender. Many of the remaining 30% could have financially qualified for the Public Defender's services; however, they elected to be represented by private attorneys and they succeeded in borrowing the money or inducing a relative to pay the expense.

The only change would be for those few defendants who prefer to be represented by the Public Defender but are now disqualified because they have honestly reported that they have sufficient funds to pay for their own defense. The adoption of the right to be afforded a defense to a criminal charge by the Public Defender without charge would make the constitutional right to be represented by an attorney consistent with all the other constitutional rights. It would alleviate the infrequent but nonetheless all too real injustice of an innocent defendant being forced to personally bear the expense of proving his innocence and, after acquittal, finding that he has lost thousands of dollars just as surely as if he had been convicted and fined by the court.

THE GRAND JURY RECOMMENDS THAT THE LEGISLATURE EXPLORE THE POSSIBILITY OF RECOGNIZING THE RIGHT OF EVERY CITIZEN TO BE AFFORDED A DEFENSE TO A CRIMINAL CHARGE BY THE PUBLIC DEFENDER AT NO EXPENSE TO HIMSELF IF HE SHOULD SO CHOOSE.

PORNOGRAPHY

The Grand Jury has investigated numerous complaints involving the open display of nudity and sexual conduct on the covers of newspapers and magazine publicly displayed for sale, often in unattended newspaper racks available to youngsters. We have also heard concern expressed about photographs, drawings and verbal depiction of nudity and sexual conduct used as advertising for theaters, massage parlors and adult book stores. All of these offensive sexual materials are visible from public highways and sidewalks.

We believe that a citizen or a child walking down the street should not be exposed to material of this type. We believe that these materials, which are displayed essentially for advertising purposes, can be lawfully prohibited from public view. We believe this

prohibition is legally possible, notwithstanding arguments arising from the freedom of speech or the freedom of the press, and notwithstanding that these materials may fail to meet the present legal definition of obscenity.

IT IS RECOMMENDED THAT THE LEGISLATURE AND THE BOARD OF SUPERVISORS PROHIBIT BY STATUTE AND ORDINANCE, THE DISPLAY OF OFFENSIVE SEXUAL MATERIALS VISIBLE FROM ANY PUBLIC HIGHWAY OR SIDEWALK.

THE DEPARTMENT OF PUBLIC SOCIAL SERVICES
COMMITTEE REPORT

D.P.S.S. COMMITTEE

Samuel S. Sherwin, *Chairman*

H. T. Michler, *Co-chairman*

Earl J. Sachs, *Secretary*

Peter Bertino

Walter Laband

DEPARTMENT OF PUBLIC SOCIAL SERVICES COMMITTEE

The Committee for the Department of Public Social Services (DPSS) concerned itself with these major items:

- Consolidation of Regional DPSS Services
- WR 2 and WR 7 Forms
- Food Stamps
- Aid Paid Pending Hearing
- Fraud
- Illegitimate Children
- Day Care Centers

CONSOLIDATION OF REGIONAL DPSS SERVICES

Since the inception of HR1 (1-1-74) now known as SSI (Supplemental Security Income), many Eligibility Workers and Clerical Workers have been transferred to other County Departments. Some are presently employed by the Social Security Administration, and others have found employment elsewhere. However, the Department of Public Social Services is keeping a cadre of EW and Clerical Workers available for those recipients eligible for SSI who may have problems in receiving their welfare grants.

Adult Aid must still provide for those recipients in need of General Relief, Food Stamps, noncategorical aid (medical aid for those under age 65 and not totally disabled). Under HR 1, the State holds DPSS responsible for certain duties, still undefined.

IT IS RECOMMENDED THAT IN VIEW OF THE REDUCED NUMBER OF EMPLOYEES IN ADULT AID, THAT ADULT AID SERVICES AND AFDC FACILITIES BE LOCATED IN THE SAME REGIONAL BUILDING.

WR 2 AND WR 7 FORMS

The reduction in number of pages of the WR 2 forms is a decided improvement for all concerned, particularly by reducing the paperwork of the EW and Clerical Workers. However, in view of the implementation of WR 7 forms which are filed monthly by the recipient, it is the opinion of the Grand Jury that further streamlining of the WR 2 forms can be accomplished.

IT IS RECOMMENDED THAT ADDITIONAL STUDY BY STATE AUTHORITIES BE MADE TO FURTHER REDUCE THE NUMBER OF PAGES IN WR 2 FORMS.

The WR 7 form is mailed to the recipient monthly in a separate envelope. This is an

expensive procedure for the County, as the cost of 1st class postage to 186,000 recipients in AFDC approximates \$18,600 per month.

IT IS RECOMMENDED THAT WR 7 FORMS BE INCLUDED IN THE SAME ENVELOPE CONTAINING WELFARE GRANTS. IF NECESSARY, LEGISLATION SHOULD BE ENACTED TO ACCOMPLISH THIS GOAL.

FOOD STAMPS

Historically, the Food Stamp program was originated: (1) To assist in the distribution of a government surplus food supply, which is non-existent today; and (2) To insure that food stamps be used for the purchase of food only and not for liquor, tobacco and other items forbidden by law. However, experience has shown that there has been an increased trend to discount the food stamps for the purchase of liquor, tobacco, etc.

Authorities have found evidence of many illegalities in the food stamp program such as false information, fraud, embezzlement, false affidavits filed for duplicate A.T.P. (Authorization To Purchase), thefts or misappropriation of funds from issuing centers.

As of January, 1974, Food Stamps were eliminated from the program for aid to aged, blind and disabled. In lieu thereof, an allowance is made for an increase in the recipient's monthly check which is equivalent to the bonus they would have received under the stamp program. Although the program is relatively new, it appears successful.

The Food Stamp program costs the County \$25,000,000 per year which includes transactional costs of \$3,000,000. The County employs 1,700 people to administer this program. The stamps furnished to L.A. County by the Department of Agriculture cost the Federal government \$100,000,000 annually. It is estimated that the recipients pay another \$100,000,000 yearly to obtain these stamps.

If this program is phased out, the County could save \$16,000,000 yearly in administration costs. (There would also be a one time savings of approximately \$500,000 for printing of I.D. cards for food stamp recipients.) It would be necessary for the County to maintain a minimum force of employees for the benefit of those individuals who are eligible for the food stamp program, other than those covered under provisions of HR 1.

IT IS RECOMMENDED THAT THE STATE LEGISLATORS INITIATE A RESOLUTION TO THE FEDERAL GOVERNMENT ADVOCATING THE ELIMINATION OF THIS FOOD STAMP PROGRAM AND THAT IN LIEU THEREOF, THE FEDERAL GOVERNMENT PAY THE BONUS TO THE RECIPIENT BY CHECK.

AID PAID PENDING HEARING

Where a recipient's grant has been reduced by DPSS, the recipient may file for a fair hearing with the State Board of Appeals. During the interim period between the time of filing and the actual hearing, the recipient's grant is increased to its original sum. Should the fair hearing officer decide that DPSS was correct in reducing the grant, there is no way for the department to retrieve the overpayment.

IT IS RECOMMENDED THAT LEGISLATION BE PASSED MAKING THE OVERPAYMENT RETRIEVABLE FROM THE RECIPIENT.

The Grand Jury wishes to commend Mr. Bennett Moe and Admiral Charles Horne of the Commission to Review Public Social Services and Mr. Ellis P. Murphy and his staff for their cooperation during our investigations of various bureaus of DPSS, seeking information that resulted in making these reports possible.

FRAUD

County regulations stipulate that the DPSS Director assign specially trained staff to resolve problems of possible fraud which normal casework methods cannot detect. Recent studies have indicated a decline in the number of fraud cases and an increase in recovery of funds. However, this remains a serious problem and very close supervision must be maintained.

IT IS RECOMMENDED THAT ALL SUSPICIOUS CASES BE REFERRED TO FRAUD DIVISION OF DPSS WITHOUT DELAY.

IT IS RECOMMENDED THAT ALL CRIMINAL OFFENSES BE PROSECUTED AND RESULTS PUBLICIZED.

IT IS RECOMMENDED THAT DPSS CONSIDER USING SOCIAL SECURITY NUMBERS OF ALL RECIPIENTS FOR IDENTIFICATION PURPOSES.

ILLEGITIMATE CHILDREN

In a survey completed by DPSS in July of 1973, it was found that 125,000 illegitimate children were being aided by AFDC. This represented 36% of all children receiving aid.

In a press release of February, 1974, Ellis P. Murphy, Director of DPSS stated that this figure had increased to 133,000 illegitimate children. It was also estimated that there were at least an additional 125,000 illegitimate children not receiving aid from DPSS. These illegitimate births were attributed to short-term acquaintances (80%); common-law alliances (9%); premarital relations (11%). Some teenagers plan pregnancy to qualify for County aid and so become financially independent of their families. Fifty-

four percent of mothers bore one or more children out of wedlock, as follows: 35% have 2 children; 4% have 3 children and 2% have 5 or more. The County caseload increased by 34% between 1963-68, then doubled again during the past five years.

**IT IS RECOMMENDED THAT:
ALL RECIPIENTS OF AID WHO ARE OF CHILD-BEARING AGE BE
ENCOURAGED TO AVAIL THEMSELVES OF FAMILY PLANNING
SERVICES.**

**AVAILABILITY OF THESE COUNTY SERVICES BE WELL PUBLICIZED
IN ENGLISH AND SPANISH.**

**WELFARE RECIPIENTS BE MADE AWARE THAT AID WILL NOT BE
INCREASED AFTER THE BIRTH OF THE FIRST ILLEGITIMATE CHILD.**

**BEGINNING AT THE ELEMENTARY LEVEL, ALL PUBLIC SCHOOLS
OFFER COURSES DEALING IN FAMILY LIFE EDUCATION, FAMILY
RESPONSIBILITIES, CHILD DEVELOPMENT AND PARENTAL SKILLS.**

DAY CARE CENTERS

There are three categories of Day Care Centers: (1) Private Day Care Centers, supervised and licensed by the State Department of Social Welfare. There are approximately 400 privately funded centers in L.A. County.

(2) Children Centers operated by the State Department of Education. There are approximately 125 of these centers in L.A. County, the cost of which is funded by the Federal and State governments, 75% and 25% respectively.

(3) DPSS provides approximately 15 child care centers in the County operated under contract. These centers are funded 75% by the Federal Government and 25% by the County. Effective July, 1974, child care centers will be the responsibility of the State Department of Education.

In the early months of 1973, HEW reduced the budget for Day Care Centers by approximately 40%. This action produced great havoc in L.A. County among the working mothers who were dependent on these centers.

Computer records indicate that L.A. County has approximately 158,916 unemployed mothers receiving AFDC (Aid to Families with Dependent Children) of which there are approximately 112,000 who have children under the age of 6; of the latter, only 6,730 have earned income. Many of the 105,000 mothers are unable to seek employment because of inability to place their children in child care centers at reasonable costs. Due to the lack of adequate and sufficient public child care centers, it is suggested that the use of day care facilities provided by private industry, unions and charitable institutions be encouraged.

Every effort should be made to encourage the private sector to enlarge its perspective in the personnel area by providing day care centers for their own employees either on the premises or in another building; if necessary, in a cooperative effort with other companies.

The Maryvale Study (underwritten by United Way) reports several industries have successfully established day care centers, either within their own buildings or in separate buildings nearby. They also point out that the unions in several eastern cities are cooperating by establishing centers of their own. A classic example is one program sponsored by a woman's clothing manufacturer in L.A. County that is licensed to care for 45 children with 40 currently in the program. Forty-five percent of the costs of operation are met by industry, 55% is paid by the parents, averaging \$2.60 per day. (This compared to State allowance to State Board of Education of \$1.05 per hour per child.) This particular facility was formerly a warehouse located next to the plant which has been completely redesigned for child care and meets with State requirements for Building Safety Codes and Personnel.

Capital costs of setting up day care centers are usually borne by the companies. Funding for union child care centers comes from the Union Health and Welfare Fund and minimum parents' fees.

Members of the professional staff of various centers have had training in child care and early childhood education. Frequently, there are volunteers from the industries involved who assist under supervision. This is all in accord with State licensing requirements. The Maryvale study further states that all industries which have established day care centers find that their employees are happier, have a higher degree of employee morale, improved employer-employee relations, less absenteeism, reduced employee turnover, easier recruitment, increased efficiency and productivity, commensurate with better community relations.

IT IS RECOMMENDED THAT THE FEDERAL AND STATE GOVERNMENTS ENCOURAGE PRIVATE ENTERPRISE TO PROVIDE DAY CARE CENTERS. ALL POSSIBLE ALTERNATIVES TO PROVIDE CUSTODIAL CARE FOR YOUNG CHILDREN SHOULD BE EXPLORED.

THE EDUCATION COMMITTEE

REPORT

EDUCATION COMMITTEE

Elta S. Pfister, *Chairman*

J. H. Hull, *Co-chairman*

Marjory E. Clarke, *Secretary*

Rose Golter

Helen L. Gulbranson

EDUCATION COMMITTEE

Department of Labor statistics indicate that in 1972, in Los Angeles County, 18,871 youths from 16-19 years of age were unemployed, not in school and had not graduated from high school. These are youth with whom the parents and the schools have failed in their objectives. It is time to replace or substitute something more effective in order to have better success potential for a segment of the existing school population.

The dropout is often likely to be, or to become, crime prone. He may be a poor reader, a nonreader, or perhaps a capable individual who is bored with the school program. Typically, he has low grades, may come from a large or broken family, may have punitive or negligent parents, low self-esteem, lack of commitment to social values, low motivation and lack of occupation aspiration. He may have frequent transfers from school to school, a poor attendance record, a health problem, and frequently has a personality disorder. He is most often a poor reader.

A SURVEY OF FOUR LOS ANGELES COUNTY HIGH SCHOOLS

A closer look at the 1973 graduating classes of four high schools in Los Angeles County, located in selected inner city areas reveals: 1,398 of the 2,496 seniors, or 56% are practically nonreaders if their standardized test scores are accurate. This can only be interpreted as failure, since it is over half of the number in the four graduating classes. This is entirely too many for society to accept compacently. These 1,398 students seem trapped by school attendance laws in a very ineffective program as far as they are concerned.

IS SOMETHING AMISS?

The most common finding, in regard to the students of these four schools, is deficiency in reading. An evaluation of the facts presented can only lead to the conclusion that something is wrong with the experience of the students of some of our high schools. The home, school and the community have a common problem demanding their combined attention, as deficiency in reading may lead to dropouts, crime in the streets, vandalism, and a whole array of unsatisfactory events.

MANY SCHOOLS ARE TOO BIG

The trend toward large schools in both the inner city and the suburbs has not provided better education. When the enrollment is smaller, elementary schools, junior and senior high schools all produce a more personal type of educational experience.

Studies have indicated that an enrollment of 1,700 students is the recommended maximum size for maintaining an efficient high school. The lower birth rate and the reduced

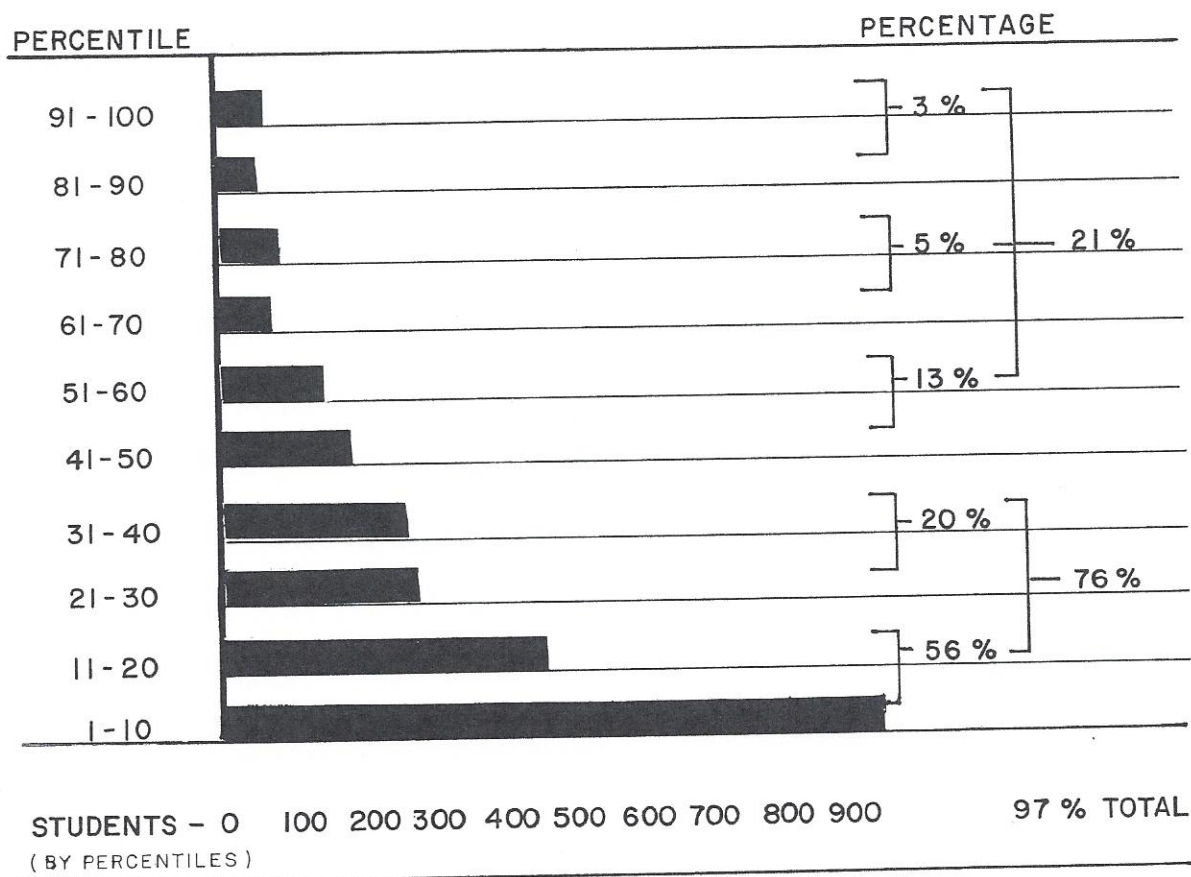
enrollments in many areas provide an excellent opportunity to adopt policies reducing size of schools.

IT IS RECOMMENDED THAT SCHOOL ENROLLMENT POLICIES BE REDUCED TO LEVELS WHERE MORE PERSONALIZED EDUCATIONAL EXPERIENCES CAN BE PROVIDED.

READING SCORES

Following are Reading Scores by percentiles of students in the 1973 graduating classes of the four Los Angeles County high schools with enrollments of largely minority students.

It should be noted that only about 21% of these four graduating classes are reading at acceptable levels. This means that 76% are not reading at acceptable levels of comprehension.



This can only be viewed as an appalling situation for which we must find solutions. It is the opinion of the Grand Jury that we can no longer afford to finance programs of education which fail to teach the fundamental subject of reading to over 50% of the students at four high schools. If there is only one subject taught in school, that subject should be reading. It is even more important to have this skill today than it was prior to the technical culture we now have. Schools cannot afford to fail in the teaching of reading and yet we have entire graduating classes in which the majority of graduates are very poor readers or nonreaders.

ATTITUDES AND CONTRIBUTING FACTORS

The mobility of the population today, the drug problem, the crime and judicial situation all contribute to lack of success in school. However, there exist contributing factors emanating from attitudes within society.

Within the Home

One of the factors influencing the student is the parent who resents authority as represented by the government, the police, the fire department and anyone who appears to be "the establishment" including teachers and administrators of the schools. It is practically impossible to teach a child to read or to get his cooperation when that child's parents are indifferent or antagonistic toward the schools and teachers. A student more often succeeds when his parents respect and accept the leadership of the teacher and support the school.

Within the School

A concomitant part of this problem originates from those teachers and administrators who lack ability, tact and understanding. At a meeting with the Education Committee present, seven principals of schools with outstanding programs in difficult inner city situations, made mention of the kind of administrator or teacher who can precipitate disturbances in the schools. They set standards, make personal requirements and leave the student practically no opportunity to retain his self-respect. Such attitudes generate negative actions and crisis situations which defeat educational objectives. Again, a very few people may cause problems for many.

The Education Committee of the Los Angeles County Grand Jury was invited to attend a conference held by the Los Angeles County Schools Administrative officers to consider "Crime in the Schools" and the sharing of successful means of coping with the problem. Included as speakers at this conference were several principals of minority high schools who have made excellent progress toward solving some of these problems. Through leadership and the establishment of practical programs, community attitudes toward the schools have become positive. As a result, most of the crime and vandalism within those schools has been greatly reduced.

A second group administers elementary schools in their respective communities and have successfully changed attitudes among younger children toward authority and the so-called "establishment". This is done through outstanding leadership and programs of community involvement. In these representative school districts where students had been "dropping out" at early stages of their education, many are now attending high schools and graduating, apparently as a result of the realistic programs of those principals and faculties. From this conference it became clear again that leadership is a key to successful programs.

The Grand Jury commends, in principle, teacher evaluation programs now required by law which result in accountability for all teachers. Tenure laws, which may have protected mediocrity, are part of the reason it is so difficult to staff schools with the highest quality people. Administrators have tenure only as teachers, not as administrators. Perhaps it is time to consider the need for good teachers and good administrators in the schools rather than protecting inadequate personnel who have acquired tenure.

While the great majority of teachers are well trained and professionally conscientious, many are unhappy with conditions in the schools today. They believe the students lack respect, and that parents are often nonsupportive. There is therefore a growing trend for public employees to strike for higher wages, better working conditions, and in some cases, protection. Teachers should have expression as a group; however, the Grand Jury opposes teacher strikes.

Within the Community

A principal must work with the community as well as with the students. Professional educators who have training, experience and leadership ability should be selected by Boards of Education to direct school programs. This is necessary to reach and maintain the highest educational standards. Good school-community relations spring from communication between the school and home. Communication which results in respect, understanding and rapport between school and the home helps students to adjust and learn.

IT IS RECOMMENDED THAT EMPHASIS BE PLACED ON COMMUNICATION RATHER THAN ON THE ADVISORY FUNCTION FOR CITIZENS' COMMITTEES.

THERE IS A SECOND CHANCE

Some Practical Alternatives

Continuation High Schools

When half the graduating class of a high school is unable to read with any degree of proficiency, it is obvious that some remedy must be sought. The present continuation high school, as mandated for all school districts, is an attempt to deal with the above problem and is successful to a degree with 30% to 40% of its students. It is similar to a "second chance". It is a small high school with specially selected teachers who understand and develop rapport with the type of student who, for some reason, does not fit into the regular program.

Regional Occupational Centers

One alternative which is becoming increasingly effective in Los Angeles County schools is the Regional Occupational Center. These occupational centers have few, if any, real discipline problems. They have low crime and vandalism rates. The student comes to the center of his own free will; he knows why he is there and expects to learn a marketable, or job-entry skill. All students who sincerely desire to learn are admitted. Some are adults, some are dropouts from high school; others may have a physical handicap. They need guidance and development of a skill.

The Los Angeles City School system has five regional occupational centers. Other school districts throughout the County are pooling their funds and students as they develop joint powers agreements. Because they have a strong incentive, many of the students who attend these centers are also learning to read. They want to learn a skill and this requires an ability to read. Many excellent students who want to develop a skill also attend regional occupational centers. More high school graduates with a marketable skill is one of the objectives of education today.

Pre-School and Extended Day Care Centers

There is an immediate need for increasing the number of Nursery Schools and Extended Day Care facilities under the auspices of the public schools of Los Angeles County. The child who must be away from his home and parent during the day has a wholesome environment under well-trained, qualified teachers. This program is supplementary to the California educational system. A concurrent parent education program may assist the parents to lay the proper foundations for character and stability in the growing child.

IT IS RECOMMENDED THAT FINANCING FOR EXTENDED DAY CARE

AND PRE-SCHOOL PROGRAMS THROUGHOUT ALL AREAS OF THE COUNTY BE INCREASED AND MAINTAINED.

Regional Occupational Programs

A second alternative is the regional occupational program which does not operate in a Center. Work experience educational programs are provided in various schools or industrial facilities where training is available through cooperation between high schools and industry. Los Angeles schools should be commended for efforts in this direction.

Remedial Reading

A fourth alternative, which has obtained positive results when adequately funded and supported, are the Remedial Reading Centers throughout a school system. Such centers are provided with modern equipment for reading instruction and dedicated teachers who with patience and understanding, know how to motivate a slow or nonreader.

The reading center instructor meets with fifteen to nineteen pupils a day. This instructor works with the students for one or two hours daily and has a maximum of three or four pupils at any one time. When necessary, for maximum effectiveness, the number of student is reduced even further.

As the pupils are brought up to grade level in this program, they are released for two or three days a week into the regular classroom reading program. Following their return to the regular classroom, they will continue to meet with the remedial reading teacher twice a month until they can successfully participate in the regular program.

The program of the State Department of Education for early childhood education, to the extent that it emphasizes reading, may be the most effective solution for preventing nonreaders in the future. It will not resolve the problem for the poor readers who are already in schools.

Model Neighborhood Youth Centers

A fifth alternative is the Model Neighborhood Intensive Counseling Center developed by the Los Angeles County Schools. The prototype of this school has been operating successfully for four years in the City of Compton. The center described is located apart from the regular high school campus. Pamphlets which are readily available to counselors and students emphasize "SOMEWHERE TO GO". The dropout gains confidence from the individual and group vocational counseling, client-directed seminars, tutoring in basic skills, job training programs, job placement and follow-up support. The Center's staff works toward a coalition of local business and industry to develop training opportunities. The success of this youth center is measured by the number of

individuals who become employed or who successfully return to an educational program and remain uninvolved in delinquent activities. When the program was evaluated, it was found that all of these objectives had been met.

If this can be accomplished in such programs and centers, perhaps it is time to replace a portion of the traditional curriculum with this variation. These alternative programs for youth are far less costly to the taxpayer than any type of correctional or penal institution might be, and the results are far more positive.

Counseling Follow Through

A program essential to the successful experience of students in high schools is adequate counseling with continuing guidance. Someone on the staff should keep in touch with the student and make him aware of the opportunities available to him. Counselors should be given time and status to counsel every student. This is expensive, but important both to the student and society. The counselors of one minority high school have been successful in obtaining a million dollars in scholarships for the 1973 graduating class.

IT IS RECOMMENDED THAT THE FOLLOWING PROGRAMS BE MADE AVAILABLE TO EVERY STUDENT WHO IS REQUIRED BY LAW TO ATTEND SCHOOL:

- Regional Occupational Centers
- Regional Occupational Programs
- Continuation High Schools
- Community-School Communication Programs
- Remedial Reading Programs
- Model Neighborhood Youth Centers (Intensive Counseling Centers)
- Adequate Counseling Programs

IT IS RECOMMENDED AND HAS BEEN REPORTED TO THE BOARD OF SUPERVISORS THAT THE TEN ADDITIONAL MODEL NEIGHBORHOOD INTENSIVE COUNSELING CENTERS REQUESTED BY THE SUPERINTENDENT OF THE COUNTY SCHOOLS BE ESTABLISHED AND FINANCED FOR A THREE-YEAR PERIOD.

THE ENVIRONMENTAL COMMITTEE

REPORT

ENVIRONMENTAL COMMITTEE

R. H. Wattson, *Chairman*

Elvin Randolph, *Co-chairman*

Cassandra Irvine, *Secretary*

Anne S. Collins

Paul Leos

ENVIRONMENTAL COMMITTEE

GENERAL

The Environmental Committee, at the start of its extended term, decided that it would not concentrate on only one subject of investigation for these six months. The Committee determined to follow-up the recommendations in our year-end report and then conduct new investigations on specific matters which came to our attention.

The energy shortage is the most important current problem in the environmental field and the logical one for concentrated study. However, it appears that adequate investigation is already under way and that solutions must be found at the national or international level. Because of this situation, it was decided to confine our efforts to other subjects and to those problems which can best be resolved through action of Los Angeles County government.

COMMENTS REGARDING REPLIES TO YEAR-END RECOMMENDATIONS

While most replies to our year-end report from the Board of Supervisors were satisfactory, in some instances, it is believed that further investigation is warranted. These are the areas discussed herein.

Our recommendation regarding support of research in desalination and reclamation of water drew a response from the Board of Supervisors that investigation of virus in reclaimed water should be made. This Committee concurs with that conclusion and feels that the Sanitation District should be supported in their endeavor to obtain funding for this purpose. The estimated \$100,000 cost is nominal when compared to the major benefits which might be obtained.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS EXERT EVERY EFFORT TO OBTAIN FUNDING FROM WHATEVER SOURCE AVAILABLE FOR RESEARCH ON VIRUS IN RECLAIMED WATER.

The comments made in our year-end report regarding the County Construction Commission were influenced by the conviction that this experienced group of private citizens might be used more extensively. It appears that very little use is made of this Commission after the initial approval of plans. Some of the recent problems in lack of control over revisions or increases in construction contracts might have been reduced if the County Construction Commission more closely reviewed major change orders.

IT IS RECOMMENDED THAT THE COUNTY CONSTRUCTION COMMISSION BE GIVEN AN EXPANDED ROLE IN MAJOR CONTRACT CHANGES DURING THE COURSE OF ACTUAL CONSTRUCTION.

The Board's comments in response to our recommendation to support short range mass transit improvements indicates agreement that the initial effort should be in that direction. The trial bus subsidy program initiated by the Board is endorsed by the Grand Jury. The report "Transportation Needs Framework" prepared by Supervisor Schabarum's office appears to be a most comprehensive and thorough analysis. The Rapid Transit District also has announced a revised policy to place more emphasis on short range improvements.

THE GRAND JURY ENDORSES THE BOARD OF SUPERVISORS' RECENT EFFORTS TOWARD IMMEDIATE IMPROVEMENT OF MASS TRANSIT AND RECOMMENDS CONTINUED ACTION TO IMPLEMENT THE PROGRAMS SET FORTH IN THE REPORT "TRANSPORTATION NEEDS FRAMEWORK".

The Committee is aware of the proposed Federal legislation referred to in the Board's response regarding support of increased research in the nuclear generating field. These bills were introduced after our year-end report was written. It is felt that the objectives of the proposed legislation are proper and that its enactment would be desirable. HR 11510 passed the House on December 19, 1973. As of 5/15/74, the Senate has not taken action.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS MAKE KNOWN TO THE U.S. SENATE THEIR SUPPORT FOR HR 11510.

State legislation regarding noise control has recently been enacted (SB 1220). The County should move ahead with implementation of noise control regulations in keeping with this new law.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS DESIGNATE A DEPARTMENT TO CARRY OUT NOISE CONTROL REGULATIONS AS PROVIDED IN NEW STATE LEGISLATION.

AIR QUALITY

The Committee notes a considerable, recent improvement in air quality in the Los Angeles Basin. Much of this is the result of constant vigilance by the APCD and the Hearing Board.

IT IS RECOMMENDED THAT THE AGENCIES CHARGED WITH CONTROL OF AIR POLLUTION CONTINUE THEIR STRONG REGULATIONS REGARDLESS OF ENERGY SHORTAGES.

WATER QUALITY

The Los Angeles County Sanitation Districts and the Los Angeles City Department of Public Works, the two major operators of sewage disposal plants, are both faced with stringent discharge limitations imposed by Federal and State agencies. These restrictions create two separate problems.

One problem is secondary treatment of effluent or liquid prior to discharge. This treatment may be desirable but will be very expensive. The necessary financing has not been available, even though the deadline to meet the quality requirements will soon be here. The Federal or State agencies setting this requirement should assist in financing.

The second major problem is the requirement that discharge of sludge into marine waters be discontinued entirely in a few years. In the case of Los Angeles City this will be almost impossible. The County Sanitation District may be able to meet the requirement but at great expense. This limitation must be reconsidered by the State Quality Board.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS REQUEST FEDERAL FUNDING FOR SECONDARY TREATMENT OF SEWAGE AND THAT THEY APPEAL TO THE STATE FOR RECONSIDERATION OF THE REQUIREMENT THAT MARINE DISCHARGE OF SLUDGE BE DISCONTINUED.

PUBLIC TRANSIT

It has come to our attention that in spite of the reduced fares on Rapid Transit District buses, many commuters are reluctant to use them because of poor connections or schedules. This is the result of not being able to rely on parking, easy transfers, early convenient connecting service in the central area, or other inadequate service. Surveys made by Federal agencies indicate that the major factor considered by commuters is not a quick trip but rather that if they depart at a certain time they can be sure of arriving at their ultimate destination at a specific time. It now appears, for example, that commuters from the Long Beach area might use the Freeway Flyer if convenient parking facilities were available and if adequate distribution service to their destination downtown were provided. This line terminates at 7th and Santa Fe Streets. Connecting service to the Civic Center at 8:00 a.m. is inadequate. The Mini-Bus service starts later and discontinues before the afternoon commuter can use it. A survey of large groups, such as County employees, would undoubtedly reveal many minor problems with service.

IT IS RECOMMENDED THAT THE RAPID TRANSIT DISTRICT CARRY OUT A PROGRAM TO IMPROVE SERVICE ON EXISTING LINES BY:

- 1. PROVIDING AUTO PARKING AT OUTLYING ENDS OF EXPRESS LINES.**

2. **SURVEY TRANSFER REQUIREMENTS OR NEEDS OF CURRENT PASSENGERS AND ALSO THOSE OF PROSPECTIVE PASSENGERS.**
3. **PROVIDE ADDITIONAL EARLY AND LATE CONNECTING SERVICE IN THE CENTRAL AREA.**

The Grand Jury is of the opinion that solution of the transportation problem will be difficult or impossible under the present organizational structure. Legislation was proposed in Sacramento last year to establish a State Transportation Corridor System (AB 2507). This plan provided that area rapid transit districts would operate the systems, and the State Department of Transportation would design and construct them. This method succeeded in providing the State with the best highway system in the world. It could provide the necessary integrated transportation system.

THE GRAND JURY ENDORSES THE BOARD OF SUPERVISORS PAST SUPPORT OF THE STATE TRANSPORTATION CORRIDOR SYSTEM AND RECOMMENDS THAT MEASURES BE TAKEN TO INTRODUCE NEW LEGISLATION FOR ESTABLISHMENT OF SUCH A PLAN.

LAND USE

The Economy and Efficiency Committee recently presented a plan for partial reorganization of the Regional Planning Commission. This plan has approval of the Board of Supervisors. The Grand Jury concurs with the changes made, but in addition, feels that the new Department of Regional Planning should be given a larger, more aggressive role in long range planning of land use in Los Angeles County.

The Department of Regional Planning is engaged in a field of endeavor that has the potential to positively influence the future lives of all citizens of the County. It can do this by selecting long range goals and objectives that will properly shape the total environment of the region.

It has come to our attention that in 1967 the Economy and Efficiency Committee did considerable research toward improvement of the operation of Regional Planning. This study was not finished by the Committee, but was turned over to the C.A.O. for completion. This should be done as rapidly as possible, and its conclusions implemented.

IT IS RECOMMENDED THAT THE DEPARTMENT OF REGIONAL PLANNING BE ASSIGNED A BROADER, MORE FAR-REACHING RESPONSIBILITY IN THE LONG RANGE PLANNING OF LAND USE AND THE RESULT OF THE CURRENT C.A.O. MANAGEMENT STUDY BE CONSIDERED FOR REORGANIZATION OF THIS DEPARTMENT.

ARCHITECTS

The establishment of procedures for selection of architects through screening by the Architectural Evaluation Board has greatly improved this process. However, interviews with architects have revealed that there is some strong concern with the present composition of the Board. This does not relate to the individuals themselves but to the criteria for appointment. It is believed by many that a group composed mostly of architects is not as qualified to rate other architects as a balanced board would be. Architects rarely work with other architects nor are they in a position to closely observe the performance of others in the field. It appears that owners who have architects perform work for them or builders who perform work for architects would be well qualified to judge their qualifications. The present composition of three architects and two Chamber of Commerce members (one of whom has an architectural background) is heavily weighted toward architectural training.

This Board could be given better balance by increasing its members to seven. The two additional members should be nominated (one each) by the Associated General Contractors of America and the Building Industry Association. The two members nominated by the Los Angeles Area Chamber of Commerce should not have an architectural background. It is hoped that the Chamber would select representatives who have experience with the use of architects in the position of "owner". This new composition of the Board would result in three members with architectural training, two members who have worked as representatives of owners, and two members who have experience as builders.

The Grand Jury feels that this modified Board could best make the actual selection of architects for specific projects instead of merely evaluating several for final selection by the Supervisor in whose district the work will be done. However, because of the concern by each Supervisor for control over the actions in his district, no recommendation regarding this is made.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS INCREASE THE ARCHITECTURAL EVALUATION BOARD TO SEVEN MEMBERS BY ADDING TWO BUILDER REPRESENTATIVES AND AT THE SAME TIME REQUIRE THAT THE TWO CHAMBER OF COMMERCE REPRESENTATIVES HAVE A BACKGROUND OTHER THAN IN ARCHITECTURE.

HEALTH AND LIBRARIES COMMITTEE

REPORT

HEALTH & LIBRARIES COMMITTEE

Paul Leos, *Chairman*

Veronica H. Dysart, *Co-chairman*

Cassandra Irvine, *Secretary*

Walter H. Laband

Concepción Minsky

Adelia Monteleone

HEALTH COMMITTEE

Early in the year this Grand Jury directed a communication to all the cities in the county in order to determine their concerns with reference to the aged or senior citizens in their communities.

Twenty-two cities responded to our inquiry out of the 79 cities in the county. The following cities responded to our survey: Long Beach, Gardena, Monterey Park, Norwalk, Bellflower, Hawthorne, City of Commerce, Santa Monica, Burbank, Santa Fe Springs, Huntington Park, Glendora, Maywood, Montebello, El Segundo, Vernon, Torrance, Hawaiian Gardens, Pico Rivera, Lynwood, Inglewood, Lakewood. We appreciate their cooperation and commend them for their concern.

As of 1972 there were 935,564 persons over 60 years of age in Los Angeles County. The Health Committee of the 1973-74 Grand Jury dedicated itself to reviewing the condition and status of the Aging from a humanitarian standpoint, and to whether the senior citizen in our county was being afforded the services he or she was entitled to from whatever source. Our study has revealed that 15% of the aged (60 or over) have incomes below the poverty level (\$1850 for a single person and \$2400 for a married couple). Now with the inflationary spiral, the situation becomes even more acute. Specifically, the following are the most acute problems confronting our older citizens in order of priority: HOUSING, TRANSPORTATION, HEALTH, NUTRITION AND SECURITY.

HOUSING

Thousands of elderly persons in our county live in inadequate and unsatisfactory housing. The impact of poor housing on the life of a person makes him vulnerable to every other threat to his well-being and comfort, such as crime, fire, the elements, pests and all else which lies in wait outside a safe abode. The basic approach to housing would be to assure that older persons remain independent and active. They should continue to be an integral part of normal community life and remain in their own homes as long as possible.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INVESTIGATE THE ACQUISITION AND AVAILABILITY OF HUD, VA, FHA REPOSSESSED HOMES THROUGH DIRECT GRANTS ON LOW-INTEREST LOANS FOR USE BY SENIOR CITIZENS.

THE GRAND JURY URGES THE BOARD OF SUPERVISORS TO BRING THE NEEDS OF SENIOR CITIZEN HOUSING TO THE ATTENTION OF THE FEDERAL AUTHORITIES AND SEEK THE RELEASE OF IMPOUNDED MONIES FOR FEDERAL HOUSING PROJECTS.

THE GRAND JURY URGES THE BOARD OF SUPERVISORS TO CON-

SIDER ENACTING LOCAL ORDINANCES TO INSURE THAT A PERCENTAGE OF ALL UNITS OF LARGE SCALE HOUSING CONSTRUCTION BE PLANNED TO INCLUDE LOW RENTAL UNITS FOR SENIORS.

THE GRAND JURY RECOMMENDS THAT THE COUNTY DEPARTMENT OF SENIOR CITIZEN AFFAIRS STIMULATE RESEARCH INTO SENIOR HOUSING NEEDS.

The Grand Jury is in favor of Adult Care Centers, facilities where seniors would be given personal care and supervision including meals during the day and an opportunity to socialize with others, returning to their homes at night. Innovative programs of this nature are currently in operation around the U.S. It will be more economical and more therapeutic to expend tax dollars on these types of programs rather than "warehousing" senior citizens in other facilities.

We refer all those interested in adult care centers to a booklet costing 75¢ entitled "Developing Day Care for Older People" published by the National Council on Aging, 1828 L Street N.W., Washington, D.C. 20036. We recommend this publication to your attention.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ENCOURAGE THE ESTABLISHMENT OF ADULT CARE CENTERS.

TRANSPORTATION

Adequate transportation is the key to meeting almost every other need of the elderly. If a person cannot get to a service, be it a clinic, a doctor's office or a social center, the service has no value for him.

Many of the handicapped and infirm are not able to use public transit. Volunteer drivers are needed for such services. They should be able to purchase insurance coverage at lower rates. Insurance underwriters should be contacted for support in this effort.

It is possible that school buses could be used to provide assistance during the off-hours while school is in session. The same would be true of buses owned by religious organizations. Many of these vehicles are used only after school or on weekends for various functions. A community survey of equipment available would serve a useful need.

Special auxiliary vehicles (such as jitneys, dial-a-ride) to tie into existing public transit systems would increase the mobility of the senior citizen.

The Southern California Rapid Transit District does already provide special fares for seniors. All municipal systems within the county should be encouraged to extend

special consideration to these citizens if they are not in fact already doing so.

THE GRAND JURY RECOMMENDS THAT SPECIAL ATTENTION BE DIRECTED TO IMPROVING THE FREQUENCY AND AVAILABILITY OF TRANSPORTATION FOR SENIOR CITIZENS UTILIZING ALL POSSIBLE RESOURCES TO IMPROVE SERVICES.

THE GRAND JURY RECOMMENDS THAT SOME TYPE OF STOREFRONT WALK-IN SERVICE CENTERS (SIMILAR TO THE FAIRFAX STOREFRONT OPERATED BY THE JEWISH FAMILY SERVICE OF LOS ANGELES) BE ESTABLISHED IN SHOPPING AREAS OF COMMUNITIES WITH MANY ELDERLY RESIDENTS. THESE CENTERS COULD BE UTILIZED BY ALL THOSE REQUIRING SERVICES OR THOSE WHO WANT TO ASSIST OTHERS IN NEED, THEY COULD PROVIDE VALUABLE INFORMATION AND REFERRAL ASSISTANCE TO PEOPLE UNAWARE OF THE RESOURCES IN THE COMMUNITY.

HEALTH

Adequate health care is the single most vital and most costly need of the elderly. It is the first area to be neglected by those on fixed incomes. Often people living at lower income levels have poorer health than others, especially as they grow older.

Many elderly persons in Los Angeles County will require hospital treatment and frequently most of them will be unable to meet the cost. Medical and hospital care costs are skyrocketing and Medicare is currently paying a much smaller percentage of costs than previously.

The County Department of Health Services is aware of these needs and is studying the feasibility of a comprehensive health care delivery system. It is hoped that under the regional concept of delivery of health services, community health centers will be able to provide the necessary preventive care, staffed with personnel sensitive to the particular needs of the elderly.

The Committee visited a variety of residential and convalescent facilities. They were reasonably clean and adequately managed, but seemed cheerless and depressing. The funds provided for patient care are low when compared with the cost of minimum care in regular hospitals. Loneliness and anxiety affect the emotions of elderly persons often living away from their families. Therefore, operators of these facilities should try to contact some members of local churches to visit the residents of their homes. Often youth groups will provide entertainment and older people enjoy the stimulation of seeing young people.

THE GRAND JURY URGES THE COUNTY DEPARTMENT OF HEALTH SERVICES, AS AN AGENT OF THE STATE DEPARTMENT OF HEALTH,

TO APPLY STRINGENT REQUIREMENTS FOR ADEQUATE AND BALANCED DIETARY MANAGEMENT IN NURSING HOMES. UNANNOUNCED NURSING HOME INSPECTIONS SHOULD BE MADE TO CHECK ON CONDITIONS GENERALLY AND PARTICULARLY TO MONITOR UNSANITARY FOOD PRACTICES.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES UTILIZE MOBILE CLINIC VANS TO TOUR NEIGHBORHOODS WHERE THE ELDERLY RESIDE TO ACQUAINT THEM WITH AVAILABLE HEALTH FACILITIES.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES CONSIDER THE USE OF NURSE PRACTITIONERS AND/OR OTHER COMPETENT MEDICAL PERSONNEL TO SUPPLEMENT ESTABLISHED MEDICAL PRACTICES.

NUTRITION

Many of our elderly have a difficult time in getting the nutrients they need. Most don't have enough money, many lack the interest, knowledge and energy to plan balanced meals. Left to their own devices, they often eat inadequately. Many chronic ailments might be helped by better nutrition, but the difficulties of food purchasing, transportation and preparation are often an impossible burden.

THE GRAND JURY URGES OUR EDUCATIONAL INSTITUTIONS TO STRESS CORRECT NUTRITIONAL HABITS AND ENCOURAGE VIGOROUS PHYSICAL EXERCISE. IN THE INTEREST OF PERSONAL FITNESS, THE SCHOOL PLAYGROUNDS AND GYMNASIUMS SHOULD BE KEPT OPEN IN THE EVENINGS FOR THE USE OF THE ENTIRE COMMUNITY.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF SENIOR CITIZEN AFFAIRS EXPAND AND CONSTANTLY REVIEW THE NUTRITION PROGRAMS IN EACH COMMUNITY. RESPONSIBLE LOCAL AGENCIES SHOULD BE INVOLVED IN THIS EFFORT, TO SEEK OUT THE ELDERLY AND ENCOURAGE THEIR ATTENDANCE AT THE NUTRITION SESSIONS.

SECURITY

Senior citizens in Los Angeles County are frequently subjected to personal physical attacks and are victimized by thugs and petty robbers in their communities. In addition, they cannot with any degree of safety congregate or walk the streets, especially at night. Stories of young hoodlums invading the homes of older people have come to

our attention. The victims, fearing reprisals, are loathe to contact the police. The problem is becoming more acute and action must be taken.

THE GRAND JURY RECOMMENDS THAT ALL LAW ENFORCEMENT AGENCIES BE PARTICULARLY VIGILANT IN PROTECTING SENIOR CITIZENS FROM ATTACKS ON THEIR PERSONS OR PROPERTY.

ETHEL PERCY ANDRUS CENTER FOR GERONTOLOGY

In its study of senior citizen affairs, the members of the Health Committee were privileged to visit the Ethel Percy Andrus Center for Gerontology at the University of Southern California. This institution was developed and constructed with funds donated by thousands of members of the National Retired Teachers Association and the American Association of Retired Persons. The staff is composed of highly trained professionals from various disciplines, such as medicine, psychology, biology, sociology. It is a valuable resource for the study of gerontology, providing training for students who wish to pursue careers in this new field. There are programs of research on many aspects of aging – physical, emotional, psychological, sociological. Los Angeles is fortunate to have this institution located in the heart of our community.

THE GRAND JURY RECOMMENDS THAT ALL COUNTY AGENCIES INVOLVED IN SENIOR CITIZENS AFFAIRS DEVELOP CLOSE CO-OPERATION WITH THIS CENTER.

SAFEGUARDING COUNTY PROPERTY

During the term of this Grand Jury we became aware of a lack of direction, system, accounting and concern relative to the dispensing of pharmaceuticals in all county hospital pharmacies. Inasmuch as time precluded this Grand Jury from launching a full scale investigation, we strongly urge that the incoming Grand Jury pursue this matter.

THE GRAND JURY RECOMMENDS TO THE BOARD OF SUPERVISORS THAT:

AN ADEQUATE ACCOUNTING SYSTEM OF DRUG CONTROL BE INSTITUTED.

ALL PERSONNEL CHARGED WITH THE HANDLING OF DRUGS BE BONDED AND THOSE WHO HANDLE DRUGS AND CANNOT BE BONDED, BE APPROVED BY THE DIRECTOR OF HEALTH SERVICES.

CONSTANT REVIEW OF THIS SUBJECT BE MADE BY ALL AGENCIES PARTICIPATING (I.E., PURCHASING, ACCOUNTING, MEDICAL, SECURITY, AND ANY OTHER AGENCIES WHICH MAY BE INVOLVED.

THE JAILS COMMITTEE

REPORT

JAILS COMMITTEE

Thomas J. Barry, *Chairman*

Peter Bertino, *Co-chairman*

Anne S. Collins, *Secretary*

Ralph Foy

Rose Golter

Adelia Monteleone

Earl J. Sachs

JAILS COMMITTEE

The extension of the present Grand Jury's term has provided the members with a unique opportunity, perhaps one that will not again be available. We were able to follow up on our recommendations and, by means of this supplemental report, comment on the action taken by County and City agencies with respect to those recommendations.

The Jails Committee is pleased to report that many of the deficiencies noted at the various Jail and Police lockup facilities have been corrected, and that in all but a few instances, remedial action has at least been initiated.

The most significant achievement in the opinion of the committee was the resolution of the problem of the provision of food for prisoners held in Municipal Court holding tanks. This was accomplished with the cooperation of the Board of Supervisors, the County Counsel, and the law enforcement agencies involved. The Sheriff's Department now provides additional lunches for these facilities and, if an occasion should arise when even this increased number of lunches is insufficient, the Marshal's Department is authorized to purchase the necessary food with funds furnished by the Municipal Court.

The situation on Catalina Island which was discussed in the original report has already been considerably ameliorated. The Sheriff's Department now has an adequate temporary facility on the isthmus, and bids have been received on the construction of a new station and jail in Avalon.

One of the major recommendations concerned the reduction of the expense and inconvenience in the transportation of prisoners to court. Several possibilities were suggested and, acting on the Grand Jury's recommendation, the Board of Supervisors has initiated an effort to obtain the legislation necessary to allow the arraignment of all prisoners at a central court facility, rather than transporting them to one of the outlying courts. If successful, this would enable a defendant, regardless of where he was arrested, to be arraigned at the new court under construction adjacent to the central jail, and would be greatly beneficial to all concerned.

Another recommendation concerned the establishment of a venereal disease detection procedure at Sybil Brand Institute for Women. The County is now in the process of finding the most economical method of accomplishing this, along with determining the additional resources and personnel necessary to implement the program.

A recommendation concerning moving the Sheriff's Criminalistics Laboratory to a safe, adequate location has yet to be acted upon or definitely planned. Several sites have been proposed and it is the understanding of the Jails Committee that at least one of these is considered acceptable by the Sheriff's Department. The unsafe and antiquated condition of the present facility necessitates relocation of the laboratory as soon as possible.

**THE GRAND JURY AGAIN RECOMMENDS THAT THE SHERIFF'S
CRIMINALISTIC LABORATORY BE RELOCATED IMMEDIATELY.**

Mention should be made of the Hall of Justice Jail which, because of its age, is badly in need of remodeling. The facility is maintained in as clean and orderly a manner as is possible under existing conditions, but a complete revamping is needed.

**WE RECOMMEND THAT UPON COMPLETION OF THE ADDITION TO
THE CENTRAL JAIL, THE HALL OF JUSTICE JAIL BE TEMPORARILY
CLOSED FOR REMODELING.**

The Central Jail addition will, hopefully, accommodate the inmates housed at the Hall of Justice while the remodeling is completed.

With regard to Los Angeles Police Department facilities, we are pleased to report that the Committee's recommendation to assign physicians to the Parker Center Dispensary on a regular basis has been implemented.

The Los Angeles Police Department has acted on the majority of the Jails Committee's recommendations. In a few instances, the cooperation necessary from other elements of City government has been lacking. For example, the recommendation to cover the ceiling bars in the Hollywood Division jail with wire mesh to prevent prisoners hanging themselves had, as of May 15, 1974, still not been acted upon by the responsible City agency. The need to act quickly in matters such as this cannot be overemphasized, and we reiterate our previous recommendations.

Generally, the reaction to the original report is encouraging. As a result of the recommendations and the manner in which they were received, several problems have been eliminated and many others are in the process of being corrected. Our initial position was that it would be unrealistic to expect the members of the Jails Committee to be penal experts. We, therefore, requested and received the assistance and cooperation of the Sheriff's Department, the Los Angeles Police Department, and other agencies in conducting our investigations. It was felt that in this way, the time and effort expended by committee members would be most productive, and the results affirm this conclusion.

Final mention should be made of the report of the State Board of Corrections which has become available since the publication of the original Grand Jury report. The Board of Corrections inspected all of the Sheriff's Department's major detention facilities and many other Municipal jails throughout the County. They found the jails and correctional institutions to be in overall excellent condition, with most meeting or exceeding the minimum standards established by the State.

THE JUVENILES COMMITTEE

REPORT

JUVENILES COMMITTEE

Veronica H. Dysart, *Chairman*

Sylvia Sanoff, *Co-chairman*

Cassandra Irvine, *Secretary*

Concepción Minsky

Herbert G. Shane

COMMITTEE ON JUVENILES

In January of this year, a regular standing Committee on Juveniles was initiated to further study the serious problem of juvenile crime. The members of the Committee conducted a comprehensive survey of the many agencies dealing with juveniles who come into contact with the justice system. This overview included consultations with officials of the Juvenile Court, Probation, the District Attorney, the Public Defender, the Police and Sheriff's Departments, the schools as well as administrators of county and community facilities providing services. We would like to report that we have arrived at a Solomon-like resolution of the dilemma. However, nothing could be further from the truth, because even the experts cannot agree among themselves as to the most prudent course of action.

We have, however, arrived at some basic conclusions. Society today is in turmoil. A state of almost continual crisis keeps us apprehensive and in need of reassurance from those closest to us, our family. But the family unit is gradually disintegrating as the stabilizing force in our lives. Children need love, understanding, encouragement, discipline within the framework of a united family. But many parents, preoccupied with the imperative of economic survival, overlook the very real needs of their children. Others are ill-equipped to cope with the complexities of today's youth and a rapidly changing world. A national divorce rate of 37% (almost 50% in California), broken homes, parents deserting their children, shifting moral values, many mothers entering the business world because of necessity or interest — all these factors cause many children, insecure and confused, to drift into juvenile delinquency, school failure, gang activities and other abnormal behavior. Confronted with inadequate and irrelevant education, unemployment (often because of lack of skills), discrimination, despair about the future — is it any wonder that many young people turn off and drop out of the mainstream? We think not.

To understand better, we have tried to develop a profile of the juveniles found in our justice system. Some young people with very extensive records of infractions now appear beyond rehabilitation and are doomed to a life behind bars. Had they received treatment earlier in their lives, their future might have been very different. Beginning offenders are hopefully amenable to assistance. The majority are involved primarily in self-destructive activities (i.e., drinking, drug abuse, truancy, glue-sniffing, incorrigibility, prostitution). Others are involved in serious crimes. For example, last year in Los Angeles County more juveniles were charged with homicides than adults. Many of the juveniles are economically deprived; most are hyper-distractable with a low frustration tolerance and poor self-images. They are bored in school and at home, with little confidence in themselves or their future. They seek recognition, status and a sense of importance. Legitimate means to this end elude them. They often angrily resort to violence, becoming a menace to the community.

Dr. Fredric Wertham, a well-known psychiatrist, has studied the problem of violence in

our society. Some comments from his book, *A SIGN FOR CAIN* ⁽¹⁾, seem appropriate here:

“Every society has the juvenile violence it creates. The causes lie for the most part not in the youths themselves but in the environment we have created for them. They want to establish their identity in their own personal way, and we have placed them in a world in which the greatest attention they get is as consumers. They want to be individuals, and we make them a tiny entity among millions. They want a modicum of safety; we present them with the spectacle of a frightening world. They want to learn; we put them in overcrowded classrooms and schools. They seek adventure and we don’t provide it except with the cruelest murder and war toys

“Parents are often unable to shield their children from extra-familial influences on the street, in the schools, in publications, in entertainment — or what passes for entertainment. The pervasive, inescapable influence of television is overwhelming. If somebody had said a generation ago that a school to teach the uses of violence would be established in every home, no one would have believed him. Parents and professionals concerned for the mental welfare of those children would prevent it. And yet this education for violence has happened and it is still happening today right in our own living rooms! The influence of mass media violence varies with different age groups, personality and social circumstances. But the underlying effect is the blunting of sensitivity. Many young people have become hardened — our children have been conditioned to accept violence as no civilized nation has ever been before.”

The harvest is a disaster requiring our best efforts to ameliorate. But how? Let us look at Juvenile Court. Historically, proceedings in Juvenile Court were informal and conducted by a Judge to protect juveniles from the strictures of adult courts and to help young people change their behavior. Today we live in a Post-Gault world. Why? Because flagrant abuses of the juvenile’s rights and unreasonable decisions in some jurisdictions led to a famous test case. In May 1967, the U.S. Supreme Court handed down an opinion (*In re Gault*) which guaranteed juveniles some of the same constitutional rights as adults. They were to be entitled to notice of hearing, right to counsel, right to cross-examination of witnesses and the right against self-incrimination. The right to bail and trial by jury are excluded. The entire complexion of the juvenile system has been altered and there is now much emphasis on the rights of the juvenile. We agree with and support this concept. However, these rights do necessarily include concomitant responsibilities. As citizens, we enjoy many rights, but we also assume and should exercise our responsibilities — to obey the law, to respect authority, to respect the rights of others. To function in an orderly fashion, society establishes basic

(1) Wertham, Frederic, M.D., *A SIGN FOR CAIN* Warner Paperback Library Edition — Second Printing March 1973

norms of conduct — and these rules apply to all, juveniles and adults. When a crime is committed, there is usually a victim who has suffered. We should be as concerned with his rights as those of the offender. Young people want what each of us wants — to have someone who really cares about them as individuals and in our dealings, we should be honest, fair and consistent. But we must all face the reality that society cannot condone illegal conduct and that necessary treatment or confinement will be a certain consequence.

We have to address ourselves to improving many of the social conditions which often are intolerable and can contribute to young people getting into trouble. Continued research in the social sciences is important in order to improve our understanding of how to help juveniles modify their behavior to acceptable norms. With early identification and treatment of problems, whether educational, social, emotional, or psychological, we would be working toward rehabilitation and a satisfactory adjustment to every day living.

From the vantage point of a five month study, we offer the following recommendations, understanding full well that the problem merits exploration in much greater depth. Time is our enemy here!

JUVENILE COURT LAW

California's Juvenile Court Law, last revised in 1961, should be completely updated. Since the Gault decision in 1967, many changes have occurred in the functioning of the juvenile justice system. It would seem appropriate that the Governor establish a Commission of competent professionals from various disciplines to study and rewrite the law.

Most authorities agree that Section 601 of the Welfare and Institutions Code which deals with truancy, runaways and incorrigibility should be amended and modified. Many juveniles, presently held under this Section, could hopefully then be diverted from the justice system.

We question whether Section 581 concerning the Court Officer from the Probation Department should also be deleted. This officer traditionally was in court to protect the rights of the juvenile. Now the Public Defender fills that role. The probation report submitted to the Judge is prepared by another representative of the Department, and the juvenile is usually placed under the supervision of a Field Probation Officer. Eliminating this court officer would effect substantial economies and these funds could be applied to diversion activities.

Juvenile Court proceedings should be opened to the public because citizens are entitled to know what their government is doing to protect their interests. The decision whether to make the proceedings private should be left to the discretion of the Judge with the consent of both sides of the case.

Our studies have revealed the shocking fact that many repeat offenders have habitually been released on probation, in spite of serious offenses. Juveniles, legitimately detained for serious violations, who are returned to the neighborhood in a matter of hours frustrate the members of the community as well as the law enforcement officers. This was one of the most frequent complaints voiced to members of the Committee as we interviewed many people.

Obviously, juveniles guilty of a serious criminal offense which would be considered a felony in adult court should be treated in relation to the severity of the offense. The Juvenile Court law should be rewritten and legislation adopted to stipulate that juveniles will be held responsible for their actions. Traditionally juveniles were "to be treated" and "rehabilitated" and the procedures, from apprehension through institutionalization, were to be "clinical" rather than punitive. In the light to today's serious crimes, these concepts seem somehow anachronistic and unrealistic.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS URGE THE GOVERNOR TO ESTABLISH A COMMISSION TO REVISE CALIFORNIA'S JUVENILE COURT LAW.

JUVENILE COURTS

Los Angeles County officials recognize the need and are finally acting to improve the Juvenile Court situation. Juvenile Courts will be transferred from Eastlake and the Metro Annex to new locations in the Criminal Courts Building at 211 West Temple Street. This will be a most significant improvement, providing the proper judicial atmosphere for juvenile proceedings which has been lacking in many locations. We should continue the policy of decentralizing the juvenile courts in order to bring them closer to the people in their own communities. The opening of three courts in the San Fernando Valley and two in the Compton area will be accomplished within this year, and will bring the number of Juvenile Courts to 33.

Assemblyman Charles Warren has introduced AB4222 in Sacramento which authorizes ten additional Superior Court Judges for Los Angeles County and reduces the number of Commissioners to 58. If this legislation is approved, the County will have 13 Juvenile Court Judges and this should insure that the most serious offenses (those under Section 602 of the Welfare and Institutions Code) will be heard by a Judge.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SUPPORT AB4222 AND RECOMMEND ITS PASSAGE TO THE MEMBERS OF THE STATE LEGISLATURE.

In the light of the adversary proceedings now current in Juvenile Court, it is imperative that the Public Defender and the District Attorney have adequate, experienced staff to properly handle the expanding calendar. When a program is initiated to divert 601's from the system into community-based treatment, the burden on the courts should be eased somewhat.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INSURE ADEQUATE STAFFING OF THE JUVENILE COURT BY INCREASING THE PERSONNEL OF THE DISTRICT ATTORNEY AND THE PUBLIC DEFENDER.

HALFWAY HOUSES

Most experts agree that Section 601 offenders (truants, runaways, incorrigibles) should be diverted from the justice system. Possibly we need a new Court of Family Relations or Conciliation with a social-work oriented staff to deal with these social problems, insuring that community service treatment programs would be available to help the entire family unit.

It has been recommended that non-coercive shelters for runaways could be established where youngsters with problems could go for help, knowing that they would not be forced to return home. Professional staff would be available to counsel the young people and attempt to resolve the difficulties with the family.

Currently there is under consideration a Federal Juvenile Justice bill which would earmark \$600 million dollars in federal grants for schools and private organizations such as the YMCA and other social agencies to work with juveniles on a community basis, and divert them from the justice system. The Superior Court has recommended an experimental service program for runaway youth which deserves serious consideration as one of the possible alternatives to detention. To our knowledge, Los Angeles County has few youth halfway houses at this time, and these facilities could be provided by contracting with established social agencies in the community.

THE GRAND JURY RECOMMENDS TO THE BOARD OF SUPERVISORS THAT THEY DIRECT THE PROBATION DEPARTMENT TO STUDY AND IMPLEMENT A PROGRAM OF HALFWAY HOUSES TO CARE FOR RUNAWAY YOUTH, ASSURING THE DEPARTMENT OF NEEDED FUNDING.

THE GRAND JURY FURTHER RECOMMENDS THAT THE PROBATION DEPARTMENT ALSO DEVELOP A PROGRAM OF HALFWAY HOUSES (SIMILAR TO S.P.A.C.E. PROGRAM OF CALIFORNIA YOUTH AUTHORITY) TO PROVIDE INTERIM HOUSING AND SUPPORT FOR JUVENILES RELEASED FROM DETENTION, ESPECIALLY FOR FEMALES CHARGED WITH PROSTITUTION.

COMMUNITY BASED PROGRAMS FOR BEGINNING OFFENDERS

Hard-core offenders, if found guilty, must be detained for the protection of citizens. Removal from the community will also eliminate their corrupting influence on younger

children. Gangs have been instructing youngsters of 10 and 11 in the handling of firearms and ammunition, because the leaders know that the court will tend to be lenient with these offenders because of their age.

Juveniles, in difficulty, have customarily been removed from the community and citizens could ignore what they couldn't see. However, beginning offenders can best be treated in community-based programs. It is easier to recruit indigenous assistance for locally-based programs, such as group homes with 6 or 7 youngsters in a family size residence which can become an accepted part of the community. Families can also be aided in the community where it is more convenient to attend counselling and therapy sessions. Members of the community will have to be informed and included in the planning for these homes in order to minimize and overcome resistance. Certainly we need to be more flexible in adapting modalities of treatment to specific needs.

THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT DEVELOP COMMUNITY BASED FACILITIES TO DEAL WITH EARLY OFFENDERS OFFERING REMEDIAL, TUTORIAL AND COUNSELLING COMPONENTS.

THE GRAND JURY FURTHER RECOMMENDS THAT MORE EMPHASIS BE PLACED ON PROVIDING SERVICES TO PRE-DELINQUENT YOUTH SERIOUSLY IN NEED OF TREATMENT TO AVOID PENETRATION INTO THE JUSTICE SYSTEM.

REACTIONS TO 1973 GRAND JURY AD HOC COMMITTEE REPORT

In the 1973 Ad Hoc Committee Report we noted that the overall problems of delinquency prevention and control are complex, involving a wide variety of community and governmental activities and concepts. The Grand Jury is pleased to note that the news media and certain government officials have finally become aroused about the critical conditions at Juvenile Hall detention facilities wherein, among other things, early offenders are kept in close contact with hard-core offenders. It is illogical to blame this situation upon crowded conditions without taking immediate corrective action. It is also unrealistic to expect a staff, originally scheduled to manage a census of five hundred and fifty, to properly care for over seven hundred juveniles. More staff should be assigned to cope with this emergency.

The Grand Jury in the 1973 Report noted its very serious concerns about Eastlake and Sylmar Juvenile Halls. We would at this time reiterate this concern and urge immediate action.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS GIVE TOP PRIORITY TO IMPROVING THE CROWDED JUVENILE DETENTION FACILITIES BY APPROPRIATE BUDGETARY AND OTHER ACTION.

COMMUNITY DAY CENTERS

The Community Day Centers operated by the Probation Department in cooperation with the city and county schools is one example of innovative programming. The young people in the Day Centers have problems that cover a wide range of disturbances. The goal is to keep them in the community with their families by providing remedial education in an alternate school setting, group experience, family counselling and supportive services. Community treatment, as an alternative to placement, not only works better in most cases, but is much less costly to the taxpayer. The Department has nine centers at this date, and many more should be established. The caseload is small to assure individual attention. Possibly there could be one center for each High School to handle the students who have been referred to Probation and who cannot function in the regular school setting.

We particularly want to commend the Crenshaw Community Day Center which has developed an excellent program in cooperation with the Education Department of the University of Southern California. This could well serve as a prototype for the development of additional centers after a careful evaluation has been made as to its effectiveness.

THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT EXTEND THE COMMUNITY DAY CENTER PROGRAM ESPECIALLY IN THOSE SCHOOL AREAS WHERE A SUBSTANTIAL NUMBER OF STUDENTS ARE ON PROBATION.

PROBATION DEPARTMENT

After some considerable study, the Committee offers a series of observations with regard to the department which faces monumental problems as the size of its caseload mounts steadily. Often probation officers are saddled with cases which rightly should be referred for specialized treatment. For example, about 40% of the probation caseload is made up of drug offenders. Possibly these offenses should be handled by the mental health department. Then the probation officers could deal much more effectively with offenders charged with crimes against persons and property.

First, we believe that every effort should be made to make our juvenile probation program more effective. Inadequate supervision is worse than none at all because a juvenile, on probation, who rarely or never sees his Deputy Probation Officer learns to ridicule the entire system.

Caseloads should be based upon the requirements of the individual cases rather than upon an arbitrary "body count" method. This latter basis is now used apparently because of the limitations of the budget. It is felt that the Chief Probation Officer should take a more aggressive attitude in obtaining an adequate budget to fulfill the objectives of the department and the Board of Supervisors should be responsive. It has

come to our attention that both the Courts and the Probation Department, in making disposition of juvenile cases, have been influenced by the inadequate detention and treatment facilities rather than by the needs of the offender. The problem as to such facilities should not cloud the issue as to disposition.

IT IS RECOMMENDED THAT THE CHIEF PROBATION OFFICER AND THE BOARD OF SUPERVISORS TAKE ACTION TO PROVIDE AN ADEQUATE BUDGET FOR INCREASING THE STAFF OF DEPUTY PROBATION OFFICERS, AS WELL AS PROVIDING ADEQUATE DETENTION AND TREATMENT FACILITIES.

TRAINING

One comment which frequently surfaced during our study concerned the training of Deputy Probation Officers. Very often, newly hired officers are put into the field after only a brief orientation course. It is our opinion that this situation should be changed. These officers should have intensive in-service training with seminars, frequent staff conferences, extensive training in counselling skills, performance evaluation as well as information about new techniques with emphasis on cultural distinctions and attitudes. There should be a program of continuing education for all officers with the goals and objectives of the Department clearly defined.

THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT IMPLEMENT THE PROJECTED TRAINING PROGRAM FOR DEPUTY PROBATION OFFICERS AT THE EARLIEST POSSIBLE DATE.

SCHOOL PROGRAMS

One of the most successful programs recently developed is the one establishing Probation Officers on school grounds to be available and accessible for students attending the school who are on probation. We believe that this program should be expanded.

The pilot program to demonstrate the effectiveness of coordinated multi-services has been implemented in five Area E schools which basically is the Crenshaw area. An office was established in one of the Junior High Schools with a full time coordinator and a contact person responsible for each of the participating schools. Agencies cooperating in this effort include the Probation Department, Wilshire Police Department, West Central Mental Health Office, Department of Community Services, Department of Public Social Services, Student Support Services, Los Angeles Unified School District as well as members of the community including parents of students. This is a significant improvement in the direction of helping school staff to better understand probation and juvenile justice needs, policies and limitations. The school authorities are in a position to first discern problems in the youth's behavior and mobilizing the community resources to prevent delinquency seems a hopeful means of coping with the problem.

Police officers conducting classes on campus on Youth and the Law have aided in improving relations between juveniles and the authorities. The young men who serve in this capacity are a most effective liaison between the students and law enforcement. Getting to know an officer as an individual, distinct from his official duties, has developed positive relations between these groups.

There were 30 officers from the Los Angeles Police Department assigned to this program in the schools. We have been advised that the City Council of Los Angeles recently deleted the budgetary provision for 16 of these officers, leaving only 14 men in this program.

THE GRAND JURY URGENTLY REQUESTS MAYOR BRADLEY AND THE CITY COUNCIL OF LOS ANGELES TO RECONSIDER THE DELETION OF SIXTEEN POLICE OFFICERS FROM THE SCHOOL LIAISON PROGRAM.

Early treatment of problems in the primary school grades will hopefully minimize future difficulties for children. We need more trained counsellors in the elementary schools to work intensively with children experiencing problems. In addition, the DPSS Bureau of Social Services has established a pilot program of providing a Children's Services Worker to be available on school grounds for consultation when the other school resources require assistance in resolving the problems of the youngster. Often a desperate family situation is reflected in the child's "acting-out" in class. The Children's Services Worker can investigate family needs, referring the parents to the proper agencies for help. Parents often need to be reinforced and aided in their efforts to better guide and assist their children. Many possible placements have been avoided by managing the difficulty when it first manifests itself in the child's behavior as he enters the school situation.

IT IS RECOMMENDED THAT THE DEPARTMENT OF PUBLIC SOCIAL SERVICES EXPAND ITS PROGRAM OF CHILDREN'S SERVICES WORKERS ON SCHOOL GROUNDS.

COMMUNITY AIDES

In many conversations with Probation Officers, we were continually impressed with the importance of community aides or workers who bring to the department a special knowledge of the community and its people which is invaluable in helping the officer understand the environment in which his client lives. Utilizing the team approach, the community aide works closely with the officer, providing such services as coordinating small special interest groups, meeting with families when youngsters are in trouble, helping them to locate and maintain employment, getting them to school on time and generally serving to prevent further involvement with the system.

These aides should be encouraged to pursue their educational careers and when all

necessary qualifications are met, should be considered for advancement within the Department.

IT IS RECOMMENDED THAT THE CONCEPT OF COMMUNITY AIDES BE INCLUDED WHERE APPROPRIATE IN PROBATION DEPARTMENT ACTIVITIES.

INTENSIVE AFTERCARE PROGRAM

Subsidized through State Aid for Probation Services funds, the Intensive Aftercare program is designed to provide intensive supervision to all youthful offenders released from the camp program. When he leaves the structured camp environment, he is most in need of intensive support and assistance in making a healthy adjustment to family, school, job and community. Special emphasis should be placed on strengthening this program because after a period in the camp, the young person needs assistance in resisting the destructive forces which led to his detention in the first place.

IT IS RECOMMENDED THAT THE INTENSIVE AFTERCARE PROGRAM OF THE PROBATION DEPARTMENT BE ENHANCED.

JUVENILE JUSTICE CENTER

With the alarming increase in juvenile crime it seems apparent that our present juvenile justice system is unable to adequately deal with this dilemma. The lack of coordination between the various parts of the "criminal justice system" has been cited as one of its prime weaknesses. It is self evident that the actions and responsibilities of the police, the courts, the probation department, the juvenile halls and other agencies are inextricably and necessarily related one to another.

On May 31, 1973 an Ad Hoc Committee on Juvenile Justice was created to develop an experimental plan for the implementation of a Juvenile Justice Center in Los Angeles County. The Center is a concept designed to expedite and centralize juvenile proceedings in problem areas throughout the County. The plan proposes to bring together in a single facility the Juvenile Court, Probation, law enforcement, schools and community services. It is hoped that the integration of justice services could alleviate the problem of juvenile crime in a target area. An advisory board involving members of the community would give the citizens a voice in the philosophy and operation of the Justice Center. The early crisis intervention of a coordinated group pooling their energies and expertise could serve the needs of the minor and the community far better than the present fragmented approach.

IT IS RECOMMENDED THAT AN EXPERIMENTAL JUVENILE JUSTICE CENTER BE ESTABLISHED IN SOUTH CENTRAL LOS ANGELES. IT IS FURTHER RECOMMENDED THAT IF FOUND TO BE SUCCESSFUL,

THESE CENTERS BE DUPLICATED IN OTHER AREAS OF THE COUNTY.

HUMAN SERVICES AGENCY

The proposal submitted in 1973 of the County Ad Hoc Committee on Delinquency Prevention and Community Action Programs provided for a merger of several County Departments into a new Department of Human Services. Matters of concern developed in certain areas and the Board of Supervisors directed the committee to meet with the interested parties, to reevaluate its conclusions, and if necessary, revise its original program.

The new plan seems to have the backing of the departments involved and is to be submitted to the Board of Supervisors by the Chief Administrative Officer after June 30, 1974. This proposal provides for a Human Services Agency which will coordinate the activities of the following departments: Public Social Services, Probation, Adoptions, Community Services, Senior Citizens' Affairs and Public Guardian. These departments will not be consolidated into a new entity but will retain their separate statutory identities. The responsibilities and authority of the director of the agency will include the following:

Coordinate the efforts of the agency departments and provide liaison with other County officers, including the Sheriff and District Attorney, in developing and implementing plans to reduce delinquency and recidivism and other County-wide programs of human services for juveniles and adults.

Review the administration and programs of the agency departments in order to reduce duplication of efforts and maximize service to the public.

Coordinate the efforts of the departments in the Neighborhood Service Centers.

Be authorized to call upon any agency department head to provide staff, equipment, or supplies, or to make recommendations for such action to the Chief Administrative Officer or the Board of Supervisors.

The Grand Jury recognizes the difficult problems which the County Ad Hoc Committee had to face in working out its original concept of the merger, and subsequently, with the cooperation of interested parties, of completing the compromise program involving the agency concept. This appears to be a situation in which the responsibility is delegated but the authority to carry out decisions is dependent upon the cooperation of other autonomous individuals. The success of this agency will depend upon the altruistic attitude and the degree of cooperation extended by the agency department heads, together with the ability of the agency director to work effectively with others.

**IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS APPROVE
THE PROPOSED ORDINANCE CREATING A NEW HUMAN SERVICES
AGENCY.**

COMMUNITY DIVERSION PROGRAMS

East Palo Alto, California

East Palo Alto has conducted a successful experiment in dealing with juvenile delinquency prevention which was featured in CRIME PREVENTION REVIEW, January 1974 as distributed by the office of the Attorney General. The purpose of the project was to reduce crime by involving the East Palo Alto community. To this end, a Community Youth Responsibility Program was established.

This program examined the concept of diverting juveniles from the traditional justice system. A juvenile offender is referred to CYRP⁽¹⁾. Seven community residents are members of a panel before which the youth and his parents appear. Also in attendance are the panel reporter and youth guidance supervisor who answers any questions about laws relating to juvenile offenders and the specific investigation of the alleged act. There are a variety of actions which may result from the panel hearing. These range from dismissal of charges to involvement in local work.

The most successful component of CYRP is the counselling directed by a probation officer. This relationship between youth and counselor is responsible for positive changes in behavior or attitude in their rapport with parents and teachers. East Palo Alto has handled its juvenile delinquency problem by the cooperation of community and established agencies. The proof is there to see. Lives have changed because the community cared and became involved.

Pasadena and Bell Gardens, California

Since it is apparent that incarceration is no panacea for changing the behavior of convicted felons, alternative methods are being sought for potential and first time youthful offenders guilty of minor crimes.

Time has not permitted a complete investigation of the new diversion programs available in Los Angeles County. However, the Pasadena and Bell Gardens Youth Service program appears to be more effective in crime prevention than the traditional juvenile police procedures of arrest, investigation and court sentencing. Both programs offer an innovative approach to evaluating and treating juveniles, though their mode of operation and staffing differ.

(1) Community Youth Responsibility Program.

The Pasadena Youth Services Unit is an extended service of the Police Department. One coordinator (a professionally trained counsellor) and five specially trained policemen are assigned to individual youngsters. Each agent with the help of the coordinator acts as a probation officer and is responsible for developing an effective treatment program for each client according to his needs. The agent contacts the family, the school, and refers them to community based programs for continuing treatment. The record of the first offense remains confidential, providing the offender breaks no more laws before he is eighteen years old.

In Bell Gardens, a youth who is arrested for an offense (excluding weapons and extreme violence) and who admits to it, is given the opportunity to sign a contract for eight weeks of counselling. This is an alternative to the police department filing a Juvenile Court petition. The juvenile is then referred to the Bell Gardens Youth Services Bureau, which is staffed by professional counselors.

The Bureau expects the offender's family to agree to attend the counselling sessions with the youth. The family is able to carry on with counselling services after the contract agreement has been met.

The Center operates on a policy of accepting referrals for needed treatment whether from parents, students, school authorities or other community agencies. Their focus is directed to "in-house" programming rather than referring clients to community based treatment programs.

THE GRAND JURY RECOMMENDS THAT PROGRAMS SIMILAR TO THE ONES IN EAST PALO ALTO, PASADENA AND BELL GARDENS BE CONSIDERED FOR USE ELSEWHERE IN LOS ANGELES COUNTY FOR BEGINNING OFFENDERS IN LIEU OF PLACEMENT IN JUVENILE HALL.

CONCLUSION

The Bible says, "As ye sow, so shall ye reap." By skimping on funds for solving juvenile problems, we create the future specter of lifelong adult offenders. In order to develop responsible future citizens, we must establish highest priorities for the allocation of funds in juvenile areas. Money spent now in juvenile delinquency prevention will save ten fold the costs of future adult detention.

Juvenile needs have been neglected for years, possibly because young people have had few advocates and more significantly, no voice in the electoral process.

However, the community needs more than expediency . . . it needs statesmanship. If we want to avoid saddling our children and their children with the burden of increasing adult criminal expense, funds must be allocated immediately for these juvenile programs.

Our children are the nation's finest resource . . . they deserve the best and should be offered every opportunity to develop into responsible adult citizens!

NARCOTICS AND DRUG ABUSE COMMITTEE

ALCOHOL

The Grand Jury has become aware that alcohol is now the number one drug of choice in the United States. One out of every 15 citizens will become an alcoholic. The abuse of alcohol by our young people has greatly increased. There is a tremendous need for immediate concern. Our County government, schools, service groups and the entire community must work together to curb this growing problem.

Many of our young people are turning from drugs to alcohol. After all, alcohol is an accepted drug and is more readily available. It is advertised in all of our magazines and newspapers and displayed in movies as a glamorous way of life. Most adults indulge in the use of alcohol and many parents would rather have their children drink than use other drugs. Also, our laws are not as severe on the teenage drinker as on the teenage drug user. Information must be updated to assist young people to understand the impact of the use and misuse of alcohol.

Society is now aware that there are a large number of female alcoholics. Finally, women are coming forward and seeking help for their drinking problems. It has been difficult for them to do this, as the public has always viewed the female drunk with more distaste than her male counterpart. She has usually stayed close to home, but by doing so only concealed the problem and did not help herself. The lonely woman who turns to alcohol merits our concern.

Alcohol has been with us for centuries and will probably always be a part of our culture. For those who abuse its use and become chronic drunks, we must develop alternatives to jail. Jail only takes the drunk off the street, allows him to dry out and then returns him to the community to repeat the process. We must develop detoxification and rehabilitative aftercare facilities throughout the County. This would help the alcoholic and alleviate the tremendous cost of repeated booking and jailing.

The alcoholic needs to be understood and helped. His consumption of alcohol does not just affect himself — it affects us all. He is a burden on his family, the courts, and a menace on the highway.

The County must address itself more vigorously to the problems of alcoholism. The criteria for the licensing of recovery houses and halfway houses must be reviewed. The purpose of these facilities is very specific and therefore, licensing requirements should reflect this fact. The alcoholic should be treated so as to be able to return to work as soon as possible. Procedures need to be streamlined for the maximum utilization of Federal and State funds for alcoholism.

Alcoholics Anonymous has for many years been of tremendous assistance to the alcoholic and his family. A.A. is available throughout the County for the alcoholic

Drug abuse is not limited to any particular area or group but varies from community to community. The neighborhood school reflects the community and since the young person's environment, for most of the day, is within the school, the school can and must utilize this time in attempting to prevent or correct any drug problem of its students. Any attempt by the school to deal with the drug problem must reflect the needs of that particular community. There cannot be a rigid teaching guide for any one area. A successful educational program must be flexible and related to the individual community.

Education must not stop with the very young, and new approaches must be made with the high school and college age group. A rapport must be established and an effort made to bring the drug abuse program into other contemporary subject matter most likely to interest that group.

**THE GRAND JURY RECOMMENDS THAT DRUG ABUSE EDUCATION
IN LOS ANGELES COUNTY SCHOOLS BE GEARED TO TEACH THE
CONSEQUENCES OF DRUG USE.**

METHADONE

The Grand Jury has studied the uses and abuses of methadone, a diversion treatment for heroin addicts. After considerable research, we believe that there is a lack of coordination between existing methadone programs. A thorough followup of persons released from the programs must be made. At present, there are few statistics available as to the success of methadone as a diversion.

Methadone programs have been in progress for such a short time that it cannot yet be determined if they are truly the effective rehabilitative tool that it was hoped they would be. Only by an organized exchange of information between programs throughout the country can the facts be learned.

In the short time since methadone has been dispensed, there has been a substantial increase in the number of methadone addicts and methadone related overdose deaths. To say that methadone is not a part of the illicit narcotics traffic, would be naive. It can also be substantiated that there are cases where persons arrested for heroin use are patients of a methadone program. One need only to stand outside some dispensing clinics to realize that methadone can easily be purchased illegally. The need for rehabilitative programs is great, as the present number of drug abusers is very large. In our desire to aid these addicts, we must not overlook the need for strict regulations on all diversion programs. We need methadone as a rehabilitative tool, but we do not need it on the street to introduce a new addiction to our society. The community based programs must be conducted with benefit to the patients and with safety to the community.

THE GRAND JURY RECOMMENDS THAT ALL EXISTING CONTROLS

PERTAINING TO METHADONE DISPENSING CLINICS BE STRICTLY ENFORCED.

THE GRAND JURY RECOMMENDS THAT A SYSTEM BE DEvised FOR AN EXCHANGE OF INFORMATION BETWEEN ESTABLISHED METHADONE PROGRAMS, IN ORDER TO COMPILE ESSENTIAL STATISTICS.

THE GRAND JURY RECOMMENDS ENDORSEMENT OF U.S. SENATE BILL 3846, WHICH AMENDS THE CONTROLLED SUBSTANCE ACT TO PROVIDE FOR THE REGISTRATION OF PRACTITIONERS CONDUCTING NARCOTIC TREATMENT PROGRAMS.

Two recommendations providing for protection of prosecution witnesses were contained in our 1973 Final Report. (See Criminal Complaints Committee Report, bottom page 56 and Narcotics and Drug Abuse Report, center page 122).

The Grand Jury finds that the replies to both recommendations from the Board of Supervisors are somewhat less than satisfactory.

Many potential witnesses have substantial reason to fear for their safety and the safety of their families. Unless these witnesses have protective custody available, they will frequently refuse to testify and on occasion they will flee or go into hiding. Justice then is not served.

The Grand Jury believes that society is responsible for full protection of prosecution witnesses, and their families where necessary. Such protection should preserve the witness from jeopardy and should include adequate provision for necessary manpower, both male and female; personnel training; rental of secure locations; rolling surveillance; delivery of witnesses' children to and from school; and any other of an essential nature.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS TAKE APPROPRIATE ACTION TO PROVIDE SUFFICIENT FUNDING, MANPOWER AND EQUIPMENT FOR ADEQUATE PROTECTION OF PROSECUTION WITNESSES.

THE GRAND JURY FURTHER RECOMMENDS THAT THE BOARD OF SUPERVISORS DESIGNATE THE RESPONSIBILITY OF SUCH PROTECTION TO ONE OF THE LAW ENFORCEMENT AGENCIES, EITHER THE SHERIFF OR THE DISTRICT ATTORNEY.

AD HOC COMMITTEE REPORTS

THE AD HOC COMMITTEE ON
GOVERNMENTAL ORGANIZATION
REPORT

AD HOC COMMITTEE ON
GOVERNMENTAL ORGANIZATION

J. H. Hull, *Chairman*

Elvin D. Randolph

Herbert G. Shane

AD HOC COMMITTEE ON GOVERNMENTAL ORGANIZATION

The Los Angeles County Grand Jury continues to be concerned with the structure of County government. The County, with a population of 7,200,000, is larger than 43 states. It is presently divided into five districts and is governed by a board of five Supervisors (one for each district), each of whom represents some 1-1/2 million people, under a charter enacted 61 years ago (1913).

The Board of Supervisors presently functions as a committee of five equals, meeting twice weekly. They can make decisions only by a majority vote of the members at these public meetings.

American government and American business are organized on the principle of a single executive heading the governing body. Our form of government has stood the test of time at the Federal, State and Municipal level for 200 years. The Grand Jury believes there is nothing unique about the County, compelling operation under a system different from traditional American government.

The Grand Jury believes there is a pressing need for immediate change to establish better representation and more effective administration for the benefit of all county residents.

The Grand Jury further believes that Charter Amendments should be enacted now to modernize county government to provide for the election of a County Chief Executive. This person would better represent and would be accountable to all the voters of Los Angeles County. His election would provide the necessary checks and balances as well as a separation of powers between the executive and legislative branches. He would provide the single leadership necessary for the efficient coordination of county departments. As executive head of the county government, he would present the single personality, identity and visibility to all persons.

The Grand Jury also believes that provision should be made for an appointed Chief Executive Assistant who must be a professionally trained administrator whose powers and duties should be delineated in the Charter Amendment. This position is immediately available by transfer of the County Administrative Officer and his staff to the executive branch.

It is also believed that the Board of Supervisors should be increased from 5 to 7 members to serve as the legislative branch of county government. This would then provide one Supervisor per million people, resulting in a more responsive and representative government for all citizens.

The Grand Jury believes that this change in structure will assure a county government which will operate with dispatch and efficiency with resultant economies in all departments. The Grand Jury recognizes that those governed have an inherent right to determine their form of government and any subsequent amendments thereto.

THE GRAND JURY RECOMMENDS THAT THE COUNTY CHARTER BE AMENDED TO PROVIDE FOR THE ELECTION OF A COUNTY CHIEF EXECUTIVE OFFICER WITH A PROFESSIONALLY TRAINED ADMINISTRATOR ASSIGNED TO THE EXECUTIVE OFFICE, WITH THE POWERS AND DUTIES OF BOTH OFFICES DELINEATED IN THE CHARTER AMENDMENT.

THE GRAND JURY ALSO RECOMMENDS THAT THE COUNTY CHARTER BE FURTHER AMENDED TO PROVIDE FOR THE ESTABLISHMENT OF A BOARD CONSISTING OF SEVEN (7) SUPERVISORS.

THE GRAND JURY FURTHER RECOMMENDS THAT THE BOARD OF SUPERVISORS PLACE THE ABOVE PROPOSALS ON THE NOVEMBER 5, 1974 BALLOT FOR DECISION BY THE VOTERS.

MAKING COUNTY GOVERNMENT UNDERSTANDABLE

The Grand Jury observes that there is nothing, either in the Supervisors' meeting agendas or in the content of the Statement of Proceedings of meetings of the board, to indicate the source of funds for the various expenditures approved at each meeting. The Grand Jury views this as part of the reason County government seems so invisible and its working so unclear to the public.

IT IS RECOMMENDED THAT DOCUMENTS PROVIDED THE PUBLIC, SUCH AS MEETING AGENDAS AND STATEMENTS OF PROCEEDINGS, MAKE CLEAR THE SOURCE OF FUNDING FOR THE VARIOUS APPROPRIATIONS APPROVED AT THE MEETING FOR THE ENLIGHTENMENT OF THE PUBLIC.