

# **Los Angeles County**

## **GRAND JURY**



### **FINAL REPORT**

**1974 - 1975**

**Los Angeles County Grand Jury  
Final Report 1974–1975**

## FOREMAN'S STATEMENT

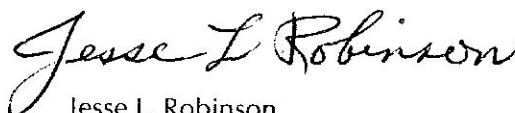
The 1974-75 Los Angeles County Grand Jury is pleased to submit its final report to the Superior Court, the Board of Supervisors and the people of Los Angeles County. As the first grand jury whose term coincided with the fiscal rather than the calendar year, it was our privilege to work under the direction of two Presiding Judges, the Honorable Alfred J. McCourtney and the Honorable Robert A. Wenke, and two Supervising Judges of the Criminal Division, the Honorable Raymond Choate and the Honorable William L. Ritzi. The smoothness of the transition from Judges McCourtney and Choate to Judges Wenke and Ritzi emphasizes the efficiency of the Superior Court as well as the leadership of these four judges. We are grateful for their interest, encouragement and confidence.

This Grand Jury has made a special effort to hear and talk with a wide range of speakers reflecting a broad spectrum of public opinion. Each member of the Board of Supervisors was invited, during the first half of our term and again during the second half, to tell us of his particular concerns. To augment the information we received from county and agency officials, we also heard

citizens from organized labor, environmentalist groups, taxpayer organizations, the Muslims, neighborhood clubs and universities.

In addition to performing our traditional civil and criminal functions, the 1974-75 Grand Jury initiated three innovations. A Grand Jury Review committee was established to follow up on past Grand Jury recommendations. An Audit Committee questionnaire was compiled and sent to all County departments to obtain information about the management of these units as well as their fiscal operations. An augmented Education Committee spent several days and evenings in Compton to hear from private citizens as well as officials their concerns with the problems of the inner-city. Recommendations based on these three new activities are a significant addition to the recommendations of the regular committees included in this report.

In assuming our responsibilities, we were given generous assistance by the 1973-74 Grand Jury. Our competent staff saw to it that we had no reason to fail. In turn, we will pass on our authority and responsibilities, with whatever help may be asked of us, to the 1975-76 Grand Jury.



Jesse L. Robinson,  
Foreman

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Judge ALFRED J. McCOURTNEY,  
Presiding Judge of the Superior Court



Judge ROBERT A. WENKE,  
Presiding Judge of the Superior Court



Judge RAYMOND CHOATE,  
Supervising Judge of the Criminal Division



Judge WILLIAM L. RITZI,  
Supervising Judge of the Criminal Division



**Grand Jury Staff**

*Top to bottom, left to right:*  
Theresa Carpenter, Kenneth Hubbard, Thelma Roberts,  
Joyce Shannon, Mary May



**Deputy District Attorney JOSEPH SILER,**  
Legal Advisor to the Grand Jury

**Los Angeles County Grand Jury**

*Top to bottom, left to right:*

Row 1: Donald Isaacson, Jacquelyn Wilson, Paul Cramer, Monica Micciche, John Myers, Priscilla Beattie, Elmer Meyer, Audrey Irmas, Nancy Manella, Thomas Sanders

Row 2: Sherman Hudnell, Glenn Reeder, Lawrence Greener, Akiko Abe, Rose Hackman, Eleanor Levine, Bertha Bloom, Carl Rodgers, and Ira Beck

Row 3: George Cowgill, Foreman Pro Tem, Elizabeth Dithridge, Secretary, Jesse Robinson, Foreman, Dorothy Sherrett, Sergeant at Arms



# 1974-75

## Los Angeles County Grand Jury

Member	Residence	Nominating Judge
Akiko Abe . . . . .	Pasadena . . . . .	Richard C. Fildew
R. Priscilla Beattie . . . . .	Pasadena . . . . .	Richard F. C. Hayden
Ira L. Beck . . . . .	Pasadena . . . . .	James G. Kolts
Bertha Bloom . . . . .	Los Angeles . . . . .	Laurence J. Rittenband
Paul B. Cramer . . . . .	Altadena . . . . .	James G. Kolts
Elizabeth M. Dithridge . . . . .	Los Angeles . . . . .	Peter S. Smith
George E. Cowgill . . . . .	Burbank . . . . .	Edward C. Olson
Sherman B. Hudnell . . . . .	Los Angeles . . . . .	Earl C. Broady
Audrey M. Irmis . . . . .	Beverly Hills . . . . .	George M. Dell
Lawrence Greener . . . . .	Los Angeles . . . . .	Julius M. Title
Rose S. Hackman . . . . .	Los Angeles . . . . .	Harry V. Peetris
Donald F. Isaacson . . . . .	Los Angeles . . . . .	Eugene E. Sax
Eleanor Levine . . . . .	Los Angeles . . . . .	Thomas T. Johnson
Nancy Manella . . . . .	Studio City . . . . .	Elisabeth E. Zeigler
Elmer H. Meyer . . . . .	Van Nuys . . . . .	Raymond R. Roberts
Monica C. Micciche . . . . .	Los Angeles . . . . .	Peter E. Giannini
John D. Myers . . . . .	West Covina . . . . .	Robert Firth
Glenn Reeder . . . . .	Rosemead . . . . .	W. James Turpit
Jesse L. Robinson . . . . .	Compton . . . . .	Albert D. Matthews
Carl Rodgers . . . . .	Hawaiian Gardens . . . . .	Campbell M. Lucas
Thomas L. Sanders . . . . .	Long Beach . . . . .	Ellsworth M. Beam
Dorothy A. Sherrett . . . . .	San Pedro . . . . .	William H. Rosenthal
Jacquelyn Wilson . . . . .	Los Angeles . . . . .	Jack E. Goertzen

# Committees of the 1974-75 Grand Jury

## **Audit Committee**

George E. Cowgill, Chairman  
Paul B. Cramer, Vice-Chairman  
Rose S. Hackman, Secretary  
Lawrence Greener  
Elmer H. Meyer  
Jesse L. Robinson

## **Criminal Complaints Committee**

Nancy Manella, Chairman  
Sherman B. Hudnell, Vice-Chairman  
R. Priscilla Beattie, Secretary  
Audrey M. Irmas  
Donald F. Isaacson  
Eleanor Levine  
Glenn Reeder  
Thomas L. Sanders  
Dorothy A. Sherrett

## **Department of Public**

### **Social Services Committee**

Monica C. Micciche, Chairman  
Dorothy A. Sherrett, Vice-Chairman  
Elizabeth M. Dithridge, Secretary  
Akiko Abe  
Paul B. Cramer  
Lawrence Greener  
John D. Myers

## **Education Committee**

Glenn Reeder, Chairman  
Monica C. Micciche, Secretary  
Carl Rodgers

## **Environmental Committee**

Thomas L. Sanders, Chairman  
Paul B. Cramer, Vice-Chairman  
R. Priscilla Beattie, Secretary  
Bertha Bloom  
George E. Cowgill  
Jacquelyn Wilson

## **Grand Jury Review Committee**

Elmer H. Meyer, Chairman  
Elizabeth M. Dithridge, Secretary  
Jesse L. Robinson  
Jacquelyn Wilson

## **Health Committee**

Jacquelyn Wilson, Chairman  
Elmer H. Meyer, Vice-Chairman  
Akiko Abe, Secretary  
R. Priscilla Beattie  
Bertha Bloom  
Rose S. Hackman  
Carl Rodgers

## **Jails Committee**

Ira L. Beck, Chairman  
John D. Myers, Secretary  
Lawrence Greener  
Sherman B. Hudnell  
Audrey M. Irmas  
Donald F. Isaacson  
Glenn Reeder  
Thomas L. Sanders

## **Juvenile Justice, Narcotics and Dangerous Drugs Committee**

Eleanor Levine and John D. Myers,  
Co-chairpersons  
Bertha Bloom, Secretary  
Ira L. Beck  
Elizabeth M. Dithridge  
Lawrence Greener  
Donald F. Isaacson  
Dorothy A. Sherrett

## **Probation Committee**

Akiko Abe, Chairman  
Rose S. Hackman, Vice-Chairman  
Monica C. Micciche  
John D. Myers  
Carl Rodgers

## **Special Committee on Problems of the Compton Community**

Glenn Reeder, Chairman  
Akiko Abe  
Elizabeth M. Dithridge  
Eleanor Levine  
Monica C. Micciche  
John D. Myers  
Nancy Manella  
Jesse L. Robinson  
Carl Rodgers  
Dorothy A. Sherrett  
Jacquelyn Wilson

## **Ad Hoc Committee on Grand Jury Reform**

Audrey M. Irmas, Chairperson  
R. Priscilla Beattie  
Bertha Bloom  
Lawrence Greener  
Donald F. Isaacson  
Eleanor Levine  
Nancy Manella  
John D. Myers



# I. The Audit Committee

**Purpose and Scope** The Audit Committee has the responsibility to audit those county departments whose audit by the Grand Jury is mandated by law and other county departments or cities where the Grand Jury deems an audit advisable. The law requires that we:

- Examine the accounts and records of the County Officers
- Investigate needs and facilities of all County Officers
- Review annually the Child Support and Collection Program of the County
- Investigate the sale, ownership, and transfer of realty in the County subject to escheat.

In carrying out the above responsibilities, the Grand Jury may employ a contract auditor for a compensation now budgeted at an amount not to exceed \$225,000. Nine Certified Public Accounting firms (who had expressed an interest or in whom we were interested) were invited to make presentations, and after personal interviews with each, James B. Baker, a partner in Coopers & Lybrand, was selected and a contract was entered into.

**Areas of Concern** In selecting departments, sub-departments or cities for audit, the following criteria were used:

- Size of the department budget
- Fluctuation in the budget
- Date of last audit by the Grand Jury or the County Auditor
- Amount of money or assets being handled for the county by the department
- Recent organizational changes
- Those audits mandated by law.

Using this criteria, the following were selected for audit:

1. Child Support Collection Program
2. Auditor-Controller-Accounting Division
3. Department of Facilities
4. Coastal Health Services Region
5. Aid to Families with Dependent Children
6. Capital Projects Division
7. Treasurer-Tax Collector-Retirement Division
8. City of Compton-Model Cities Program
9. Public Administrator-Public Guardian
10. Treasurer-Tax Collector
11. Auditor Controller-Disbursements Division
12. Purchasing and Stores
13. Insurance

Upon approval by the Grand Jury, the reports on findings and recommendations resulting from the above audits were sent to the Board of Supervisors, the departments involved, and other interested persons.

At the year end all of these reports will be compiled in one booklet available for reference at the Grand Jury office.

In addition to the above audits, the Audit Committee concerned itself with the following matters:

- A. A questionnaire to learn the needs of county officers
- B. Legislation enabling the Grand Jury to make management audits
- C. The legally required investigation of the salaries of certain county officers

## Summary of Contract Audits

- 1. Child Support Collection Program** In the audit of the Child Support Collection Program mandated by the Welfare and Institutions Code, Section 10602.5, the contract auditor concluded that the county's Child Support Collection Program is not operating efficiently in the following regard:

There is significant room for improvement in increasing child support collection effectiveness  
A significant backlog of unprocessed case referrals exists  
Delinquent payments are not being identified and collected on a systematic and timely basis  
The lack of an integrated computer system contributes to the lack of collection effectiveness

### Summary of Recommendations:

Based upon his findings the Contract Auditor made the following recommendations, **listed according to the department responsible for implementation** and numbered as in the Contract Auditor's report.

#### Auditor-Controller/Court Trustee

(No. 1-12) Court Trustee continue to improve document processing procedures to eliminate unprocessed document backlog.

(No. 1-15) Court Trustee request DPD to modify computer programs to edit case dates for reasonableness.

(No. 1-18) All terminated cases be eliminated from Court Trustee Master File and stored on hard copy, microfilm or other media.

(No. 1-23) Court Trustee establish accounting controls over undeposited checks.

(No. 1-25) Court Trustee segregate responsibility for custody and mailing of warrants from review and authorization responsibilities.

(No. 1-31) Court Trustee investigate the status of the August 1974 listing of delinquent cases.

(No. 1-33) The Court Trustee establish control reviews of the delinquency listing to control the timely issuance of Demand Letters to all delinquent accounts.

#### Auditor-Controller/Court Trustee And Data Processing Department (DPD)

(No. 1-24) DPD and Court Trustee develop procedures to provide a complete, detailed listing of unmatched suspense payments.

(No. 1-28) The Court Trustee, in conjunction with

DPD, automate, as soon as possible, the preparation of Demand Letters for Family Law Cases.

(No. 1-29) The Court Trustee, in conjunction with DPD, automate, when feasible, the Order to Show Cause Affidavit preparation after the missing data are updated on the Court Trustee Data Base.

(No. 1-32) Court Trustee and DPD establish controls and procedures to ensure that delinquent accounts are not bypassed.

#### Auditor-Controller/Court Trustee, Data Processing Department (DPD), And District Attorney (DA)

(No. 1-27) The DA, in conjunction with DPD and Court Trustee, implement automated delinquency processing for Court Trustee payments, on U.R.E.S.A. cases and automate Delinquent Payment Notices.

(No. 1-30) The DA, in conjunction with DPD and Court Trustee, implement automatic preparation of Delinquent Payment Notices for DA and DPSS Agreement cases.

#### Auditor-Controller/Court Trustee, Data Processing Department (DPD), And Probation Department

(No. 1-26) The Probation Department, in conjunction with DPD and Court Trustee, implement automated delinquency processing for payments on probation cases and automate Delinquent Payment Notices utilizing the Court Trustee computer.

**Auditor-Controller/Court Trustee  
And District Attorney (DA)**

(No. 1-14) The DA and Court Trustee, in conjunction with DPSS, update cases with missing data using the listing produced by data processing when computerization of Court Trustee cases is implemented.

**Board of Supervisors**

(No. 1-10) The Board of Supervisors immediately assign to the DA full responsibility and authority over all aspects of all current and future CSCP computerization system requirements, priorities, and user control procedures.

**County Counsel**

(No. 1-7) If cost effective, the County Counsel file for civil judgment against absent parents for unreimbursed child support related welfare payments under Section 11350 of the Welfare and Institutions Code.

**District Attorney (DA)**

(No. 1-3) DA accelerate use of civil remedies.

(No. 1-8) The District Attorney should immediately develop a plan to organize all child support related activities under a single division with central responsibility and authority.

(No. 1-9) The position of Child Support Investigator be reviewed by the DA and the Department of Personnel to determine if the present job description adequately meets the needs and qualifications for the position.

(No. 1-11) The DA establish a Child Support Program EDP Steering Committee for the present system as well as new system development, consisting of representatives from all County agencies involved with the Program. The Committee to act solely in an advisory capacity to the DA.

(No. 1-13) The DA request data processing to produce the listing of cases with missing data fields, using the computer program developed for this purpose.

(No. 1-19) DA reinstitute U.R.E.S.A. follow-up procedures, requesting additional staff if necessary.

(No. 1-20) Cost effectiveness of additional staff should be tested and staffing adjusted accordingly.

(No. 1-21) DA take steps to reduce or eliminate processing backlog in preparation of Marshal tickets.

(No. 1-22) The DA evaluate use of sampling procedures for case quality control reviews.

(No. 1-35) The DA update and distribute the Family Law procedural manual.

(No.1-36) The DA distribute procedures for U.R.E.S.A. cases to all staff responsible for processing U.R.E.S.A. cases.

(No. 1-37) Until it is possible to mechanize the delinquency identification of all welfare child support payments the DA identify all case delinquencies.

**District Attorney (DA) and Department  
of Public Social Services (DPSS)**

(No. 1-1) DA and DPSS accelerate the transfer of child support functions from DPSS to the District Attorney's Office.

(No. 1-2) DA and DPSS to establish and agree upon a formal plan and regular progress reporting to the CAO on the transfer of child support functions from DPSS.

(No. 1-16) The DA and court system provide State number check digit input, DPSS include 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.

**District Attorney and Superior Court**

(No. 1-4) DA and Superior Court coordinate anticipated courtroom requirements created by the expanded pursuit of civil remedies.

**Department Of Public Social Services**

(No. 1-5) The Department of Public Social Services seek approval to allow a retroactive reimbursement for Sheriff and Marshal services connected with Child Support Collection Program.

(No. 1-6) If cost effective, the Department of Public Social Services establish procedures for preparing claims against absent parents for unreimbursed child support payments made by the County.

(No. 1-34) DPSS to develop procedures for follow-up on all PA450s returned from the Court Trustee.

**Superior Court**

(No. 1-17) The Superior Court make it mandatory for court clerks to record State welfare numbers on all court cases where AFDC exists.

**2. Auditor-Controller Accounting Division** Penal Code Section 925 charges the Grand Jury with making an annual examination of the accounts and records of all county officers. Since the Accounting Division is the focal point of bookkeeping for all country officers, it was decided that this audit was the proper way of fulfilling the responsibility.

The contract auditor, based upon the extent of his examination, concluded that:

- Procedures for safeguarding county assets and assets in trust are being properly followed
- Internal controls and accounting procedures are adequate and being followed

County Administrative Code provisions, policies, and procedures are being substantially followed  
Quality and use of management information is adequate  
Areas of potential cost savings are identified and corrective procedures instituted.

As a result of the examination the contract auditor made the following recommendations:

### **Summary of Recommendations:**

#### **Auditor-Controller—Accounting Division**

(No. 2-1) Review and revise existing systems to take full advantage of computer hardware capabilities.

(No. 2-2) Data Processing Department review and revise current keypunching and verification procedures to eliminate the decision requirements for operators.

(No. 2-3) After input procedures are improved and existing systems revised, the Accounting Division should eliminate all manual register which duplicate computer runs.

(No. 2-4) Accounting Division should continue the balancing of the equipment detail records to the appropriations transaction listing throughout the entire year.

(No. 2-5) Improve procedures in the warrant reconciliation unit, Cash Control Section of the Accounting Division.

(No. 2-6) The land and structures records should be duplicated and stored in individual departments or other off-premise storage area.

(No. 2-7) Establish a back-up set of equipment records to be maintained at a separate location.

(No. 2-8) The Accounting Division should take steps to insure that the physical inventory and required certification are completed on a timely basis.

(No. 2-9) The Accounting Division should notify each department of those inventory tag numbers that are no longer included within the Fixed Asset

Inventory Control and have the departments remove the tags from the equipment.

(No. 2-10) The Accounting Division should take steps to enforce preparation of property transfer advices.

(No. 2-12) The Accounting Division should adopt a plan for conversion of fixed asset records to other equipment.

(No. 2-13) The Accounting Division should document the current data processing procedures if no conversion is made in the near future.

(No. 2-14) The Accounting Division computer system documentation should be reviewed, updated, and completed.

(No. 2-15) The Accounting Division should review all input documents to determine the feasibility of rearranging data.

(No. 2-16) The Accounting Division should review data processing output reports to determine level of effort necessary to reformat.

(No. 2-17) The Auditor-Controller should adopt a plan for developing new and improved computer accounting systems.

(No. 2-18) The Accounting Division should establish and develop a procedure manual.

(No. 2-19) The Accounting Division should review and evaluate its document retention, protection, and retrieval policies.

#### **Auditor-Controller—Audit Division**

(No. 2-11) The Audit Division should be responsible for reviewing fixed asset procedures in County departments.

### **3. Department of Facilities** This is a relatively new department, and it was decided that an audit might be helpful to the department in getting organized.

The contract auditor came to the conclusion that the department has not yet achieved the degree of improved long-range planning and control over capital projects that it was formed to accomplish.

### **Summary of Recommendations:**

#### **Department of Facilities**

(No. 3-1) Take steps to clarify and establish the Facilities Project Manager role in administering and coordinating in-house architectural projects.

(No. 3-2) Take steps to clarify and establish the Facilities Project Manager role in administering and coordinating construction contracts.

(No. 3-3) Establish the Facilities Project Manager

responsibility for scheduling and coordinating formal construction progress reviews.

(No. 3-4) Establish the Facilities Project Manager responsibility to monitor construction supervision and inspection.

(No. 3-5) Establish procedure to require Facilities Project Manager approval of all change orders.

(No. 3-6) The duties, responsibilities, and relationships of Facilities Project Managers, Architectural

Project Managers, and Construction Project Managers should be clearly defined and documented.

(No. 3-7) The job class specifications for the three Project Manager positions should be changed to reflect their respective defined responsibilities.

(No. 3-8) The Facilities Project Manager title should be changed to reflect overall program responsibility.

(No. 3-9) Establish regular reporting procedures to insure that Facilities Project Managers are promptly informed of potential problems.

(No. 3-11) Establish procedures to provide periodic reporting on the status of all planned capital projects.

(No. 3-12) Establish reporting to compare current estimated completion dates with approved schedule dates.

(No. 3-13) Accumulate and maintain schedule changes and related documentation in individual project files.

(No. 3-14) The responsibility for purchasing should be shifted from the Accounting Unit.

(No. 3-15) Receiving should be segregated from the purchasing function.

(No. 3-16) A secured storeroom should be established for supplies inventory.

(No. 3-17) The responsibility for payroll processing should be shifted from the Personnel Section.

(No. 3-18) All Department assets should be properly tagged.

(No. 3-19) The Department should maintain detailed fixed asset records and reconcile to periodic physical inventory.

(No. 3-20) Determine feasibility of implementing an automated procedure for lease payments.

(No. 3-21) Establish batch controls over timecard input processing.

(No. 3-22) Establish an edit routine to verify timecard coding.

(No. 3-23) Define and document criteria for charging time to capital projects and other departments.

(No. 3-24) Capital project ledger cards should be reconciled to the Auditor-Controller reports monthly.

#### **Board of Supervisors**

(No. 3-10) Project Program Plans should be required before funds are authorized for any Group I projects.

**4. Coastal Health Services Region** It was decided to conduct this audit because (a) the health services were being divided into five regions and this was one of the first to become operative, and (b) the size of the budget.

The contract auditor's comments upon conclusion of the audit were: "that there is substantial need for improvement of procedures for patient billing and collection throughout the Coastal Health Services Region. Another major area requiring attention is the narcotic control procedures at Long Beach General Hospital and Harbor General Hospital".

#### **Summary of Recommendations:**

##### **Coastal Health Services Region**

(No. 4-1) The Regional office prepare, distribute, and monitor implementation of unified regional administrative policies.

##### **Long Beach General Hospital**

(No. 4-2) The Hospital's Billing Office begin monthly billing of all "bill patient" and "patient liability" accounts.

(No. 4-3) The Hospital establish and implement written procedures for monthly review and follow-up collection letters for bill patient and patient liability accounts.

(No. 4-4) The Hospital establish and implement procedures for turning delinquent accounts over to the Bureau of Resources and Collections (BRC).

(No. 4-5) The Hospital verify patient's insurance coverage as soon as possible after the patient is admitted.

(No. 4-6) The Hospital bill the patients' insurance companies promptly after discharge.

(No. 4-7) Patient liabilities should be determined using the State approved Uniform Method of Determining Ability to Pay method.

(No. 4-8) The Hospital should bill the Short-Doyle inpatient liability on a timely basis.

(No. 4-9) The Hospital should establish follow-up collection activity for patient liability accounts including referral to the BRC.

(No. 4-10) The Hospital should develop procedures to assure the timely billing of the State under the Short-Doyle Program.

(No. 4-11) The Hospital modify the Patient Financial Statement to include a space for indicating the balance due on the account.

(No. 4-12) The Hospital determine the feasibility of using a computer system to bill patient accounts.

(No. 4-13) The Hospital complete and use an up-to-date policy and procedure manual for the Billing Office.

(No. 4-14) The Hospital Billing Office establish a folder for each patient upon notification of admission.

(No. 4-15) The Hospital Billing Office date stamp all documents entered into the patient's folder and establish control over any documents removed for transmittal to another department.

(No. 4-16) The Hospital train billing clerks to bill all patients regardless of third-party program.

(No. 4-17) The Hospital's Procurement Office refuse to process Requests for Services and Supplies unless they are signed by an authorized employee.

(No. 4-18) The Hospital's Procurement Office perform a biweekly review of the open requisition file.

(No. 4-19) The invoice processing function be transferred to the Accounting Section.

(No. 4-20) The Hospital develop a narcotic control system which provides more stringent control features.

(No. 4-21) Limit access to the Hospital's general storeroom by locking the doors when the storekeeper is elsewhere.

(No. 4-22) The Hospital require that perpetual inventory cards be posted promptly.

(No. 4-23) The Hospital establish standard order quantities and minimum inventory levels for goods held in stock.

(No. 4-24) Cycle inventories should be conducted throughout the year at the Hospital's general storeroom.

(No. 4-25) The Hospital establish and utilize written physical inventory instructions for the storeroom.

(No. 4-26) The Hospital adhere to the County policy requiring the completion of a Property Transfer Advice when capital assets are transferred.

(No. 4-27) The Hospital eliminate the punched card file presently maintained for capital assets.

(No. 4-28) The Hospital's Cashiering Office deposit cash receipts daily.

(No. 4-29) The Hospital require daily deposits of cash when the cashier is on leave.

(No. 4-30) The Hospital require a responsible employee to reconcile each day's listing of mail receipts to the daily deposits.

(No. 4-31) The Hospital request the Auditor-Controller to provide a report on the Patients' Cash and Key Funds more frequently.

(No. 4-32) The Hospital's Accounting Section periodically reconcile the Patient Ledger Cards to the Auditor-Controller's report on Patients' Cash and Key Funds.

(No. 4-33) The Hospital's Accounting Section eliminate the preparation of the alphabetical Patients' Cash and Key book.

(No. 4-34) Hospital employee timecards should be reviewed on a current basis for employee signature, authorized approval signature and calculations.

(No. 4-35) The Hospital enforce adherence to the administrative policy requiring authorization of overtime before it is incurred.

(No. 4-36) The Hospital develop a computerized salary distribution system.

### **Harbor General Hospital**

(No. 4-37) The Hospital's Patient Billing Section make timely inquiries when billing instructions are late.

(No. 4-38) The Hospital take steps to improve the timeliness of Medicare billings.

(No. 4-39) The Hospital's Collection Section adhere to the 120-day policy regarding delinquent inactive accounts to be forwarded to BRC.

(No. 4-40) The Hospital's Collection Section should adhere to the procedure requiring follow-up action on late Medicare or Medi-Cal payments.

(No. 4-41) The Hospital's clinic billing and collection system should be modified so patients are encouraged to make payments for treatment at the date of service.

(No. 4-42) The Hospital determine the feasibility of using a computer system to bill outpatient accounts.

(No. 4-43) The Hospital's Accounts Receivable Section eliminate the Revenue Billed and Received Subsidiary Ledgers.

(No. 4-44) The Hospital periodically reconcile the balances of the patient ledger cards to the general ledger control accounts.

(No. 4-45) The Hospital move the medical supplies stored in the basement corridor to a more secure place.

(No. 4-46) The Hospital Pharmacy install a perpetual inventory records system.

(No. 4-47) The Hospital Pharmacy establish minimum inventory levels and standard order sizes for each item in the Pharmacy Supply Room.

(No. 4-48) The Hospital conduct periodic physical inventories at the Pharmacy.

(No. 4-49) The Hospital implement and strictly encourage adherence to a policy requiring that the doors to the Medicine Rooms will be locked when not in use.

(No. 4-50) The Hospital develop a narcotic control system which provides more stringent control features.

### **El Cerrito Health Services Center**

(No. 4-51) The Center's Billing Office should prepare patients' bills as soon as sufficient billing data is available.

(No. 4-52) The Center should implement collection follow-up procedures.

(No. 4-53) The Center should implement procedures for forwarding delinquent accounts to the BRC.

(No. 4-54) The Outpatient Billing Control Report should be used as a control to ensure that all patients are billed.

(No. 4-55) The Center's Billing Office Supervisor should review the Billing Control Reports periodically and follow up on all unbilled accounts.

(No. 4-56) The Center's Billing Office and Patient

Financial Services Department both should report administratively to the same hospital.

(No. 4-57) Steps should be taken to improve the flow of billing instructions from the Patient Financial Services Department.

(No. 4-58) The Center install a system of accounts receivable control accounts.

(No. 4-59) The Center periodically reconcile the patient ledger cards to the control accounts (preferably monthly).

(No. 4-60) The Center's perpetual inventory cards indicate each supply item's reorder point and standard order quantity.

(No. 4-61) The Center make arrangements to dispose of excess supplies.

(No. 4-62) Envelopes containing mail receipts should be opened and listed by someone other than the cashier or a Billing Office employee.

(No. 4-63) The Center's Accounting Section should reconcile the mail receipts listing to the cashier's deposit slips.

#### **Santa Monica West Mental Health Services Center**

(No. 4-64) The Center take steps to encourage prompt patient financial screening.

**5. Aid to Families with Dependent Children Program** This audit was made because of the size of the budget and because there had not been a recent audit of this department.

The contract auditor concluded that "considerable further effort is required to reduce error rates to the federal target levels."

#### **Summary of Recommendations:**

##### **Aid To Families With Dependent Children Program**

(No. 5-1) Continue to encourage efforts to simplify the administration of the AFDC Program.

(No. 5-2) DPSS continue to make every effort to achieve greater procedural standardization and uniformity in the earned and nonearned income area.

(No. 5-3) DPSS work with the State to clarify procedures and definitions related to the transportation allowance.

(No. 5-4) DPSS should emphasize the importance of documenting the viewing of pay-stubs.

(No. 5-5) Form PA 137 should be revised to provide a check-off to signify that the pay-stub has been viewed.

(No. 5-6) Establish monthly reporting to identify when the youngest child in a family budget unit reaches six years of age.

(No. 5-7) Implement the proposed school attendance monitoring system as quickly as possible.

(No. 5-8) Clarify procedures to implement the policy statement. "whose illness is obvious".

(No. 5-9) Establish procedures to reaffirm on a

quarterly basis the incapacity of individuals exempted from employment registration because their illness was obvious.

(No. 5-10) Take steps to emphasize the importance of obtaining the client's signature on form ABCDM-228.

(No. 5-11) Explore the feasibility of a staggered monthly processing cycle to avoid present peak load requirements.

(No. 5-12) Date stamp all incoming WR-7's.

(No. 5-13) Improve supervisory effectiveness by devoting more of their time to on-the-job training, review of policy application and general supervision.

(No. 5-14) Further refine the caseload yardsticks to reflect type of case and activity.

(No. 5-15) Implement the use of intake screeners at all district offices.

(No. 5-16) If cost justified, use microfilming of certain case file material at all offices.

(No. 5-17) DPSS, in conjunction with the CAO's office, pursue the possibility of converting as many of the present memo billings to direct charges as possible.

**6. Chief Administrative Office-Capital Projects Division** This division was audited because of the large amount of monies being handled and because there had not been a recent audit by the Grand Jury. The contract auditor in summarizing his remarks concludes "that the county's long-range planning for capital projects is not effective."

#### **Summary of Recommendations:**

##### **Board of Supervisors**

(No. 6-1) Board of Supervisors establish a policy requiring their formal approval and periodic updating of the long-range capital project plan.

(No. 6-2) Board of Supervisors should establish

policies and ground rules for long-range capital project planning.

(No. 6-3) Board of Supervisors should require that the CAO formally integrate long-range capital project planning with budget recommendations.

(No. 6-4) Board of Supervisors should establish

the practice of approving the long-range capital project plan at the same time the current year capital project budget is approved.

(No. 6-7) Board of Supervisors encourage legislative action to establish consistent requirements for all County long-term financing arrangements.

### **Capital Projects Division**

(No. 6-5) Capital Projects Division should complete and refine procedures for long-range capital project planning, obtaining Board approval, and periodic updating.

(No. 6-6) Define information required and reporting frequency for Department of Facilities input to long-range capital project planning.

(No. 6-8) Copies of appropriation adjustments

should be distributed to all affected analysts in the Capital Projects Division.

(No. 6-9) The Capital Projects Division should request that the Department of Facilities provide a reconciliation of the Facilities and Auditor-Controller cost reports.

(No. 6-10) Develop a routing procedure for input to the capital project files that assures the responsible analyst has seen the documentation being filed.

(No. 6-11) Refine the format for capital project files to ensure easier access.

(No. 6-12) Cross reference documentation that pertains to more than one capital project file.

(No. 6-13) Prepare and update summary cards for all capital projects.

(No. 6-14) Establish a schedule for early completion of the initial Capital Projects Staff Manual.

### **7. Treasurer-Tax Collector-Retirement Division**

This division of the Treasurer-Tax Collector's Department was chosen for an audit because it has an approved 1974-75 budget of \$101,791,208 and has not been audited by the Grand Jury for several years. Based upon the results of their review, Coopers & Lybrand report that "current contribution rates reflect a significant under-estimate of the pensions payable at retirement. In addition, numerous procedural, control, and reporting improvements need to be made in connection with the Retirement System."

### **Summary of Recommendations:**

#### **Board Of Investment**

(No. 7-1) The salary scale used to determine contribution rates should include a provision for average expected increases due to inflationary pressures.

(No. 7-2) The contribution rates for the cost-of-living benefit should recognize the impact of inflation over the full lifetime of the retired employees and their beneficiaries.

#### **Treasurer-Tax Collector**

(No. 7-3) Reconcile detail members' reserve accounts to the general ledger control accounts each month.

(No. 7-4) Log transaction dollar control totals on the batch control log and compare to transaction register totals.

(No. 7-5) Record error date, amount of any difference, and correction date on the batch control log.

(No. 7-7) Retirement Division should follow up all exceptions on the payroll exception list.

(No. 7-8) Revise monthly transaction register to show dollar totals for each type of transaction.

(No. 7-9) Eliminate producing the "members adding new other contributions" and the "members ending other contributions" computer runs unless they are required by another department.

(No. 7-10) Cross-train another employee to control input of members' account transactions to Data Processing.

(No. 7-13) Notify terminated employees of their

credit on the books of the Retirement System within the 90 days prescribed by law.

(No. 7-14) Make final determination on unpaid balances of terminated employees on a timely basis.

(No. 7-15) Evaluate feasibility of temporarily expanding staff to process military/federal buy-back claims.

(No. 7-16) Study the feasibility of microfilming active member's ledger cards and transferring all cards to storage.

(No. 7-17) Redesign Data Processing input documents for new retirees into one form.

(No. 7-19) compare totals on computer print-out of changes inputted for retired members to batch control log.

(No. 7-20) Accounting reconcile the monthly total of payments to retirees to prior month's totals.

(No. 7-21) Compare monthly insurance deduction register summary to the current month's Data Processing input.

(No. 7-22) Reconcile the insurance deduction register and the insurance company reports monthly.

(No. 7-23) Improve security over unissued warrants, checks and the signature plate.

(No. 7-24) Independent warrant and check signer should control their mailing and cancellation of supporting documentation.

(No. 7-25) Accounting should reflect failed-to-deliver transactions in preparing financial reports.

(No. 7-26) Cancel returned warrants after reasonable attempts to locate addressee have failed.

(No. 7-27) Bank statements should be received



unopened by person responsible for reconciling the bank accounts.

(No. 7-28) Provide for control by two independent individuals over bond access and transfer.

(No. 7-29) Submit bond purchases and sales to Data Processing on a regular, timely schedule.

(No. 7-30) Issue prenumbered cash receipt forms at the time remittances are received at the counter.

(No. 7-31) Prepare a list of mail remittances as the mail is opened. Accounting should compare this list to the cash receipts book.

(No. 7-32) Follow the published guidelines on accounting and reporting for governmental agencies in preparing the annual financial statements on the Retirement System.

(No. 7-33) Include statement of changes in reserve balances in financial statements.

(No. 7-34) Consider including footnote disclosure of significant accounting policies, market value of securities held and other disclosures as may be required to make the financial statements complete and not misleading.

(No. 7-35) Provide a listing of the investment portfolio in annual report disclosing name of security, interest rate, maturity, par value, unamortized premium or discount and carrying value.

(No. 7-36) Obtain an actuarial determination of the balances currently required to cover the present value of future retirement and other benefits and establish reserves based on such actuarial findings.

#### **Auditor-Controller**

(No. 7-6) Auditor-Controller should code changes in payroll status that affect retirement deductions.

(No. 7-12) Update payroll master file and retirement master file for new members from the same input form.

(No. 7-18) Redesign the Data Processing input documents for retiree insurance deductions into one form.

#### **Personnel Department**

(No. 7-11) Use an "Incoming Employee Report" which includes member birth date.

### **8. City of Compton— Model Cities Program**

This Grand Jury has been very interested in the problem of people living in blighted neighborhoods. The Model Cities Program was designed to demonstrate how the living environment and general welfare of the people can be improved. We decided that we should see if the programs were successful and if the sizable sums of money being allocated to the programs were accomplishing the objectives. Since funds were not available to check all of the programs in the county, the Compton program was selected as representative.

#### **Conclusions of Contract Auditor**

Nothing came to our attention during this limited examination, except as noted in the report, that would lead us to believe that within the City of Compton Model Cities Program (a) the procedures for safeguarding Model Cities Program assets are not adequate and are not being maintained, (b) internal controls and accounting procedures are not adequate and are not being followed, and (c) statutory requirements and established administrative policies and procedures are not being substantially followed.

However, based on the results of our review as summarized in the body of this report, we conclude that the Compton Model Cities Program has serious administrative deficiencies in the areas of:

Defining project objectives  
Evaluation of projects, and  
Follow up and disposition of audit findings.

#### **Summary of Recommendation:**

##### **City of Compton-Model Cities Program**

(No. 8-1) Establish specific, measurable goals for each project during the planning phase.

(No. 8-2) Define contracted services precisely enough to insure that project objectives are carried out.

(No. 8-3) Establish requirement and procedures to evaluate projects in measurable, quantitative terms.

(No. 8-4) Establish procedures to follow up on findings in project evaluation reports.

(No. 8-5) Establish procedures to insure proper follow-up and disposition of audit findings.

(No. 8-6) Install an organized system for project records and documentation.

(No. 8-7) Reconcile monthly the detail cost folders to the general ledger.

(No. 8-8) Reconcile the HUD reports to the general ledger.

**9. Public Administrator—Public Guardian**

This Department was audited because Section 920 of the Penal Code requires the Grand Jury to investigate sales, transfers and ownership of land which, under the state laws, might or should escheat to the state. Nothing was discovered in the audit to indicate that statutory requirements were not being complied with. The contract auditor made the following recommendations:

**Summary of Recommendations:**

**Public Administrator—Public Guardian**

(No. 9-1) Require the investigation and explanation of discrepancies between initial examination reports, property sheets and/or amounts deposited in the Public Administrator's vault or placed in the warehouse.

(No. 9-2) Establish written procedures and criteria for the investigation and administration of estates.

(No. 9-3) Develop control procedures and methods for the maintenance of estate files.

(No. 9-4) Establish a central control listing of active estates that indicates the status and persons responsible for their handling.

(No. 9-5) Design and implement a cover sheet listing required documentation or steps to be taken. Provide space for the date and name or initials of persons obtaining required documentation or performing required functions.

(No. 9-6) File materials in a logical sequence, such

as that provided by a file index (Recommendation No. 9-5).

(No. 9-7) Eliminate photocopies or other duplicate copies of documents from estate files.

(No. 9-8) Establish procedures to insure supervisory review of the status of delinquencies on notes receivable.

(No. 9-9) Take steps to decrease the amount of time required for processing requests for payment.

(No. 9-10) Adhere to established procedures to insure that all check requests result either in the issuance of checks or notification to Property Management as to the reasons for nonpayment.

(No. 9-11) Establish procedures to accelerate the processing and recording of rental receipts.

(No. 9-12) Send delinquency and eviction notices on a timely basis.

(No. 9-13) Consider possible alternative methods for rental of property to improve the occupancy rate.

(No. 9-14) Determine early in the administration of an estate whether real property should be sold or distributed in kind.

**10. Treasurer—Tax Collector**

The last Grand Jury audit of this department occurred in 1970 which prompted us to ask Coopers & Lybrand to conduct this review. They had the following recommendations designed to improve some of the functions of the office:

**Summary of Recommendations:**

**Treasurer—Tax Collector**

(No. 10-1) Evaluate the desirability of seeking legislation to remove the requirement for refund of partial tax installment payments.

(No. 10-2) Consolidate the preparation of refund lists.

(No. 10-3) Mail tax refund explanation with the refund warrants rather than separately.

(No. 10-4) Encourage additional financial institutions to forward magnetic transaction tapes along with remittance.

(No. 10-5) Study the feasibility of billing financial institutions by magnetic tape.

(No. 10-6) Review the administrative costs of business licensing and adjust fees accordingly.

(No. 10-7) Update business license fee schedule more frequently in the future.

(No. 10-8) Control installment payments to insure that the system is working properly.

(No. 10-9) Study the feasibility of prenumbering

all warrants in order to utilize automated equipment for processing.

(No. 10-10) Study the cost effectiveness of sorting and depositing checks in the bank they are drawn upon.

(No. 10-11) Document Banking Division procedures.

(No. 10-12) Establish procedures to insure all County bank accounts are authorized and coordinated by the Treasurer.

(No. 10-13) Establish procedures to insure that agencies normally make all deposits directly to accounts under control of the Treasurer.

(No. 10-14) Combine the Banking Division and Cash Management.

(No. 10-15) Work with Auditor—Controller to develop and implement a system for allocating investment income based on average daily balances.

(No. 10-16) Eliminate department revolving accounts and institute reimbursement accounts for such expenditures.

(No. 10-17) Continue to encourage legislation to expand types of investments available for County use.

**11. Auditor-Controller Disbursements Division** This audit was prompted because of the large sums of money which this division is responsible for handling. The auditor in summarizing his review stated that "there are significant weaknesses with respect to controls over the processing of warrants" and made the following recommendations:

### **Summary of Recommendations:**

#### **General Claims Section**

(No. 11-1) Use preprinted warrant numbers that can be processed by electronic sorting equipment.

(No. 11-2) Require proofreaders to be accountable by number for warrants handled by them.

(No. 11-3) Improve controls over warrant processing between the proofreading and final handling stages.

(No. 11-4) Implement meter controls over the use of the check signing machine.

(No. 11-5) Implement improved control procedures over warrants returned to General Claims.

(No. 11-6) Implement an automated vendor payment system.

(No. 11-7) Utilize protective paper for General Claims warrants.

(No. 11-8) Coordinate mailing of letters of explanation and refund warrants issued to taxpayers.

#### **General Claims Section, Trust Unit**

(No. 11-9) Use prenumbered warrants exclusively and eliminate the use of non-prenumbered stock.

(No. 11-10) Establish meter controls over the trust unit's use of the mechanical check signer.

(No. 11-11) Implement improved control procedures over warrants returned to the trust unit.

#### **Special Claims Section**

(No. 11-12) Retain W-4's or similar forms in accordance with IRS regulations.

(No. 11-13) Implement the six digit employee numbering system as soon as possible.

(No. 11-14) Take steps to enforce existing County procedures for timely submission of payroll exception reports.

(No. 11-15) Automate the determination of premium rates and the computation of overtime payments.

(No. 11-16) Special Claims request Data Processing to upgrade the physical security over printed payroll warrants and blank stock held overnight.

(No. 11-17) Use protective paper for payroll warrants.

(No. 11-18) Segregate the duties of manual warrant preparation and issuance.

(No. 11-19) Establish meter controls on the mechanical check signer used for manually prepared payroll warrants.

(No. 11-20) Establish central control over the disposition of unclaimed payroll warrants.

(No. 11-21) Establish procedures to determine that all warrants erroneously issued to terminated employees have been canceled.

(No. 11-22) Implement improved control procedures over payroll warrants returned to Special Claims.

#### **Transportation Section**

(No. 11-23) Maintain the credit card control log in a format that facilitates the follow-up of outstanding items.

(No. 11-24) Follow up outstanding credit cards on a timely basis.

(No. 11-25) Mail warrants for transportation services through regular channels.

**12. Purchasing and Stores Department** This department was audited because a full audit by the Grand Jury had not been conducted for several years, and Mr. H. E. Davis, Jr., Purchasing Agent, requested an audit. The contract auditor had the following recommendations:

### **Summary of Recommendations:**

#### **Purchasing and Stores Department**

(No. 12-1) Review County-wide inventories and determine whether savings can be realized by consolidating additional inventories or items under the control of Central Stores.

(No. 12-2) Develop a program to reverse the recent trend of declining inventory turnover.

(No. 12-3) Develop procedures to compile and report additional operating data for the purchasing activity.

(No. 12-4) Take steps to accelerate completion of project to update the Standard Operating Procedures Manual.

(No. 12-5) Establish the Standard Operating Procedures Manual as a loose-leaf document.

(No. 12-6) Organize the additions and changes to the Standard Operating Procedures Manual so they are cross-referenced and distributed to the manual holders.

(No. 12-7) Establish a standard format for the Standard Operating Procedures Manual.

(No. 12-8) Develop formal training programs for deputy purchasing agents.

(No. 12-9) Obtain formal vendor evaluations from user departments when renewing contracts.

(No. 12-10) Strengthen procedures for review and approval of POC's in payment of freight invoices.

(No. 12-11) Enforce adherence to monetary limits indicated on the Purchase Order Checks.

(No. 12-12) Establish controls over the issuance and processing of Purchase Order Check forms.

(No. 12-13) Limit access to blank Purchase Order Check forms.

(No. 12-14) Establish more stringent controls over the accessibility of the facsimile signature plate.

(No. 12-15) Establish high priority for early implementation of corrective action to eliminate bottlenecks in typing purchasing documents.

(No. 12-16) Establish procedure requiring supervisory review of all large purchases over a predetermined amount.

(No. 12-17) Review the record retention system to

determine the most effective way to meet present and future requirements.

(No. 12-18) Establish uniform guidelines for the scope and frequency of internal reviews of purchasing personnel.

(No. 12-19) Develop uniform procedures and guidelines for circumstances in which Traffic Section should prepare a shipping cost analysis.

(No. 12-20) Develop additional data on freight costs by vendor and location.

(No. 12-21) Establish formal procedures for obtaining and documenting a Traffic review of transportation costs.

(No. 12-22) Consider the use of an outside service to audit freight classifications and rates.

(No. 12-23) Review staffing of the Traffic Section in relation to duties performed.

- 13. Insurance** The very sizeable budget of this department prompted us to ask for a "scoping" of the department. The contract auditor reported after his initial review that "the major portion of budgeted expenditures for insurance relate to employee benefit plans," and that "the county is selfinsured for most property damage and liability risks with some exceptions." Upon receipt of this information it was decided against proceeding further with the audit.

## Summary of Committee Investigations

- A. Questionnaire on Needs of County Officers** Penal Code Section 928 requires the Grand Jury to investigate the needs of all county officers. To accomplish this it was decided that a questionnaire be formulated and sent to all department heads. The replies received were complete, informative, and thoughtful, and the Grand Jury expresses appreciation to those who prepared them.

After careful review of all the replies, pertinent information relating to needs, suggestions, etc., was extracted from the reports, compiled into booklets and forwarded to the Supervisors, Department Heads, or Officers who would be most interested in the information.

- B. Legislation** At the start of our term it was pointed out in a County Counsel's opinion that the Grand Jury was not authorized by Penal Code Section 926 to contract with an independent auditor for management audits of county departments but was limited to the payment for a fiscal audit only. The committee agreed that the solution was to obtain a legislative change authorizing the payment to a contract auditor for management-type audits.

Assemblyman Knox was contacted and agreed to amend AB 4424, a bill involving Grand Juries, to include our proposed change. The bill was passed, signed by the Governor. It is now possible for all grand juries in California to pay for management as well as fiscal audits.

- C. Salaries of Certain County Officers** It is the responsibility of the Grand Jury impaneled in an even numbered year to investigate and report upon the salaries of the District Attorney and the County Auditor. The Grand Jury may also investigate and report upon the salaries of the Board of Supervisors as often as may be required.

It is the feeling of the Grand Jury that in view of their responsibilities the County Board of Supervisors should be the highest paid officers in the county. This would recognize their importance as the governing body of the county and at the same time eliminate the tendency towards a compaction of salaries of other officers of the county.

The salary of the District Attorney was found to be inadequate because it is creating a salary compaction.

The salary of the County Auditor-Controller was found to be adequate. However, we did note a disparity in salary levels of his Division Chiefs which should be reviewed.

**Recommendation:**

1. The Grand Jury recommends that enabling legislation be enacted to set the remuneration of the members of the Board of Supervisors at 125% of that paid Superior Court judges and the District Attorney's salary at 120% of that paid Superior Court judges.

GEORGE E. COWGILL, *Chairman*  
PAUL B. CRAMER, *Vice-chairman*  
ROSE S. HACKMAN, *Secretary*

LAWRENCE GREENER  
ELMER H. MEYER  
JESSE L. ROBINSON

## II. The Criminal Complaints Committee

**Purpose and Scope** The Criminal Complaints Committee has specific responsibilities in matters involving the Grand Jury's response to requests for criminal investigations and prosecution.

**Areas of Concern** These include:

- A. Case control: The decision as to which cases brought by the District Attorney will be heard for possible indictment by the Grand Jury.
- B. The review of written requests from the public for Grand Jury assistance in what may be criminal matters.
- C. The investigation and recommendation of action in requests from County officials for criminal investigations.

### Summary of Investigations

**A. Case Control** In the first 10 months of the Grand Jury's term, the Criminal Complaints Committee accepted 25 cases from the District Attorney and declined to hear 3. Indictments were brought in 25 cases involving 88 defendants. The jury declined to indict 3 defendants. As of May 1, 1975, of the 85 defendants indicted, 10 had been convicted, 2 were dismissed and 73 were awaiting trial.

Slightly more than one-third of this Grand Jury's time was devoted to hearing cases for indictment.

**B. Requests from the public** There were 201 communications concerning criminal matters received by the Grand Jury during the first ten months of its term, of which 117 were from private citizens.

Of these, 18 were considered of sufficient importance to be referred to the District Attorney's Special Investigations Division for investigation.

Thirty-eight were answered directly after consultation with the Grand Jury legal advisor.

Many letters involved matters not within the jurisdiction of the Grand Jury. Of these, 14 were referred to other agencies.

Other correspondence directed to the Criminal Complaints Committee was acknowledged with an explanation and whatever helpful information seemed appropriate.

**C. Requests from County Officials** There were 12 requests for criminal investigations received from county officials. One resulted in a criminal indictment by the Grand Jury. In the others, the committee and the jury did not find evidence to justify criminal prosecution.

**Comment** The Criminal Complaints Committee is concerned that many of these requests and the accusations on which they were based received widespread publicity before they were referred to the Grand Jury. Whenever the jury finds there is no reason to prosecute criminally, that decision receives little or no public notice.

A traditional role of the grand jury and a justification for its rules of secrecy is the protection of innocent persons from ill-founded charges. This protection is violated when charges are made public without equal opportunity for refutation. Premature publicity creates an unfair impression which can be damaging to innocent persons, departmental morale and public confidence.

This does not imply that Grand Jury confidentiality is a shield for criminal wrongdoers. When a grand jury investigation results in a criminal indictment, the transcript later becomes public, and there is opportunity for the press to report it.

**Recommendation:**

1. The Grand Jury recommends that officials (and private citizens) exercise restraint in directing publicity to criminal charges they intend to refer to the Grand Jury.

NANCY MANELLA, *Chairman*  
SHERMAN B. HUDNELL, *Vice-chairman*  
R. PRISCILLA BEATTIE, *Secretary*  
AUDREY M. IRMAS  
DONALD F. ISAACSON

ELEANOR LEVINE  
GLENN REEDER  
THOMAS L. SANDERS  
DOROTHY A. SHERRETT

### III. The Department of Public Social Services Committee

**Purpose and Scope** Today one out of every eight persons in Los Angeles County is on some form of public assistance. The budget for welfare is \$896,000,000 for the fiscal year 1974-75, more than 160 percent higher than it was ten years ago. The federal and state governments pay 78 percent of this amount and Los Angeles County pays the remaining 22 percent or \$197,000,000. This program requires 13,700 County employees to administer.

The Department of Public Social Services Committee has studied problems related to Los Angeles County's welfare aid to the poor. We made a study of welfare district offices throughout Los Angeles County by personal visits to the facilities and conferences with executives and their staffs. Members of the Committee spent one week attending hearings in the City of Compton where welfare problems were discussed. We interviewed welfare recipients and attended Welfare Rights Organization meetings. Furthermore, we have studied various reports including the 1974 report of the Commission to Review Public Social Services in Los Angeles County, Governor Ronald Reagan's September 1974 *Blueprint for National Welfare Reform* and the 1975 *Time for Change* update by the County Welfare Director's Association of California.

**Areas of Concern** We directed our attention to the following:

- A. Food Stamps
- B. A proposed ceiling on Gross Income of Aid to Families with Dependent Children recipients
- C. Suggested procedures concerning AFDC application
- D. Photo identification for welfare recipients
- E. Welfare aid to illegal aliens
- F. Children in foster homes
- G. Economic, employment and crime conditions in depressed areas as they affect welfare
- H. Replacement of welfare and public assistance with a system guaranteeing employment.

**A. Food Stamps** The Committee made an in-depth study of the Food Stamp program.

The following statistics from the Department of Public Social Services and the staff of the Commission to Review the Department of Social Services in Los Angeles County give an overall concept of the size of the program.

	Federal	State of California	Los Angeles County
<b>Number of Recipients</b>	18,000,000	1,500,000	700,000
<b>Value of Food Stamp Bonus</b>	\$2.7 billion	\$253 million	\$132 million
<b>Administrative Costs</b>	\$700 million	\$68 million	\$34.4 million



Some aspects of the Food Stamp program need administrative corrections. However, there is a built-in high risk of criminal abuse which is much more difficult to overcome.

As an example of administrative inefficiency, most recipients of welfare cash payments are automatically eligible for Food Stamps, yet the welfare eligibility worker must process two separate sets of application forms, one for the welfare cash payment and the other for the Food Stamp program. Both of these eligibility determinations are lengthy, involve separate eligibility criteria, and require different and sometimes conflicting procedures. Primarily as a result of this unnecessary complexity, the Department's own investigations establish that 46 percent of Food Stamp eligibility determinations contain errors.

The duplicate administration of these programs is unnecessary and wasteful, and it results in undue delays and a greater possibility of error in determining the amount of welfare benefits. There would appear to be no logical reason why the eligibility rules for the Food Stamp program and the welfare cash payment program could not be made compatible. If a standard form were used for both programs, they could be processed by a single computerized computation.

We learned that food stamps are extremely vulnerable to fraudulent practices. In many instances, applicants falsify the information required to establish eligibility for food stamps.

Federal regulations by the Department of Agriculture are frequently contradictory to those of the Los Angeles County DPSS and to State regulations which are directed from the U.S. Department Health, Education and Welfare. The conflicting regulations are subject to a variety of interpretations by eligibility workers. This confusion increases the rate of error.

Unlike paychecks and welfare warrants, food stamps can be negotiated at markets without a signature. Food stamp recipients are issued an identification card with a number matching the number of the food stamp booklet. However, this card does not include a photograph or a signature. Thus there is no positive method of identifying legitimate food stamp recipients. Merchants are guaranteed that they will be paid for all food stamps they accept. Food stamps are, therefore, nearly as negotiable as currency.

We are aware of the argument that food stamps compel the poor to spend their money on food rather than on alcohol and tobacco. However, our investigation reveals this to be untrue since there is a black market in food stamps for those recipients who choose to abuse the program.

**Recommendation:**

1. The Grand Jury recommends that the Board of Supervisors continue to urge the federal government to cash out food stamps for welfare recipients and consolidate them into the normal welfare program by adding the amount of the food stamp bonus to the welfare check. It is estimated that this would save \$12.3 million in administrative costs annually in Los Angeles County.

The Food Stamp program is presently administered separately by the Department of Agriculture. Los Angeles County should continue to advocate transferring the administration of the program to the Department of Health, Education and Welfare. This Committee sees no justification for having, in effect, two separate systems to distribute welfare funds. Food stamps are used simply to supplement other welfare programs and are, therefore, a duplication of government services. Combined supervision of the welfare cash payment program and the Food Stamp program by a single administering agency should lead to greater administrative effectiveness, simplified administration, and reduced costs to the taxpayer.

**Recommendation:**

2. The Grand Jury recommends that the Food Stamp program, if it is not cashed out as suggested above, be transferred from the Department of Agriculture to the Department of Health, Education and Welfare.

**B. A Ceiling on Gross  
Income of AFDC  
Recipients**

Federal law has encouraged Aid to Families with Dependent Children (AFDC) recipients to secure employment and leave the welfare rolls by providing incentives applicable to earned income. However, because of the lack of legislative safeguards and controls, abuses are not uncommon.

**Recommendation:**

1. The Grand Jury recommends that the Board of Supervisors urge federal legislators to establish a ceiling on gross income an employed welfare recipient may earn and remain eligible for AFDC. This ceiling should be 150 percent of the Basic Standard of Adequate Care for a family, which amount is set by the State Department of Benefit Payments and varies according to the size of the family.

**C. Suggested Procedures  
Concerning AFDC  
Application**

The Committee investigated the problem of locating absentee fathers who fail to support their children.

**Cooperation between  
Eligibility Worker and  
Deputy District Attorney**

As soon as an applicant tells the eligibility worker or face sheet clerk that the father is absent from the home, the applicant is immediately referred to the district attorney's office. On occasion, the eligibility worker or face sheet clerk may tell the applicant that she does not have to disclose information about the absentee father to the deputy district attorney or investigator.

The applicant's noncooperative attitude in this matter impedes the investigation and may prevent the deputy district attorney from securing certain rights to which the children are entitled if the missing father can be located.

**Recommendation:**

1. The Grand Jury recommends that a greater degree of cooperation be required between the eligibility worker and the deputy district attorney at the welfare district office level, and that eligibility workers and face sheet clerks be given instruction to enable them to work more effectively with deputy district attorneys.

**Verification of AFDC  
Dependents**

The Committee has learned that it is possible for an applicant to fraudulently file for AFDC in several districts by using a number of different aliases and

claiming aid for children who are not hers even though they accompany her to the office.

In these instances the investigator established that the children were fictitious by checking school enrollment records in the district where the family allegedly resided.

**Recommendation:**

2. The Grand Jury recommends that when an applicant claiming school-age dependents applies for AFDC, the eligibility worker should obtain verification of school attendance from the applicant.

**D. Photo Identification of Welfare Recipient**

Photo identification cards would minimize fraudulent cashing of welfare checks and food stamps and would reduce by \$1.1 million dollars annual welfare forgery losses to the Los Angeles County business community. The identification card would also curtail theft, black market dealings and counterfeiting of food stamps. It would enable welfare recipients to cash their welfare checks without paying an exorbitant service charge, and it would curtail the losses of merchants who cash fraudulent welfare checks.

**Recommendation:**

1. The Grand Jury recommends that the state institute a photo identification system for welfare and food stamp recipients, making it mandatory to present the identification card when cashing welfare checks.

**E. Welfare Aid to Illegal Aliens**

In February of 1975, a Sacramento Superior Court judge signed a preliminary injunction to the effect that welfare aid could not be denied to most illegal aliens. The Los Angeles County Department of Public Social Services has now received instructions from the State Department of Benefit Payments which implement the decisions contained in the preliminary injunction with respect to the handling of claims by aliens for Aid to Families with Dependent Children (AFDC).

Prior to the injunction, an alien applying for AFDC had to declare that he or she was in this country legally and was entitled to remain here indefinitely. This was done by completing State form WR-6, which was then submitted to the Immigration and Naturalization Service of the United States Government. If the INS report was returned with the information that the subject had entered illegally, or was under an order of deportation, or if the INS had no record of the alien, then aid was discontinued.

Based on the preliminary injunction, an alien has only to declare that he or she is not under order of deportation. Under such conditions aid will be granted to illegal aliens providing they are not under an INS order of deportation and have so stated. An alien cannot be refused aid based upon the INS not having found any record of lawful entry.

As it now stands under the preliminary injunction it is possible for illegal aliens to receive AFDC benefits as long as INS has no outstanding deportation order and they are otherwise eligible.

Some illegal aliens had refused to sign the WR-6 form before the preliminary injunction was issued, and for this reason were denied aid. More than 2,000

aliens have followed this procedure since the State WR-6 form was inaugurated. It is expected that as many as 4,000 more aliens will follow this course in Los Angeles County in 1975. All of them will be eligible for aid pending INS verification of their deportation status. The estimated cost of aid to these aliens might run as high as \$3.7 million per year.

It should be recognized that illegal aliens may be needy and should be helped temporarily, but this responsibility should rest with the Federal Government and not with the AFDC program.

Senator Newton Russell's State Senate Bill SB 403 would require aliens seeking welfare aid to sign affidavits under penalty of perjury to show proof that they are legally residents of the United States.

**Recommendations:**

1. The Grand Jury recommends that the Board of Supervisors support State Senate Bill SB 403.
2. The Grand Jury recommends that the responsibility for aiding illegal aliens should be borne entirely by the Federal Government.
3. The Grand Jury further recommends that the Federal Government more rigorously locate and deport illegally entered aliens.

**F. Children in Foster Homes**

Presently the Department of Public Social Services encourages natural parents to keep close contact with their child when that child is living in a foster home. In cases where the child has been removed from the home of his natural parents because they have failed in their duty as parents, the natural parents should not be allowed to continue destructive influence over the child. The Committee believes that juvenile authorities unduly delay removing children from destructive home environments and this should not occur. Further, the environment in a foster home should be made as close as possible to that in a normal home. The county should provide sufficient remuneration to foster parents so that there is no financial loss involved in performing their demanding role. This will provide an incentive to foster parents and will keep more children out of institutions where care is more costly.

The Committee has learned that relatives are not eligible for financial assistance when they care for a related foster child. The Committee believes that it is preferable for a foster child to be placed with a relative and that the relative should be eligible for foster child care financial assistance just as any other foster parent. Foster children often go from home to home and institution to institution without ever having the opportunity to become attached to a family and place roots in a community. These children find it hard to trust or love others when their experience in life has been that every trust and every love bond they have ever known has been severed. Every effort should be made to keep the foster child in the same foster home.

**Recommendations:**

1. The Grand Jury recommends that the Courts be encouraged to remove children from destructive home environments at as early an age as possible, when all other avenues to preserve the family as a unit have failed.
2. The Grand Jury recommends that the Department of Public Social Ser-

vices be encouraged to keep a child in the same foster home unless it seems advisable to return the child to its natural parents.

3. The Grand Jury recommends that a relative be paid Foster Care Parents' rates for a foster care child when that relative would not otherwise be able to care for the child because of lack of financial means. At this time the child should be taken off welfare and put under the Foster Care Program. Care should be exercised that abuses in this program do not occur.

4. The Grand Jury recommends that a substantial increase be made in the payment of all categories of foster child care.

**G. Study of Economic, Employment and Crime in Depressed Areas in Los Angeles County**

The Committee learned as a result of the Special Committee hearings in the city of Compton that the Compton community is gravely concerned with their deteriorating economic situation. We were informed that Compton has an unemployment rate of 18 percent, the highest in the County, and that 58 percent of the population is on some form of public assistance. This situation must be corrected because it is getting worse.

**Recommendation:**

1. The Grand Jury recommends that the Board of Supervisors commission a task force to undertake a thorough study of the economic, employment and crime conditions in the city of Compton and other inner-city areas of Los Angeles County in an effort to devise and institute programs to stimulate business, curb lawlessness, and create employment opportunities.

**H. Replace Welfare**

The problem of providing employment for every person willing to work in a highly industrialized America has been of concern to the business community, political leaders and economists.

Anyone able to work who has been unable to find employment should be of concern to the public. If a person does not have skills necessary to fill a position he should be given the training required for a job placement.

Employment is the answer to a sound economy, not welfare programs. Employment provides an individual with a sense of dignity and self-respect while welfare robs the recipient of these fundamental qualities.

**Recommendations:**

1. The Grand Jury recommends that a national program of work security be instituted by the Department of Labor and the State Department of Employment Development and by business and labor, working cooperatively, to provide jobs for able-bodied and handicapped persons willing to work.

2. The Grand Jury recommends a major expansion of federal and state job training programs for the semi-skilled and unskilled and that these persons be paid an adequate wage while undergoing job training.

3. The Grand Jury recommends that public works programs be developed to provide temporary employment when private employment is not available.

MONICA C. MICCICHE, *Chairman*

PAUL CRAMER

DOROTHY A. SHERRETT, *Vice-chairman*

LAWRENCE GREENER

ELIZABETH M. DITHRIDGE, *Secretary*

JOHN D. MYERS

AKIKO ABE

## IV. The Education Committee

**Purpose and Scope** The Education Committee traditionally studies problems of school systems in Los Angeles County.

**Areas of Concern** Because inner-city problems spread to the total community, and because problems in the city of Compton are representative of those in many deprived communities, the Education Committee concerned itself with the quality of education in the Compton Unified School District, specifically:

- A. The need for additional vocational training
- B. Financial operation.

### Summary of Investigation

The Compton Unified School District's educational program has deteriorated over the past 15 years. In 1960 reading scores were in the 23 percentile; 15 years later they are in the one percentile.

**A. Vocational Training** In a school district where a very low percentage of students goes on to college, it is absolutely necessary that a good vocational program be an essential part of the curriculum. The vocational program in the Compton Unified School District has been severely curtailed over the past five years. If Compton is to serve the needs of its young people, the Compton Unified School District must have a good vocational program to train students for entry into the job market upon graduation from high school.

#### **Recommendation:**

1. The Grand Jury recommends that the Los Angeles County Superintendent of Schools, in cooperation with the Compton Unified School District Board of Trustees, establish and/or upgrade vocational and occupational programs in the school district so that those students who do not aspire to a college education may be better equipped to enter the job market upon graduation from high school.

**B. Financial Operation** The Compton Unified School District's financial problems are many and for a great number of reasons. It was necessary to borrow one and one-half million dollars, repayable over a period of three years, for 1973-74 supplemental financing.

In 1973 "A Study of the Financial Aspects of the Compton Unified School District" conducted by the Los Angeles County Superintendent of Schools, pointed out many areas that needed correcting.

In 1975, a study of the Compton Unified School District conducted by the School District Management Assistance Team of the California State Department of Education made 62 recommendations for corrective action in many areas. Chances are slight for positive educational reforms and development within school districts preoccupied with financial troubles.

**Recommendation:**

1. The Grand Jury recommends that the Los Angeles County Superintendent of Schools initiate and promote statewide legislation enabling a County Superintendent of Schools to assume management of any school district within his jurisdiction that is in serious financial trouble.

GLENN W. REEDER, *Chairman*    MONICA C. MICCICHE, *Secretary*    CARL RODGERS

## V. The Environmental Committee

**Purpose and Scope** The Environmental Committee chooses its subjects for study from the wide range of issues affecting the physical surroundings and quality of life in Los Angeles County.

**Areas of Concern** This year's committee confined its investigations to two areas:

A. Energy

The Committee examined the factors affecting the national fuel shortage and attempted to arrive at an energy policy compromise balanced between national needs and legitimate environmental concerns.

B. Mass Transit

The congestion and pollution caused by great numbers of automobiles on freeways and streets prompted the committee to study ways of encouraging the expanded use of mass transit systems as an alternative to the private automobile.

### Summary of Investigations

**A. Energy** National attention has been focused on our critical energy problems at the recent meetings held in the Los Angeles area by the Department of the Interior. These problems include the recent Middle Eastern oil producers' embargo and the national shortages of petroleum fuels in the fall of 1974.

**Relationship of local to national problems** Southern California as part of the Interior's District V is not self sufficient in energy, particularly oil and gas, and it cannot be isolated from the general national problem. For example, in 1973 California's oil consumption was 1,715,000 barrels per day, in sharp contrast with our interior supply of 933,000 barrels per day. This means there is a deficiency of 782,000 barrels a day and, in addition, a deficiency of about one billion cubic feet of natural gas per day. Therefore, the committee's studies have been concerned with national problems, particularly as they are related to Southern California.

**Background of the energy shortage** The energy problem facing the nation stems from a long history of neglect and oversight. The gap between domestic energy consumption and production emerged in the 1950's and has grown rapidly since. The roots of the current crisis lie in this ever widening gap. Until recently, actions to conserve energy have been foreign to our thinking, but with oil as the prime energy source, the closing of the consumption-production gap must be attempted. We believe that petroleum and gas imports, which now make up this difference, should be reduced from the present 30% of our national consumption to about 10%. This reduction should be accomplished by decreasing consumption by 20%. The bulk of our national petroleum and gas reserves is on our Outer Continental Shelf (O.C.S.). These recoverable crude oil reserves are estimated to range between 65 and 130 billion barrels. Recoverable natural gas reserves are estimated to range between 395 and 790 trillion cubic feet. This nation, to approach a program of self-sufficiency, must begin an orderly development of these O.C.S. reserves. However, since these reserves are finite and will be exhausted in a few decades, a vigorous program to develop alternate sources of energy should



be pursued simultaneously with the adoption of stringent measures to curtail unnecessary consumption.

**Need for mandatory restraints**

Almost all recent energy studies agree that the unit price of energy in all forms is bound to increase substantially over the next decade or two. These increases in unit prices will not be sufficient to reduce the rate of growth in energy demands and will impose hardship on those least able to pay. The various near term options to reduce consumption lie mainly in the roles of pricing, taxation, incentives and regulation. However, the slowing of the rate of energy consumption must, in the final analysis, be in improving efficiencies, reducing wasteful practices, and shifting to less energy intensive activities.

Americans, who already use twice as much oil per person as Europeans do, are consuming more and more despite government pleas to use less. They appear to be accepting the high price of oil and discounting the probability of another Arab oil embargo.

Gasoline usage for the first quarter of 1975 has jumped more than 4 percent over the same period in 1974, with the gas-guzzling trend accelerating. This, despite the fact that the United States is in the deepest recession since World War II. Economic recovery will cause the demand for oil to surge as United States industrial production swings into high gear.

**Recommendation:**

1. The Grand Jury urges the Board of Supervisors to recommend to state and federal agencies that a mandatory system of restraint on energy consumption be imposed until an acceptable energy consumption-production balance can be achieved.

**Development of alternate energy sources**

The current national energy supply is derived primarily from oil and natural gas. Alternate sources are coal, oil shale, nuclear fission, and to a lesser extent wind, tides and geothermal and solar energy. The great source of future energy is the development of nuclear fusion which holds the potential for an almost inexhaustible source of environmentally clean energy. Nuclear fusion, the control of the power of the hydrogen bomb, is the same reaction which powers the sun itself. Unlike fission, fusion releases almost no radioactive waste, and its fuel, deuterium, is found in inexhaustible quantities in fresh and salt water. Recent laboratory reports indicate substantial progress in taming this energy for commercial use.

**Recommendation:**

2. The Grand Jury urges the Board of Supervisors to recommend that a crash program be undertaken by the U.S. Government for the research and development of nuclear fusion.

**Need for a U.S. department of energy**

The responsibility for national energy planning is complex and fragmented between many different agencies with efforts often overlapping or ill-defined.

**Recommendation:**

3. The Grand Jury urges the Board of Supervisors to recommend that Congress create a cabinet level Department of Energy charged with the responsibility of administering energy resources and energy related matters.

**Development  
of the outer  
continental shelf**

The petroleum reserves in California are 4.45 billion barrels. Of this total, 3.83 billion barrels are on shore reserves and 0.62 billion barrels are on state-owned off-shore lands. There are estimated reserves of 3 billion barrels of oil and 3 trillion cubic feet of gas on offshore federal lands (O.C.S.) along the Southern California coast.

**Recommendation:**

4. The Grand Jury urges the Board of Supervisors to support an orderly development of these O.C.S. reserves consistent with the development of a national energy policy and with due consideration given to legitimate environmental concerns.

**Government  
leasing  
procedures**

The bulk of the remaining fossil fuel resources in the United States is publicly owned with the Interior Department as custodian. We believe the Interior Department's understanding of what it manages to be grossly inadequate. The government has only limited geophysical information to aid in its leasing decision, does practically no preliminary survey work, and does not require the oil companies to submit complete information or interpretive data on what lies in the proposed lease areas. This places the government at a distinct disadvantage because it cannot adequately judge the value of what it is leasing. The public should retain full title to its undersea resources and control the method, timing and extent of exploitation.

A good case in point is the method in which the city of Long Beach developed the harbor underwater field. As a result of intensive preliminary studies, the city was able to negotiate leases which gave distinct advantages, including 96% royalties to the public.

**Recommendation:**

5. The Grand Jury urges the Board of Supervisors to recommend that the Interior Department, prior to inviting bids, explore and determine the extent and location of undersea petroleum and gas deposits. In this way, the government can adequately and independently determine the value of the oil rights being leased, maximize the public's royalties and maintain control over production.

**B. Mass Transit**

Transportation consumes 25% of our national energy. The private automobile accounts for 95% of all urban passenger traffic. Private car usage has evolved into a one person car concept and has placed a heavy burden on energy supplies. Moreover it has contributed substantially to environmental contamination and to congestion of freeways, streets and parking facilities.

Urban mass transit uses less than 1/2 the amount of energy for moving people than is required by private automobiles and can reduce many problems associated with vehicular congestion.

We believe an aid to the solution of problems in Southern California associated with energy, environment and urban congestion is the continued development of the mass transit system.

**Elimination  
of fares**

Eighty percent of American households now own at least one car, thirty percent at least two, and ten percent three or more, with the trend toward multiple

car families increasing. In Southern California, the percentage is higher than the national average. To attract commuters to the mass transit system, transit management has instituted a 25¢ flat fare with 10¢ for transfers. On January 21, 1975 the county supervisors authorized \$12.1 million in federal revenue sharing funds to be used to continue this 25¢ fare until the summer of 1976. When this 25¢ fare was started, there was a 10% increase in the use of buses.

The present transit system has an annual budget of \$143 million. \$33 million of that amount is collected in the fare box. Actually, the system is already approximately 80% subsidized.

An additional 2¢ gasoline tax in Los Angeles County would be more than sufficient to replace the fare box revenues and to initiate a no-fare system. Past experience in fare reduction indicates that a no-fare system would increase bus usage with a corresponding reduction in automobiles on the streets and freeways, which in turn would reduce congestion, pollution, and the use of energy.

**Recommendation:**

1. The Grand Jury recommends that the Board of Supervisors seek State legislation to impose an additional 2¢ gasoline tax in Los Angeles County to be used in developing a no-fare transit system.

**Rapid transit  
guideway system  
coordinated with  
a bus grid system**

To attempt to fund by a single bond issue the construction of a totally integrated rapid transit railway system interconnected with a bus grid system in Los Angeles County is almost financially impossible.

The step by step building of a surface railway system could be financed and if properly integrated with an expanded bus grid system would be a realistic solution to giving the citizens of Los Angeles County an alternative to the automobile.

**Recommendation:**

2. The Grand Jury urges the Board of Supervisors to recommend a pilot railway system connecting Long Beach, downtown Los Angeles, and the Los Angeles airport, using as much as possible the old Pacific Electric right-of-way and the Century Freeway right-of-way.

**Unified  
transit  
system**

There are presently seven bus systems in Los Angeles County in addition to the R.T.D. Available federal funding is a constant inducement for smaller municipal districts to form their own bus systems. It is the opinion of the jury that separate, competing and sometimes conflicting interests do not best serve county transportation needs.

**Recommendation:**

3. The Grand Jury urges the Board of Supervisors to work toward one unified transportation system in Los Angeles County and to support legislation if necessary to effect these ends.

THOMAS L. SANDERS, *Chairman*  
PAUL B. CRAMER, *Vice-chairman*  
R. PRISCILLA BEATTIE, *Secretary*

BERTHA BLOOM  
GEORGE COWGILL  
JACQUELYN F. WILSON

## VI. The Grand Jury Review Committee

**Purpose and Scope** It has been said that no one pays attention to Grand Jury recommendations. The 1974-75 Grand Jury established a committee to review the recommendations of past Grand Juries in order to ascertain which recommendations had been acted upon and which had been ignored or rejected.

**Areas of Concern** The Committee conducted reviews of the following areas:

- A. The 1973-74 Contract Auditor's recommendations
- B. Committee recommendations made by the 1973-74 Grand Jury in its annual and supplemental reports
- C. Recommendations made by the 1974-75 Grand Jury in the course of its present term.

### Summary of Investigations

**A. Recommendations of the 1973-74 Contract Auditor** A review of the recommendations of the 1973-74 Contract Auditor was made by interviewing the director of each audited department. The Committee attempted to determine the extent to which each recommendation had been implemented and the causes for failure to comply with certain recommendations.

The committee reviewed all of the departments involved in the 1973-74 Contract Auditor's Final Report and found excellent cooperation and a sincere effort to comply with the recommendations. More than 95% of the recommendations had been or were in the process of being implemented. Those recommendations that had not been complied with were again brought to the attention of the department by the interview, and the committee feels most will receive immediate attention. In many instances, noncompliance or partial compliance was attributed to a lack of adequate data processing.

#### **Recommendation:**

1. The Grand Jury recommends that the Board of Supervisors give the new Director of Data Processing authority to monitor all existing data processing systems in the county government, authority to approve or reject any proposed systems and authority to establish priorities where the same data processing facilities are used by several departments.

**B. 1973-74 Annual and Supplemental Grand Jury Committee Reports** A review was made of the 1973-74 Grand Jury committee recommendations contained in its annual and supplemental reports. This review was accomplished with the aid of the Chief Administrative Officer, Mr. Harry Hufford, and his staff.

It was found that nearly all recommendations had received the attention of those to whom they were directed, and that nearly all were in the process of implementation. However, phrases such as "substantially carried out", "will be completed in the near future", "undertaking a study", and "has a high priority", appeared all too often in reply to our inquiries.

#### **Recommendation:**

1. The Grand Jury recommends that the concerned departments be more specific and candid when responding to recommendations.

**C. Present Grand Jury  
Recommendations  
in the  
Course of 1974-75**

The Review Committee has been involved in attempts to get this year's Grand Jury Contract Auditor's recommendations implemented promptly, specifically those contained in the mandatory Child Support Collection audit and the audit of the Coastal Health Services Region. These recommendations contain suggestions which could save taxpayers hundreds of thousands of dollars and they should have already been acted upon. Moreover, the recommended management improvements in the Coastal Health Services Region seemed crucial to the Grand Jury.

To this date the Board of Supervisors, Chief Administrative Officer, and the administration of the Department of Health Services have not satisfactorily complied with the recommendations contained in the Audit Report despite the request of the Foreman, the Audit Committee and the Grand Jury Review Committee.

**Recommendation:**

1. The Grand Jury recommends that, as suggested in December, 1974, a liaison committee composed of a representative from the staff of each supervisor and from the Chief Administrative Office be formed for the specific purpose of establishing regular and satisfactory communications between the Grand Jury and the offices of the Board of Supervisors.

ELMER H. MEYER, *Chairman*  
ELIZABETH M. DITHRIDGE, *Secretary*

JESSE L. ROBINSON  
JACQUELYN F. WILSON

## VII. The Health Committee

**Purpose and Scope** The Health Committee is concerned with the delivery of health care in Los Angeles County with primary emphasis on the quality and availability of health care funded by government agencies.

**Areas of Concern** The Committee's attention was directed to the following areas:

- A. Evaluation of care offered in nursing homes, convalescent hospitals, and board and care homes
- B. Evaluation of the Department of Health Services with emphasis on delivery of ambulatory health care
- C. Prepaid Health Plans as alternatives to fee-for-service for Medi-Cal recipients.

### Summary of Investigations

**A. Nursing Homes** Surveys of a random sampling of nursing homes and other long term care facilities in Los Angeles County were made by members of the Committee. These included interviews with patients, administrators, nurses, aides, doctors, representatives of both nonprofit and proprietary nursing home associations as well as employees of the County's Health Facilities Division of the Department of Health Services and of the Public Guardian. Some of the facilities were found to be excellent, but many were mediocre and some were extremely poor.

**Inspection of Nursing Homes** Inspection of nursing homes is delegated to the Health Facilities Division at the Department of Health Services by contract with the State Department of Health. While their stated goal is to ensure that comprehensive, high quality patient care is provided by health care facilities, this division is composed largely of sanitarians who are more concerned with the physical requirements of nursing homes than patient care. Inspection of the quality of patient care is more properly conducted by nurses or health professionals. Some nursing homes in Los Angeles County have never been inspected by a nurse or a health professional.

#### **Recommendations:**

1. The Grand Jury recommends that the State Department of Health direct the Los Angeles County Department of Health Services to conduct visits of nursing homes by teams, including a nurse consultant, a sanitarian and a community public health nurse.
2. The Grand Jury recommends that the Department of Health Services require the 400 to 500 public health nurses employed in district health offices to make drop-in visits to nursing homes in their districts once or twice a month and to report their findings to the Health Facilities Division.
3. The Grand Jury recommends that the state legislature authorize the State Department of Health to terminate certification of a facility for Medicare and Medi-Cal payments within 30 days after major violations are found to exist and to prevent recertification where there has been only a technical change in ownership.

**Nurses' Aides** Most of the care in nursing homes is given by nurses' aides who are poorly paid and lack the skills demanded of them. Many have no knowledge of English.

**Recommendations:**

4. The Grand Jury recommends that the Board of Supervisors seek state legislation which will establish educational criteria and certification for nursing home aides.

5. The Grand Jury recommends that an increase in Medi-Cal funding per patient per day be made available to nursing homes on the condition that the added funds be used for increasing the wages of nursing homes aides from the present \$2.20 per hour to approximately \$3.00 per hour to compensate them for their required additional training and skills and to equalize their wages with those of acute hospitals.

**Complaints in Nursing Homes** We have noted many instances in which patients, aides and nurses have been unwilling to voice their complaints about care in nursing homes for fear of retaliation or the loss of their jobs.

**Recommendation:**

6. The Grand Jury recommends that the Board of Supervisors consider the establishment of a well-publicized ombudsman to whom complaints and concerns could be directed.

**Alternatives to Institutionalization** There is a concern that many patients are inappropriately placed in nursing homes because there are not sufficient alternatives.

**Recommendation:**

7. The Grand Jury recommends that the Board of Supervisors explore alternatives to institutionalization such as geriatric day care centers, home health care, housekeeping care and cash grants to families of the elderly.

**Continuity of Care** The Committee has observed that nonprofit nursing facilities, organized under the auspices of religious groups or by service organizations of retired groups, give the best care. Often three types of living are included: apartment, board and care, and nursing home.

**Recommendation:**

8. The Grand Jury recommends that the Board of Supervisors request Medicare and Medi-Cal financing to assure continuity of service to the aged, such as a concept consisting of low cost housing, adequate board and care facilities, and a nursing home in a single locality and under one management.

**Nurse Practitioners** Patients in nursing homes often receive a minimum of professional medical care from their physician. Nurse practitioners, who work full time and know the patient well, could supplement physician care of patients in nursing homes.

**Recommendation:**

9. The Grand Jury recommends that the Board of Supervisors direct the Department of Health Services to apply for a federal grant to train geriatric nurse practitioners. This request should include a method of financially supplementing or reimbursing nursing homes which utilize nurse practitioners.

**Environmental Grading of Nursing Homes** The average nursing home is a very dull place in which to live. The walls, floors and uniforms are often one color. There is little or nothing to break the monotony.

**Recommendation:**

10. The Grand Jury recommends that the State Department of Health explore the possibilities of environmental grading of nursing homes. A nursing home which provides as nearly as possible a homelike environment including plants, visual stimulation such as brightly colored walls and spreads, reading lamps, calendars, clocks, reading materials, and music, as well as quality health care, would receive a superior rating. This rating information should be made available in the central registry so families can confidently choose a nursing home which provides pleasant surroundings.

**B. Evaluation of the Department of Health Services with emphasis on delivery of ambulatory health care**

The Committee made a study of the effects of the merger of the Departments of Hospitals, Mental Health, Community Health and County Veterinarian into the Department of Health Services. Specifically, we were concerned with the Department of Health Services' efforts to provide ambulatory care which is defined as health care provided to non-institutionalized patients.

**Background 1967-1975**

In April, 1967, the Board of Supervisors created the Los Angeles Health Services Planning Committee to evaluate the effectiveness of county health services programs and the organization of the county departments delivering these services. The Planning Committee's report known as the Bauer Report was submitted to the Board of Supervisors in February, 1970. It recommended that the county "adopt a personal health care delivery system linking, in a community-based network and utilizing both public and private resources, hospitals, special diagnostic clinics which are hospital based, and primary ambulatory care centers which are hospital linked." The Bauer Report recommended that a new department called the Department of Health Services be created by combining previously separate departments and that it be responsible for the delivery of all county health services. This recommendation was supported by a report of the American Public Health Association in 1970. The Department of Health Services came into being in September, 1972, and later established five health services regions: San Gabriel Valley, Coastal, Central, Southeast and San Fernando/Antelope Valley.

**Present Status of the Ambulatory Care Concept**

On March 25, 1975, the Board of Supervisors instructed the CAO to undertake a study to determine whether or not the Department of Health Services should be divided into three independent departments, and if divided, whether there should be an overall coordinating agency. The ability to offer a comprehensive system of health services, including ambulatory care, is a function of a unified system that links hospitals to the community where services such as ambulatory care are given. This important goal of ambulatory care by the merged departments will be jeopardized if the departments are made independent.

**Recommendation:**

1. The Grand Jury believes that the concept of a single department of health services is a sound one and recommends to the Board of Supervisors that the merger process be allowed more time to prove its effectiveness.

We have reason to believe that there are high-placed officials who occupied positions in the original departments who have opposed and interfered with the goals of the merger.



**Recommendations:**

2. The Grand Jury believes that the Director of the Department of Health Services should demand the full cooperation of all management personnel in the merged department to achieve the goals and efficiencies envisioned with the merger. Any manager found obstructing or interfering with these goals should be removed from his position of authority. We believe the Board of Supervisors should support this position and the Director's efforts to carry out a policy which the Board itself ordered.

3. The Grand Jury recommends that the Department of Health Services accept responsibility for the implementation of the ambulatory care concept of the Bauer Report which places responsibility for the development of ambulatory care services equally upon the hospitals and central staff. Hospitals must participate in additional training and education of ambulatory care staff in the centers in which they deliver services. A common medical record system and a sharing of medical personnel and equipment will be required.

4. The Grand Jury recommends to the Department of Health Services that each region develop a pilot program for community ambulatory health care delivery to determine the model that is most suited to quality health care and cost accountability.

**Contract  
Hospital Services**

There are various areas of the county not served by a county hospital. The county has not provided alternative services in those areas.

**Recommendation:**

5. The Grand Jury recommends that in those areas of the county where there is no county hospital the county should enter into contractual relationships with local community hospitals for in-patient care until such time as a county hospital is built or acquired in that area.

**Billing for  
Health Services**

It has come to our attention that fees for county health services generally are not collected, even from those patients with insurance. A fee-for-service pilot program was proposed to the Department of Health Services in the spring of 1974 but has not yet been implemented.

**Recommendation:**

6. The Grand Jury recommends that a greater effort be made to collect fees for health services. A program should be implemented to collect fees from patients covered by private or government insurance. Other patients should be required to pay for county health services on a sliding scale based upon their income. Preventive services such as communicable disease control and immunizations should be excluded from the fee-for-service.

**Grants for  
short-term  
programs**

We understand the reluctance of the Department of Health Services to seek grants which will terminate within a year or so leaving the county with the burden of financing the on-going program. However, we believe this practice results in the loss of many special one-time programs which would not require continued financing.

**Recommendation:**

7. The Grand Jury recommends that a grants office be established in the

Department of Health Services to write proposals to assist the county in obtaining federal and state grants for health services.

**C. Prepaid Health Plans** The Committee studied the effectiveness of Prepaid Health Plans (PHPs) as an alternative to fee-for-service medical care with emphasis on the quality and cost effectiveness of health care provided to Medi-Cal recipients and other enrollees.

**General Background**

Our investigations consisted of interviews with State Department of Health investigators, visits to contractors in the PHP field and conversations with plan enrollees. We have reviewed applicable laws, regulations, legislative hearings and the recommendations of the California Joint Legislative Audit Committee regarding PHPs.

The Committee has made no attempt to evaluate any individual plan but has attempted to investigate how effective the plans in general have been in meeting their original objectives.

**Description of Plan Operation**

The Medi-Cal reform bill of 1971 encouraged the formation of prepaid health plans as an alternative health care system. The objective was to improve medical care for Medi-Cal recipients while reducing the cost to the state of Medi-Cal services. Under the PHP concept, most medical needs of an enrollee and his family are met by using the medical facilities and staff provided by the Plan. The state pays a net monthly fee ("capitation") to the plan for each enrollee. In distinction, under the regular Medi-Cal program, fees are paid for each service, but care is limited and often must be specifically authorized.

Under the provision of the laws and regulations governing the operation of PHPs a contract is written with a nonprofit contractor who agrees to provide health services for Medi-Cal patients living within a specified geographical area who enroll in his plan. The plan in turn contracts with providers to provide medical, dental, pharmaceutical and hospital care for their enrollees on either a fee-for-service, capitation or salary basis. In some instances transportation is also provided.

**Status of other Investigations**

There has been considerable controversy regarding the plans since their formation, and a number of investigations have been conducted. At this writing a subcommittee of the United States Senate under the chairmanship of Senator Henry Jackson is holding hearings on the general value of the plans, and Governor Edmund G. Brown, Jr. has appointed a special 16 member PHP advisory committee to decide if the plans should be continued in California.

**Quality of Care Provided**

Section 51600b of Title 22 of the California Administrative Code specifies that the quality of care provided by a PHP shall be equal to or higher than the care provided to Medi-Cal beneficiaries not enrolled in a plan. Many PHPs are fulfilling this responsibility. However, the structure of the plans as they now exist is an inherent invitation to sacrifice quality in order to reduce costs, because the plan and any provider on a capitation basis can obtain financial benefit by reducing services. Investigations of financial abuses by some plans and of the economic solvency of the Medi-Cal program have overshadowed efforts to analyze the quality of care actually being provided. State investigators indicated to the Committee that the quality of care leaves much to be desired.

**Recommendation:**

1. The Grand Jury recommends to the Board of Supervisors that the quality of health care and the enforcement of Section 51600b become a priority concern of state and county officials with authority over the PHPs, and that criteria for the measurement of the quality of such care be promptly established.

**County Involvement  
in the Plans**

It is evident that many PHP enrollees use the County Department of Health Services' facilities for emergency and other care instead of going to the hospital provided by the plan. PHP contractors say they have not paid the county for these services because they have not been promptly notified that any service has been rendered or the extent of the emergency involved. Some enrollees undoubtedly prefer the county services to those offered by the plans, and possibly others have been advised by the plans to seek help from the county hospitals. County hospital personnel have no way of knowing that a patient is enrolled in a PHP unless the patient provides the information upon request. In any case, county involvement with the plans is very significant because plan enrollees have used county facilities without proper reimbursement. The county as of May 5, 1975 forwarded claims totaling \$1.37 million to the County Counsel for collection. This figure represents 880 claims against plans in the county. It does not represent all claims against PHPs because the review has not been concluded. New claims are being generated by continuing county service to PHP patients.

The Department of Health Services has recently issued regulations in an initial effort to solve this problem. The lack of financial stability of some plans makes quick collection imperative.

**Recommendation:**

2. The Grand Jury recommends that the Board of Supervisors, through the Department of Health Services, make every effort to recover from PHPs past due accounts accrued through PHP members' use of county hospitals. There must be enforcement of Department of Health Service regulations identifying PHP members upon entry into county hospitals. Notification of a member's admission should go to the responsible PHP within 24 hours after identification so that the county will receive payment promptly for services rendered.

**Specific  
Abuses**

Our investigations have revealed instances of the following:

- a. Officers of nonprofit PHPs are frequently found on the Boards of Directors of their profit-making providers and management groups. Interlocking management has resulted in "sweetheart" contracts which financially drain their PHPs.
- b. "Sweetheart" contracts between a plan and its providers result in excess costs to the plan.
- c. Enrollees requiring considerable care or hospitalization are encouraged to leave some plans so that remaining enrollees represent a healthier segment of the population and require less care.
- d. Competition for enrollees has resulted in high pressure salesmanship, confusion and possible fraud.

e. State authorities agree that not more than 25% of a PHP's budget should be used for administrative purposes. At least 75% should be used for actual health services. It has been documented that some PHPs exceed 25% for administrative costs. The excessive administrative costs result from unreasonably high salaries and management group profits. Administrative costs of less than 25% may even be excessive in certain circumstances.

f. State Department of Health investigators are presently precluded from presenting evidence of fraudulent practices involving PHPs to the county district attorney without prior specific approval from the Department's Sacramento Headquarters. Such approval has frequently been delayed and subjected to political considerations.

**Recommendations:**

3. The Grand Jury recommends that the Board of Supervisors request the State Department of Health or the Attorney General to cancel contracts with PHPs who incur administrative costs which exceed 25% of their budgets or who enter into contracts with providers at unreasonably high fees.

4. The Grand Jury recommends that the State Department of Health Investigators be authorized to present evidence of fraudulent practices directly to the county district attorney for prosecution.

**Enforcement** The State Department of Health has not established its role as a regulator over the PHPs; in fact it has acted more as a protector. It has failed to set standards for the quality of care, accounting procedures and management practices.

The Knox-Mills Act requires that each plan maintain a specified net sum of cash or tangible net equity to guarantee that the services the plans have agreed to perform will in fact be delivered. At least one major plan has gone bankrupt, leaving significant unpaid bills to providers and uncared for patients. The Knox-Mills Act has not been sufficiently enforced by the state authorities although the Attorney General's Office is at present working on these enforcement problems.

**Recommendation:**

5. The Grand Jury recommends that the California State Department of Health require PHPs to adopt standards for the quality of care, accounting procedures and management practices and that the Attorney General strictly enforce these standards and the regulation requiring PHPs to maintain specified financial reserves.

**Summary** In the last analysis, the patients will determine if PHPs are to survive. If the quality and availability of PHP care fall below that provided by the county hospitals or from the Medi-Cal program, enrollees will disenroll and the plans will collapse. The County has a significant financial interest as a creditor of PHPs. However, the County has a more significant interest in the health care of its citizens who will lose an alternative health care system if the plans do not succeed.

**Recommendation:**

6. The Grand Jury recommends that the Board of Supervisors recognize the county's interest in Pre-Paid Health Plans and that their success depends

upon stringent accounting, management and medical controls to assure the delivery of quality medical care at the lowest possible cost.

JACQUELYN F. WILSON, *Chairman*  
ELMER H. MEYER, *Vice-chairman*  
AKIKO ABE, *Secretary*  
R. PRISCILLA BEATTIE

BERTHA BLOOM  
ROSE S. HACKMAN  
CARL RODGERS

## VIII. The Jails Committee

**Purpose and Scope** Each County Grand Jury is legally charged with the duty to inquire into the conditions and management of all detention facilities within the county.

**Areas of Concern** The members of the Jails Committee have carried out this charge by directing their attention to the following matters:

- A. Inspection of jail and detention facilities in Los Angeles County
- B. Legislation regarding enforcement of jail standards
- C. Detention Camps
- D. Investigation of prisoners' complaints
- E. Evaluation of new programs in law enforcement.

### Summary of Investigations

**A. Inspection of Jails** Teams of committee members visited and evaluated jails and other detention facilities operated by the Los Angeles County Sheriff's Department, the Los Angeles Police Department and local municipalities. Recognizing that we are not experts in the field of penology, our members directed their attention to the following areas: Concern for the proper handling and housing of both pre-sentenced and sentenced prisoners; prisoners' rights as defined by regulations outlined in the codes of the law enforcement agencies; cleanliness of the facility; phone calls to the outside (is money furnished); transportation between jails and courthouse; possible physical abuse; visitation rights; food; fire safety; health care; beauty aids for women (before appearance in court); education and rehabilitation programs; religious services; proper hygiene.

**Findings** Our impressions of the Sheriff's Department concur with those of prior Grand Juries, the State Department of Corrections and other investigative and regulatory bodies. The physical plants, regardless of age and in certain instances the lack of modern equipment, were clean, neat and well managed. Vocational and education programs and rehabilitative efforts were operational, and the professional demeanor and attitudes exhibited by the deputies and other members of the Custody Division reflect their efforts toward these programs.

Similar plaudits are due the members of the Los Angeles Police Department and other municipal law enforcement agencies within the county.

The increasing crime rate has placed continued pressure and demands on existing facilities resulting in overcrowding and the need for serious consideration of alternatives commensurate with budgetary limits. The Central Jail is still in the process of expansion, and it is hoped that its completion may alleviate some of these problems.

Prior Grand Jury reports have gone into great detail outlining and/or listing all of the various detention facilities within the county. In the interest of brevity, we do not feel it necessary to duplicate this procedure. We found that many recommendations made by prior Grand Juries had been implemented.

**Accomplishments** Hollywood jail—Periodic checks have been instituted and wire mesh installed over bars in the felony and misdemeanor cells to prevent hanging. They should be installed over **all** cells.

Wayside Honor Farm—During our visit to the Wayside Honor Farm we noticed “No Talking” signs in the Maximum Security dining room. In our opinion this was unnecessarily oppressive. After a discussion with those in charge, the signs were removed resulting in a better feeling among the prisoners.

Hall of Justice Jail—The screen between the visitors and prisoners in the Hall of Justice Jail was so clouded that it was impossible to see through. After our inspection and discussion, the screen has been cleaned and lights installed permitting better visibility from both sides.

At the time of our visit to the Culver City Jail, it was found that prisoners were not supplied with soap and towels, and the water heater was not working. These deficiencies have now been corrected.

Prior Grand Jury reports have been most critical of the Covina Jail, an antiquated building. Our inspection indicated a potential fire hazard and lack of facilities for adequate hygiene. Temporary corrective measures have been instituted which the committee considers acceptable until a new facility is completed later this year.

**Recommendations:**

The Grand Jury makes the following recommendations to the Los Angeles County Sheriff’s Department:

1. Altadena Sheriff’s Station—Larger facilities are needed for both personnel and prisoners.
2. Firestone Sheriff’s Station—The trustees’ quarters are in need of renovation and enlargement.
3. Pico-Rivera Sheriff’s Station—Gun locker should be relocated so that officers do not have to go through the reception area to reach present locker.
4. San Dimas Sheriff’s Station—There is no drinking fountain in the detoxification cell. A suitable fixture should be installed as soon as possible. An audio or video system should be installed to supplement personnel surveillance.
5. Temple City Sheriff’s Station—There is no audio or video system to supplement personnel surveillance. No suitable area is available for confidential attorney consultation.

The Grand Jury makes the following recommendations to the Los Angeles Police Department:

6. 77th Street Division—The facility is old and undersized, and a new station is needed.
7. Van Nuys Valley Station—Needs air conditioning in cells.

8. Venice Station—Needs air conditioning in cells, and floors should be resurfaced.
9. San Fernando City Jail—An audio and/or video system should be installed to supplement personnel surveillance. The gun locker should be compartmented. There is no safety cell available and one should be installed immediately.
10. Compton City Jail—A safety cell is needed.
11. Arcadia City Jail—The overhead bars in the cells should be enclosed in wire mesh to prevent hanging.
12. Beverly Hills Municipal Jail—Overhead bars in the cells should be enclosed in wire mesh.
13. Pasadena City Jail—The facility is old but being rehabilitated. There is need for a monitoring system, wire mesh at top of cells, and expanded loudspeaker system to all cells.
14. The Grand Jury recommends that future Jail Committees revisit unannounced those facilities included in Grand Jury indoctrination tours.

**B. Legislation regarding Enforcement of Jail Standards**

During the course of our required jail inspections, the Committee was surprised to learn that the Grand Jury does not have any enforcement powers to correct violations in health, safety or minimum jail standards which are discovered. In addition, according to a County Counsel's opinion no state or county agency has the power to enforce correction for violations of local health and safety regulations which occur within city-owned jail facilities. It also learned that state defined minimum jail standards are discretionary and therefore unenforceable.

**Recommendation**

1. The Grand Jury recommends that the Legislature adopt mandatory minimum jail standards, including health and safety regulations, with the provision that enforcement can be compelled by any interested state, county or city agency, including grand juries, by means of court injunction.

**C. Detention Camps**

The four detention camps operated by the Sheriff's Department have recently been the subject of considerable controversy, some critics maintaining that these camps should be closed due to the financial liability because of the decreasing number of inmates quartered there. We disagree. The men serving their sentences in these facilities provide valuable assistance to the County's Fire and Road Departments in both routine and emergency situations. Furthermore, our interviews with these men revealed an overwhelming preference on their part for the detention camps as a place of confinement. The rural atmosphere and relative freedom, and the opportunity to perform meaningful and valuable work give them a fresh perspective on life and contribute to the rehabilitative process. We support the Board of Supervisors, Sheriff's Department, and the CAO in their decision to continue this operation for three more years.

**D. Complaints of Prisoners**

A number of complaints or allegations by prisoners of brutality or discrimination were thoroughly investigated. There is no condoning such action by those responsible for the proper treatment of incarcerated prisoners and, when the



charges were found to be correct, disciplinary action was instituted. Special training and rotation of guards have been successful in reducing the number of such incidents.

**E. Evaluation of  
New Programs in  
Law Enforcement**

**South Bay  
Community  
Team Approach**

Although this committee is primarily concerned with inspecting and making recommendations relative to detention facilities, we learned during the course of our investigations of a successful combined exercise by various law enforcement agencies in the South Bay area which we believe merits the praise and attention of the county's citizens. The objective of the project is to reduce the incidence of burglary, and the vehicle for achieving that objective is the "South Bay Multi-Jurisdiction Burglary Investigative Team". The participating agencies are the Sheriff's Department and the police departments of Culver City, El Segundo, Gardena, Hawthorne, Hermosa Beach, Inglewood, Manhattan Beach, Palos Verdes Estates, Redondo Beach and Torrance.

A 12-man team composed of officers from all of the participating agencies was formed in June, 1974, for the specific purpose of reducing burglaries in the cities and unincorporated portions of the South Bay area. The investigative expertise of the team members, the cooperation of the departments involved, and the ability and willingness to be unconcerned with jurisdictional boundaries has resulted in 143 arrests, 407 cases cleared, and nearly \$150,000 worth of property recovered during the Team's first nine months of operation.

We believe this is a remarkable achievement and an excellent example of the success attainable when law enforcement agencies coordinate their manpower and resources in a cooperative effort to impact what has become the most frequent form of criminal activity and one of the costliest. Based on the record of the South Bay Team, we heartily recommend similar efforts in other areas of the county.

**Computerized  
Criminal  
Apprehension  
Methods**

The increasing crime rate indicates that additional criminal apprehension methods are required. Many crimes, primarily burglaries, appear to have been committed by repeating offenders whose activities are not restricted to any single city or geographical boundary. Apprehension of suspects from criminal evidence detected at the crime scene could be greatly increased if information from various law enforcement agencies could be obtained promptly and known offender information be automatically available for comparison.

The Baldwin Park Police Department is currently installing processing equipment to serve the San Gabriel Valley with such information but its scope is somewhat limited as to the information available.

A Microdisc system, more advanced than the above, is presently being utilized by several law enforcement agencies; i.e., Yakima, Washington; Harrisburg, Pennsylvania; Lexington, Kentucky; Cleveland, Ohio; and others to scientifically match known factors about a crime with known offenders' records. The fingerprints, suspect physical description and methods of operating obtained from a crime scene are compared to data base information at computer speeds locating possible suspects. Source information is then automatically retrieved from microfilm for further identification.

This system may be expanded to handle warrants, gun registrations, traffic accidents, etc. It is our suggestion that this system be implemented for suspect identification, with terminal inquiry from the various agencies, utilizing shared known offender data. This system could be funded with county grants or municipal funds.

**Tape  
Recorders  
for Officers'  
Reports**

The Grand Jury suggests that the Los Angeles Police and the Sheriff's departments utilize tape recorders in their cars, or in call-boxes, to enable officers to dictate reports orally rather than submitting them later in handwriting. A more accurate record of an accident or incident could be made at the scene or immediately thereafter, and officers would be relieved of time-consuming paperwork.

IRA L. BECK, *Chairman*  
JOHN D. MYERS, *Secretary*  
LAWRENCE GREENER  
SHERMAN B. HUDNELL

AUDREY M. IRMAS  
DONALD F. ISAACSON  
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## IX. The Juvenile Justice Committee

**Purpose and Scope** The Juvenile Justice Committee studied various agencies dealing with juvenile offenders in Los Angeles County.

**Areas of Concern** The following are the areas of our concern:

- A. Administration
- B. Probation
- C. Diversion
- D. Prevention

### Summary of Investigations

**A. Administration** When juvenile law is used it should be used with great force. The present **Referral of Juveniles to Adult Court** Welfare and Institutions Code provides that juveniles 16 and 17 years of age may be referred to the Superior Court and may be tried as adults. This power has not been utilized to its fullest degree.

#### **Recommendations:**

1. The Grand Jury urges that the Superior Court utilize the provisions of the Welfare and Institutions Code pertaining to the trial of 16 and 17 year olds. The court must use the power with which it is already vested to assure a significant judicial control over the major youthful offender. We support that portion of Assemblyman Montoya's Bill 693 which recommends that any assault on school personnel be filed in Juvenile Court by a probation officer.

**The role of the District Attorney** We find the district attorney's performance in the system is ineffectual as compared to the defense lawyer or the public defender, because the prosecutor is relatively uninformed and ill prepared.

#### **Recommendation:**

2. The Grand Jury urges the District Attorney's Office to allow its deputies sufficient time for the preparation of cases prior to hearings.

**Executive Juvenile Coordinator** A great variety of departments, committees, court personnel, organizations and agencies affect juveniles in Los Angeles County.

#### **Recommendation:**

3. The Grand Jury recommends that the Board of Supervisors appoint an executive juvenile coordinator with a staff of paid personnel directly responsible to the Board who would supervise the many conflicting and overlapping public agencies involved with juvenile affairs.

**B. Probation** The Probation Department is underbudgeted, understaffed and overworked. Despite their best efforts, their effectiveness has been limited. A deputy probation officer has a maximum caseload of 75 juveniles no matter how serious the nature of their crimes. **Training and Caseload of Probation Officers**

#### **Recommendation:**

1. The Grand Jury recommends that probation officers be provided with

a six-month intensive program of in-service training in counseling and other phases of probation work. Hardcore juveniles who require intensive follow-up should have a probation officer with a minimal caseload. Other probation officers with cases requiring minimal follow-up should handle maximum caseloads of 75.

**Rehabilitation** At the present time the Probation Department has no effective rehabilitation program within the camp system or upon release. The vocational program at Camp Fenner, the only camp to offer any training in skills, is inadequate.

**Recommendation:**

2. The Grand Jury urges the Probation Department to implement an effective vocational program within the camp system and emphasize an after-release rehabilitation program for the juvenile offender.

**Investigation of probation facilities** We were favorably impressed with the camps and schools, such as Gonzales, Miller Placement, Kilpatrick, Las Palmas, Lathrop Hall and Fenner Canyon. However, detention facilities are a most disturbing problem.

Central Juvenile Hall (Eastlake) continues to provide a deplorable atmosphere for the introduction of juveniles to the justice system. We commend the Board of Supervisors for the opening of additional courts in different locations of the County. However, we are disturbed by the long bus rides endured by the children between the detention facilities and the courts, particularly from Camps Scott and Scudder. We have previously written the Board of Supervisors with our concerns and recommendations for immediate action regarding the detention facilities. The Committee investigators found poor conditions at certain facilities which could have been avoided by frequent and diligent inspections.

**Recommendation:**

3. The Grand Jury recommends the creation of smaller holding facilities closer to the recently opened courts. We further recommend maximum security systems at Camps Scott and Scudder comparable to the system at Camp Gonzales.

The Grand Jury urges the Probation Department to implement its policy to inspect every placement facility at required and defined intervals.

**Institutional Workers** The Committee observed that the deputy probation officers in institutions appeared to be at the bottom of the ladder in pay, promotions and prestige. This is especially true at Juvenile Hall where most arrested juveniles have their first experience being detained in the justice system. The personnel at Juvenile Hall and in probation camps should be of the best quality and dedication. Qualified deputy probation officers who would be satisfied to remain in their present institution assignments must now leave these institutions in order to receive promotions.

**Recommendation:**

5. The Grand Jury recommends that probation officers working in a juvenile institution or facility should have available to them a significant number of promotional opportunities without being forced to leave the institution.

**Dual role of probation officer** At the present time the Probation Department wears two hats. The deputy probation officer appears with the juvenile at his pretrial hearing, sometimes presenting evidence against him and suggesting incarceration. If the juvenile is placed on probation, another probation officer is placed in the position of friend, counsellor and help-mate. These conflicting positions are confusing to the juvenile.

**Recommendation:**

6. The Grand Jury recommends that the probation officer be relieved of all duties and contact with the juvenile before trial except for the preparation of the petition which would be turned over immediately to the District Attorney's Office for prosecution.

**Duplication of DPO Assignments** At the present time a juvenile placed in a probation camp is supervised by Probation Department employees assigned to that facility. In addition a field deputy probation officer is assigned to each juvenile and must travel to the facility periodically. We feel this is a duplication of service.

**Recommendation:**

7. The Grand Jury recommends that full responsibility for the detainee placed in a probation facility should be assigned to the probation personnel within the institution. Upon release to the community the juvenile should be assigned a field deputy probation officer.

**Family Treatment Program** An inadequate number of short term residential facilities are provided by the Probation Department. The Family Treatment Program at Los Padrinos where juveniles stay for six to eight weeks with regular counseling provided them and their parents has had excellent results.

**Recommendation:**

8. The Grand Jury urges increasing the size of the Family Treatment Program. We firmly believe that for most youngsters the detention provides an incentive to them and their parents to participate actively and benefit from the program. With pending legislation which would require parents to participate in family counseling, the further development of a residential Family Treatment Program becomes even more important.

**Written conditions of probation** Probation often is not taken seriously by juvenile offenders. Several juvenile court judges have prepared a format for written conditions of probation, but most judges and commissioners do not use it.

**Recommendation:**

9. The Grand Jury recommends that the Juvenile Court adopt a form of written condition of juvenile probation which each juvenile on probation must sign and for which he will be held responsible. Serious infractions of the written conditions of probation would necessitate the juvenile's return to court for further disposition. The following page is a suggested form.

**SUPERIOR COURT OF CALIFORNIA—COUNTY OF LOS ANGELES  
JUVENILE COURT**

At a regular Hearing before the above entitled Court on the \_\_\_\_\_ 19\_\_\_\_\_, this Court has permitted you to return to your home under the supervision of the Probation Officer.

IT APPEARING TO THE COURT that release to the community on probation is dependent on strict compliance with certain conditions which are imposed by the Court; and further, that the Probation Officer is required by law to notify the Juvenile Court if any of its orders are violated;

NOW, THEREFORE, IT IS ORDERED that each of the following checked conditions is an order of the Juvenile Court and a condition of probation:

- 1. Pay to the General Fund of the County the sum of \$ \_\_\_\_\_ through and in a manner prescribed by the Probation Officer.
- 2. Make reparations through the Probation Officer in such manner and amounts as said officer shall prescribe.
- 3. Not drink any alcoholic beverages and stay out of places where they are the chief item of sale.
- 4. Not associate with, be present at, or remain in any building, vehicle or place where a person is in possession of an alcoholic beverage whether being consumed or not.
- 5. Cooperate with Probation Officer in any plan to control excessive drinking.
- 6. Not use or possess any narcotics, narcotics paraphernalia or dangerous drugs and stay away from places where drug users congregate. Narcotics shall include any substance used to produce a "narcoticizing effect" such as paint, glue, uppers, downers, weed opiates, etc.
- 7. Not associate with, be present at, or remain in any building, vehicle or place where a person is in possession of narcotics or dangerous drugs whether being used or not.
- 8. Not associate with persons known by you to be narcotic or drug users or sellers.
- 9. Cooperate with the Probation Officer in any plan for psychiatric, psychological or other treatment.
- 10. Submit to chemical testing of blood, breath, urine or any other chemical test whenever such test is ordered by any probation officer or other peace officer.
- 11. Submit to saline testing, skin checks, urinalysis or other testing to detect the use of narcotics or dangerous drugs as directed by the probation officer or any other peace officer.
- 12. Submit your person and property to search and seizure at any time of the day or night by any probation officer or other peace officer with or without a warrant.
- 13. Not own, use or possess any dangerous or deadly weapon nor remain in any building, vehicle or place where any person has such a weapon.
- 14. Seek and maintain training, schooling or employment as approved by the Probation Officer.
- 15. Attend school regularly, abide by the rules and regulations of the school authorities and maintain satisfactory grades and citizenship. Not to be late, tardy, or truant nor cut, ditch or skip classes or be a disruptive force in the classroom.
- 16. Not to associate with \_\_\_\_\_ or anyone else of whom your parents or Probation Officer disapprove.
- 17. Maintain residence as approved by the Probation Officer and/or parents and do not move or terminate such residence without permission of the Probation Officer or parents.
- 18. Not drive a motor vehicle unless lawfully licensed and insured.
- 19. Report in person to the Probation Officer at such times and places as he may designate and answer all reasonable inquiries he may put to you regarding your activities.
- 20. Notify the Probation Officer promptly whenever you change your home address; school or place of employment.
- 21. Follow the rules and instructions of the Probation Officer and the persons with whom the Juvenile Court has ordered you placed.
- 22. Upon declarations by any law enforcement agency that any area is a danger, riot or disaster area, you shall remain in your home if you are a resident of said area, and, in any case, you shall not enter or loiter near said area until it is officially declared safe.
- 23. You are not to leave Los Angeles County for more than 24 hours unless you have received specific permission in advance from the Probation Officer, the Court, or your parents.
- 24. Obey all rules of your parents or guardian.
- 25. Obey all laws of the community including curfew and traffic.
- 26. Obey all laws, orders, rules and regulations of the Probation Department, this court and of the city, county, state and country.

These conditions of probation will remain in effect until further order of the Court. Your case may be reviewed by the Court and your program modified, depending on the progress you make.

Failure to comply with any of the above instructions will be a violation of this Order and may result in a further Hearing before the Court.

\_\_\_\_\_  
Referee of the Juvenile Court

The foregoing Order has been read by me or read to me, and I fully understand its contents.

\_\_\_\_\_  
Signature of Minor

\_\_\_\_\_  
Signature of Parent or Guardian

**Short-term  
camp program**

Current camp placements are for a minimum of six months and judges are often reluctant to impose such a severe disposition. As a result the average minor now sent to camp has 11.2 petitions or petition requests before a camp placement is made. This leniency contributes to the widely held belief by the youngsters and the public that minors can repeatedly get into trouble and nothing happens. A short-term camp program would offer the court a more reasonable alternative.

**Recommendation:**

10. The Grand Jury recommends that a separate short-term camp program be set up with minors being placed for 30 to 90 days the length of time to be specified by the court. At the completion of the specified period the youngsters would be returned to court with a report as to their conduct, attitude, school progress, work records, etc. Based on this record the court would then decide whether the minor should be returned home, sent to a fulltime camp program, other placement, CYA commitment or any appropriate disposition. We further recommend that the short-term camp commitment be imposed very early in the minor's court experience so that there would be no misunderstanding by him as to the consequences of further delinquency. The minor's knowledge that he would have to return to court in 30 to 90 days and account for his behavior, with the possibility of further placement, should motivate him to show good results before his return to court.

**Court placement**

Youngsters must wait an excessive length of time for placement after a court has made its order. Probation reports frequently show a 30 to 60 day waiting period in Juvenile Hall after a placement order is made. A substantial number of juvenile hall beds is tied up by youngsters waiting for placement. Prearrangement for possible court placement would release needed bed space.

**Recommendation:**

11. The Grand Jury recommends that at the time of the disposition hearing the probation officer have an up-to-date listing of available juvenile placement facilities to insure that the minor can be moved without delay into any placement facility that the court may order.

**Community  
Day Care  
Centers**

The Community Day Centers run by the Probation Department through the County Board of Education are doing a fine job working with small numbers of children on probation.

**Recommendation:**

12. The Grand Jury recommends that 9 additional Community Day Centers be created in areas not currently being served.

**C. Diversion**

**Youth Service  
Agencies**

The goal of diversion is to find effective means for handling juveniles outside of the court system and the institutions. Studies have shown that once a child enters the system very little rehabilitation takes place. These studies indicate the need for expansion of the diversionary programs in many areas of the county. The current suggestion to handle cases involving 601's outside of the courts, limiting court hearings to 602's, makes increased diversion programs essential. There are excellent community diversion programs. We feel much of their success is due to their close and intimate relationship with the commu-

nity. Community people are a natural resource and their talents must be sought and utilized. We commend Supervisor Hayes for his suggestion of Children's Centers where 601's would be diverted from Juvenile Hall and the court system.

**Recommendation:**

1. The Grand Jury recommends the creation of a system of youth service agencies which would be staffed by community people, including psychiatric social workers, educators, para-professionals in related fields and interested citizenry. These agencies would handle the 601 cases in a non-adversary proceeding. Pilot programs could be financed through the Law Enforcement Administrative Agency.
2. The Grand Jury recommends that school facilities be used as locations for diversion centers and become bases for community services.

**D. Prevention** Our investigations lead us to believe that schools must take an earlier stand on those children with obvious behavioral and learning problems. Policies of automatic promotions to higher grades without the proper learning accomplishments have proven a failure. The average reading level of the child in custody is second grade. Dr. Ralph Pearlman, who is an authority on remedial methods and author of *Applied Learning Systems*, states:

**Schools**

"Studies have shown: that (1) almost 50% of juvenile offenders are educationally handicapped, (2) 15% are learning disabled and (3) 25% are academically inadequate. Though they can function on an acceptable academic level, the juvenile offender does not have skills enough, either for reading or mathematics, or is not well enough motivated to achieve."

**Recommendation:**

1. The Grand Jury recommends more remedial classes in the lower grades for students with learning problems. We urge more instruction on the high school level in practical methods of seeking employment including how to read the want ads, how to apply for jobs, and how to fill out job applications.

**National Goals** There is a lack of role models at all levels of our economy, particularly in the lower income areas. The children must be exposed to a better quality of life than that to which they are accustomed. All of society must be totally committed to the improvement of our social system.

**Recommendation:**

2. The Grand Jury recommends that the federal government create an agency in Washington to deal directly with the social, economic and emotional conditions that produce criminals.

**Youth  
Employment  
Program**

The public wants more effective control of violent juvenile crime in Los Angeles County. New approaches are needed. The following recommendation is not a cure-all, but a possible partial solution.

The Committee has reviewed a proposal for an experimental Youth Employment Program which it feels has value and merits detailed description and serious consideration.



In Compton, the rate of murders, robberies, burglaries and other major crimes committed by juveniles is among the highest in the United States. The rate of unemployment of youth is also among the highest in the country. The area is deteriorating with gang warfare raging. Law abiding elements in the community find it increasingly difficult to live and raise their children under these conditions.

There are 1200 abandoned homes in the city of Compton. The federal government has had to absorb the loss on these abandoned properties, having guaranteed the loans to the private lending agencies. If the government pays for the rehabilitation of these properties and manages to sell them, the risk is high that the homes will again be abandoned, vandalized and boarded up. The object of the Youth Employment Program is to bring youngsters who need jobs, money, vocational training and identification into the mainstream of economic and social life. It is a program of paid work and training to stop the human deterioration and physical decay of the area and reverse the flight from the community. It would establish a non-profit organization or a locally operated government agency to which HUD would transfer a large number of abandoned homes. The organization or agency would employ young people full and part-time under supervision of skilled craftsmen, paying them a reasonable wage to improve and rehabilitate these homes.

As the homes are rehabilitated and sold or rented, buyers or renters would be made responsible by an incentive reduction in payments to keep their homes at a high level of maintenance. The physical appearance of the area would be a source of pride for all who participate in the program. The youngsters in the program would be assigned paid jobs inspecting and rating the properties so as to continuously reinforce their training and sense of pride. The program during the experimental stage would only include single homes, with the object of developing pride of individual ownership and the pride of the youngsters in producing visible improvements in their community.

The Grand Jury believes such a program could substantially reduce violent crimes committed for money and crimes committed out of feelings of personal hopelessness and frustration. It could diminish the status of criminal gang activity as a focus of social participation with peer groups. The agency may grant additional incentives predicated on individual performance which would further motivate participants to remain law-abiding members of the community. It would be necessary that the U.S. Government make the abandoned homes available with necessary financing.

The Grand Jury feels that the existence, side-by-side in Compton and other depressed areas, of deteriorating and abandoned housing and unemployed youngsters engaged in criminal activity presents a complementary need and resource. A Youth Employment Program could utilize one to meet the needs of the other.

Safeguards should be built into the program to insure against graft and exploitation for personal profit by interests with no direct concern for the welfare of the community.

If the program works in an experimental area such as Compton, it can be tried in other locations where the same problems of juvenile crime and physical deterioration exist.

**Recommendation:**

3. The Grand Jury recommends that the Board of Supervisors give serious consideration to the creation of an experimental Youth Employment Program in the city of Compton.

**Comment** It is the feeling of this committee that the juvenile justice system should concern itself with early detection of delinquency, swiftness of punishment, and rehabilitation. Society must make this choice and devote its energies and financial priorities to this end.

ELEANOR LEVINE and  
JOHN D. MYERS, *co-chairpersons*  
BERTHA BLOOM, *Secretary*  
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## X. The Narcotics Committee

**Purpose and Scope** This committee was organized to review the functions and facilities of the many drug and alcohol abuse programs operating within the county of Los Angeles. Some of these facilities are operated and controlled by the county, some are operated under county contract with private entities, and some are operated by private institutions without any connection with county departments or grants of county controlled funds.

**Areas of Concern** While acquiring knowledge of disbursement of monies for treatment and awareness of the education of addicts and the community at large, the Committee directed its attention to the following areas:

- A. Drug abuse in Los Angeles County
- B. Alcohol abuse in Los Angeles County

### Summary of Investigations

**A. Drug Abuse in Los Angeles County** There are insufficient numbers of methadone maintenance clinics in Los Angeles County, and they are not located in areas easily accessible to the addict. The waiting period before an addict can be accepted into the program can run into weeks and months. Security in the handling of methadone is inadequate. Too often the drug gets into the hands of people not receiving methadone treatment and is offered for sale on the black market to drug abusers.

**Methadone Maintenance Program**

The problems of this program and the operation of the county methadone clinics have been studied by the Department of Health Services and the Narcotics and Dangerous Drugs Commission. The Department of Health Services, after consulting and coordinating with the Narcotics and Dangerous Drugs Commission and various other authorities and agencies, has developed a plan to correct problems in this program over the next 18 months. The plan includes contracting about 150 treatment slots to private providers, appointing a medical advisory board, instituting additional alternate treatment methods in the clinical facilities, and providing for internal changes involving personnel and procedures.

#### Recommendations:

1. The Grand Jury recommends that the Board of Supervisors adopt the plan proposed by the Department of Health Services and that the report of the Narcotics and Dangerous Drugs Commission on the methadone maintenance program, titled "What's Wrong With It?", be adopted by the administrators of the methadone program as guide to its operations.
2. The Grand Jury recommends that additional methadone maintenance clinics be established in locations not now being served.
3. The Grand Jury recommends more research into the private contract method of providing methadone maintenance in view of the considerable savings that can be made by this method.

**Funding for Private Providers** The Los Angeles County Drug Contract office is one component of the Drug Abuse Coordinator's office which originated in the old Mental Health Department. It has recently emerged as an efficient office with a dedicated staff that can now begin to develop effective support for treatment systems. One of the main problems with this office is the need for proper funding for private

providers of methadone and other treatment services. The present system includes multiple advisory and approval bodies for the development of priorities in funding approval. There are at least seven agencies that handle the approval of programs, and since there are many different philosophical, political and monetary interests involved, many decisions are unpopular with at least some of the bodies within the approval group. According to the County Drug Plan, funding is established after review and recommendation by all of the planning bodies. Few of the medical doctors who direct major drug treatment programs in Los Angeles County participate or are members of the approval bodies. However, their participation is possible at all levels and is essential at the community coalition level where basic priorities are developed in accordance with the County Drug Plan. Drug treatment funds in this county have gone primarily to recovery houses and other programs. Many of these do not offer professional or medical services and these services must be subcontracted.

Only two of thirty-eight funded programs offer out-patient medical detoxification. Twenty percent of the funded treatment slots is for medical detoxification. Communities served identify their priorities which become part of the planned prioritizing process. The waiting lists for treatment in this county are primarily for out-patient heroin detoxification and methadone maintenance. It is important that uniform standards be adopted. Misconceptions have arisen as to what constitutes rehabilitation. The Department of Health Services has knowledge of these problems and is working towards solutions.

Since most programs depend on funding from federal and state sources it is imperative that those facilities operating within the County be committed sufficient funds to service their operations for the current fiscal year. Projected commitments should be assured for the ensuing fiscal periods in order to insure that no lapse occurs in client services. A case in point, which has come to the attention of the Committee, is that of the Tarzana Psychiatric Hospital located in the San Fernando Valley. Investigation reveals that sufficient funds were not available to render the client service for the 1974-75 fiscal period that this facility is capable of rendering. It further appears that the 1975-76 budget allotment has not been determined and might even be eliminated or deferred, thereby causing a possible discontinuance of the program as it affects this contract provider. This is a much needed program and services close to 4000 clients annually. At the present time clients that could be served under the Tarzana contract are being referred outside of the county to the Camarillo State Hospital, causing considerable inconvenience to those persons seeking treatment and thereby discouraging the desire to seek treatment.

**Recommendations:**

4. The Grand Jury recommends that in order to facilitate approval and funding for drug abuse programs, the planning process be streamlined by combining some of the advisory and approval bodies. We urge more cooperation between the drug abuse office and law enforcement departments, such as Probation, the Courts, the Sheriff and Police.
5. The Grand Jury recommends that there be a single body to approve all requests for program funding, and that half of its members be qualified professionals with expertise in the management of drug treatment programs.
6. The Grand Jury recommends that the Board of Supervisors take immediate steps to renew the contract with Tarzana.

**Evaluation of Drug Programs**

This is the third year of the County Drug Abuse planning process. Current evaluations will provide increasingly more precise data on the effectiveness of treatment programs which will be available to planning bodies.

**Recommendations:**

7. The Grand Jury recommends that the Board of Supervisors continue to support the County Drug Abuse Program in its progressive development, its approach to the objectives of coordinated community planning, and its evaluation for a balanced county-wide approach.
8. The Grand Jury recommends that the CODAP (federal statistical system) continue to be developed and used for county providers in order to control duplication of services to unscrupulous clients.

**Federal Government vs. County Needs**

The federal government has guidelines which the counties are being asked to follow in order to continue receiving federal funds. These guidelines have been made with New York and Washington in mind, and neither the federal nor state governments are listening to local community needs.

**Recommendation:**

9. The Grand Jury recommends that revenue sharing monies be administered by the Department of Health Services rather than through urban affairs. All planning, evaluation, and contract monitoring ought to be done by the County Drug Abuse Office. We urge the federal government to implement the recently passed California AB 424 which makes additional start-up funding available for more treatment centers.

**Training in the Treatment of Drug Abuse**

Inactive addicts have proven valuable assets in rehabilitation and retraining of those in need of help. Their experience with drugs and their expertise in relating to those on drugs are indispensable. They have been instrumental in planning programs and in the establishment of residential and recovery homes.

**Recommendations:**

10. The Grand Jury recommends that ex-addicts be credentialed in the narcotics field as paraprofessionals. Guidelines must be set by the county and a training period required.
11. County or state authorities should establish standards for operation, and standards set by such authorities should be adhered to by the contractors providing service to the client. Periodic inspections should be made by the authorities to evaluate performance and compliance.

**Synanon as a Diversion Placement**

Synanon is the oldest and largest institution of its kind on the west coast and we believe has much to offer in the field of educational and occupational training. Alameda County has sent probationers to Synanon since 1967.

No drugs of any kind are used for treatment at Synanon. Their method includes work rehabilitation, Synanon Games, education, involvement, and the experience of living and communicating with ex-addicts. Over 18,000 men and women have participated in the Synanon program since its inception in 1958.

**Recommendation:**

12. The Grand Jury recommends that the Probation Department use the Synanon Foundation as a placement facility for adult and juvenile drug addicts and alcoholics.

**B. Alcohol Abuse in Los Angeles County**

**Drug X and Its Treatment**

In October, 1974 the Vista Hill Foundation published a newsletter entitled "Drug X—The Most Dangerous Drug on Earth". Society's No. 1 drug problem, alcoholism, was thinly disguised as Drug X. Ten million people, 5% of our entire population including increasing numbers of teenagers, are dependent upon alcohol. Twenty-five thousand traffic deaths last year are attributed to its effects, to say nothing of the hundreds of thousands of injuries incurred during the same period. Half of all rapes are committed under the influence of alcohol. Suicide rates are 20% higher among alcoholics. One-third to one-half of all police arrests are alcohol related. Alcohol is usually the first intoxicant used by adolescents. A major problem in alcoholism is the complete lack of insight into one's own condition with regard to his own drinking habits. At the present time most alcoholic detoxification treatment centers are privately operated and cater only to those who can afford the high cost of self-commitment.

The state and county programs do not provide sufficient in-patient detoxification time to insure that the patient has been properly counseled and has gone through a period of abstinence of sufficient length to be meaningful.

**Recommendations:**

1. The Grand Jury recommends that community care facilities for alcoholics as described in AB 3198 be expanded throughout the county to treat persons unable to meet the expense of private treatment centers. We suggest a minimum stay of three weeks in a detoxification and recovery facility in order to insure the patient of sufficient counseling and abstinence time.
2. The Grand Jury recommends that county and private health insurance carriers enlarge the scope of their medical insurance plans to include persons with alcoholic problems so that they may be afforded treatment.

**Decriminalization of Alcoholism**

Alcoholism is a social problem. It should not be dealt with through law enforcement agencies. Throwing drunks in jail for a few days or weeks does not solve the problem. Jail simply becomes part of the alcoholics life cycle. So-called "common drunks" should be turned over to special facilities equipped for their care and treatment, without the necessity for court or criminal action. S.B. 329 would completely decriminalize public intoxication as of June 30, 1978 and will require instead that every county provide 48 hour medical treatment facilities for those substantially under the influence of alcohol.

**Recommendation:**

3. The Grand Jury recommends the passage of S.B. 329.

**Funding of Treatment**

The Committee has listened to the complaints of the Office of Alcohol Abuse on the difficulties of being funded under the Short-Doyle Act which is concerned with mental illness. Many services to the alcoholic under this act are

described as being performed under the "general direction of a psychiatrist". Psychiatric direction of alcoholism treatment is expensive and may be unnecessary and even counter-productive if alcoholics are typecast as persons suffering from forms of mental illness. Sections of the Short-Doyle Act dealing with alcoholism are outdated in their heavy medical-mental health emphasis. Non-medical or social model detoxification is a less expensive and a more viable alternative. Senator Gregorio has introduced S.B. 744 to restructure the relationship of the Office of Alcohol Program Management by removing alcoholism programs from the Short-Doyle system, granting OAPM the power to issue its own regulations, providing for strong evaluation of programs and defining the role and responsibility of the state and counties for alcoholism services.

**Recommendation:**

4. The Grand Jury recommends the support of S.B. 744.

**Prevention** The public must be made aware of the dangers of their permissive attitudes toward the use and abuse of liquor. The parent who sighs with relief because his drunken teenager is not on dope is deluding himself as to the problems involved. Now might be the time to get help for that child before he or she joins the ever-increasing number of teenage alcoholics.

In our schools the emphasis has been on other drugs, not alcohol. We now have all kinds of information for our children, but if the teacher can't present it correctly, it is of no value. Victims of alcoholism, adults and teenagers, who have really been through it, can share their experiences and be most effective as a deterrent.

**Recommendation:**

5. The Grand Jury recommends that all school districts in Los Angeles County establish speakers bureaus composed of adult and teenage alcoholics who will be available to go into schools to tell students about alcoholism and "where it's really at."

**Funding of Prevention Programs** At present there is little funding in the area of the prevention of alcoholism. Senate Bill 204 would provide for a slight increase in alcohol excise taxes in order to establish a permanent funding source for alcoholism prevention and rehabilitation programs. The measure would raise approximately \$38 million and would free approximately \$21 million in general funds now expended by the state for alcoholism programs.

**Recommendation:**

6. The Grand Jury recommends the passage of S.B. 204. The federal government derives more than \$5 billion in revenue each year from the taxation of alcoholic beverages. The Committee believes funds from this source should be used to finance programs to prevent alcoholism.

**Recommendation:**

7. The Grand Jury recommends that the federal government make substantial funds from alcohol tax revenue available for alcohol abuse prevention programs.

ELEANOR LEVINE and  
JOHN D. MYERS, *co-chairpersons*  
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## XI. The Adult Probation Committee

**Purpose and Scope** The Adult Probation Committee deals with the system of handling adult offenders 18 years of age or older who are on probation and parole in Los Angeles County. Sixty-five percent of all probationers in Los Angeles County are adults. We have concentrated on probation rather than parole because the Probation Department is administered by the County. The Committee's primary concern is the protection of the community by the criminal justice system. We have attempted to study how probation can operate to effectively protect society and at the same time rehabilitate the offender.

**Areas of Concern** The Committee has directed its attention to the following areas:

- A. Early discovery and scheduling of probation violation hearings
- B. Caseloads and summary probation
- C. Probation effectiveness
- D. Training
- E. Probation subsidy
- F. Work furlough and job training
- G. Diversion programs and referral of drug offenders
- H. Computerization.

### Summary of Investigations

**A. Early discovery and scheduling of probation violation hearings** The Adult Probation Committee is concerned that the Superior Courts continue to postpone probation violation hearings until after the completion of the defendant's trial on new charges. This policy continues notwithstanding the recommendation of the 1973-1974 Grand Jury that probation violation hearings be scheduled first.

It is an advantage to the courts to be notified as soon as possible when a defendant is apparently in violation of his probation because he has been charged with a new felony offense. In appropriate cases, efforts can be made to place the probation violation hearing and the new criminal trial together before one judge. In any event, the probation violation hearing should be heard before the new case. This would result in savings both to the Court and the Probation Department.

It has come to our attention that a trial program of this type was instituted by the Probation Department in the Southeast District which was successful in notifying judges whenever new charges were pending against their probationers.

This program resulted in a 25% reduction in the trial caseload in that district.

#### **Recommendation:**

1. The Grand Jury recommends the adoption of an early method of pretrial identification of active probationers who have new charges pending.

The Probation Department should match the filing of new criminal charges against the names of the current probationers and immediately notify the appropriate judges of these possible probation violations. We further

recommend that the Superior Court schedule probation violation hearings before the trial of any new criminal charge.

**B. Caseloads and summary probation**

The Probation Department currently supervises over 66,000 adult offenders. Only 1 out of 20 persons convicted in our superior courts is sent to prison. The rest are released into the community on probation either immediately or after a short time in County Jail. This situation results in Probation Department caseloads of 150 for each deputy probation officer. The heavy caseload combined with the required quantity of paperwork, makes probation a token supervision rather than a relationship designed to keep the probationer free from further crime. Adult supervision caseloads have increased every year since 1964. The Committee feels that if probation services are to offer any hope, caseload levels must be reduced at least by half. It is unlikely that the county can afford to double the staff of probation officers. It is even more unlikely that the crime rate will be cut in half so that fewer probationers result. The only practical approach is to have the sentencing judges make greater use of Summary Probation.

Under Summary Probation the defendant need not actively report to a probation officer. However, he can be sentenced for a violation of probation if, for example, he commits a new crime. All the Probation Department need do is check his police record from time to time to make sure he has not violated probation. Sentencing judges do have the ability to select those defendants who are most likely to benefit from the counsel and advice of a probation officer. If the sentencing judges place only half as many defendants on active probation, the probationary caseload would be cut in half. Probation officers could then work with offenders who are most likely to benefit from active supervision. The rest would probably do just as well on Summary Probation.

**Recommendation:**

1. The Grand Jury recommends that the Superior and Municipal Courts reduce the number of defendants placed on active probation and that the judges draft guidelines to define which defendants are most likely to benefit from active probation. All others should be placed on Summary Probation.

**C. Probation Effectiveness**

Los Angeles County has undertaken a huge probation program without any scientific studies to indicate the effectiveness of probation on recidivism and rehabilitation. At present, the Probation Department has no evidence that there is a relationship between lower caseload supervision and the reduction of criminal activity. The Committee feels that the Probation Department, with the assistance of an outside research firm, should begin a scientific study to evaluate the correlation between caseload levels and recidivism and rehabilitation.

**Recommendation:**

1. The Grand Jury recommends that the Board of Supervisors employ an outside research firm to analyze the Probation Department and scientifically determine optimum caseloads and supervision methods.

**D. Training**

The training program that now exists for deputy probation officers is inadequate. The only requirement for employment in the department has been a Bachelor's Degree. As a result many deputy probation officers have had neither education nor training to equip them for employment in probation. The Acting Chief

Probation Officer has indicated that he is starting a Probation Department Training Academy.

**Recommendation:**

1. The Grand Jury recommends that the Probation Department Training Academy be implemented as soon as possible. We also recommend that new employees be required to have some education or experience in social sciences related to probation.

**E. Probation subsidy** There has been a great deal of controversy over the effectiveness of the Probation Subsidy Program. The primary purpose has been to provide state funds to strengthen probationary services in local areas as an alternative to maintaining offenders in prison with its higher cost and less chance of rehabilitation. Subsidy programs have been discredited because of certain isolated failures. The Committee believes weak aspects should be corrected or replaced but that the program itself should be maintained.

**Recommendation:**

1. The Grand Jury recommends the continuation of the Probation Subsidy Program and its expansion to include intensive group counseling, individual tutoring and job training.

In subsidy programs, the Probation Department has employed community workers to provide extra services to probationers and their families. There are no educational or experience requirements for these workers, and some have criminal records. Employment is provided these workers who might otherwise be forced back into crime. Furthermore, probationers relate well to those of similar background. Community workers are under the supervision of probation officers. Their salaries are considerably lower than those paid probation officers. The community workers program frees probation officers for more productive work.

**Recommendation:**

2. The Grand Jury recommends the continued employment of community workers in the subsidy program.

**F. Work Furlough and Job Training** In the Work Furlough Program, eligible inmates are released from jail each day for work or school and are required to return to jail each evening. Those who are employed are able to support their families and to reimburse the county for the administrative cost of the program.

The Work Furlough Program is too new to enable assessment of its rehabilitative value, but it is apparent that both the inmates and the community benefit from the inmates' continued support of their families who would otherwise be dependent on public welfare. It is estimated that 32% of the inmates' families would otherwise have been receiving welfare.

In 1974, 2,649 inmates were involved in the Work Furlough Program with 129 inmates as the daily average. In 1974, the total paid for family support through work furlough was \$316,311 or 55% of net earnings. Additional savings to the county resulted when probationers were able to pay court fines, restitution to victims as well as family support.

**Women's Work  
Furlough Program**

A Women's Work Furlough Program has been urged by the judiciary since 1968. The Sheriff's Department, the Probation Department and the Chief Administrative Office agree it would be a valuable service to women under custody, but up to the present time have been unable to find a mutually agreeable site for a Women's Work Furlough Program.

The number of women participants would be limited. Eligibility would not be extended to women committed for narcotics violations.

The major problem to date has been that of security. Sybil Brand, the present women's facility, does not lend itself to this program. In May, 1975, the Lone Hotel, presently operated as a women's detention facility by the State Board of Corrections, was accepted as a suitable site by the Probation Department, Sheriff's Department and the CAO, and a County Women's Work Furlough Program is expected to be instituted within a few months.

The Grand Jury supports this program and urges all department heads involved to continue their contractual negotiations with the State Board of Corrections for the earliest implementation of this program.

**Recommendation:**

1. The Grand Jury recommends that the Board of Supervisors and the Probation Department improve county adult detention facilities by providing additional job training both within the facility and through work furlough programs.

**Crime records and  
state licensing**

Those with criminal records have difficulty securing employment in private industry. They are also excluded from most licensed trades and professions.

**Recommendation:**

2. The Grand Jury recommends that legislation be enacted to prohibit a prior criminal record from disqualifying a person from a state licensed occupation.

**G. Diversion  
Programs and  
referral of  
drug offenders**

The Committee recognizes that drugs and alcohol abuse is as much a problem of mental and physical health as one of criminality. The criminal justice system should emphasize treatment through the health system or diversionary programs.

The Committee has been concerned with the inadequate number of treatment facilities for persons with drug or alcohol related problems. The Committee visited many facilities offering a variety of treatment for heroin addicts including Methadone, Darvon N and "cold turkey" detoxification. We also visited drug and alcohol treatment programs, halfway houses and therapeutic residential communities such as Synanon, Tuum Est, Bricks/Kicks, Jove II, and Volunteers of America Alcohol Detoxification and Rehabilitation Centers.

We found that residential therapeutic communities differ widely in their life styles, lengths of treatment and therapy approaches.

**Recommendation:**

1. The Grand Jury recommends that the Probation Department and courts refer more drug offenders to private and governmental agencies, either under the diversion statute or as a condition of probation.

## H. Computerization

Ninety-six percent of the Probation Department's data is processed by outmoded methods; forty-six percent by tabulating machines and 50% manually. Only 4% of the Probation Department's activity is computerized. The Department is currently able to capture only 40% of its data needs. Additional computer time would provide more complete and timely information for management decisions, pretrial identification of probationers, and follow up data for use in program evaluation research. It would also relieve field service personnel of clerical functions and allow them to concentrate on contact with probationers.

### Recommendation:

1. The Grand Jury recommends that the Board of Supervisors allocate additional data processing time to the Probation Department to develop an information system for the planning and evaluation of programs and activities.

AKIKO ABE, *Chairman*

ROSE S. HACKMAN, *Vice-chairman*

MONICA C. MICCICHE

JOHN D. MYERS

CARL RODGERS

## XII. The Special Committee on Problems of the Compton Community

**Purpose and Scope** Realizing that problems of inner-city areas are inevitably those of the total community, this Grand Jury tried to learn first-hand the facts and the feelings concerning these problems from citizens who live with them every day. A special committee of eleven grand jurors spent a week in the city of Compton, which was selected as an example of an inner-city community, listening to private citizens and officials.

**Areas of Concern** The major areas of concern discussed by the more than 100 Compton residents who spoke to the committee were Poverty, Crime, and Schools. The committee recorded, summarized, and attempted to utilize its material in the following ways:

- A. Publication of the report "Public Hearing-City of Compton"
- B. An open letter to the Compton Community
- C. A suggestion to the Board of Supervisors.

### Summary of Investigation

**A. Publication of "Public Hearing-City of Compton"** An 83 page report, "Public Hearing-City of Compton", including lists of witnesses and transcripts of testimony was published and 250 copies distributed to citizens, officials and the press.

**B. An open letter to the Compton Community** An open letter to the Compton Community summarizing the data in the Public Hearings was included in the report. The letter indicated further action that would be considered by Grand Jury standing committees, all of which were represented on the Special Committee. The text of the letter follows:

A Special Committee of the Los Angeles County Grand Jury conducted hearings in Compton over a seven-day period from January 14, 1975 through January 22, 1975. Its purpose was to learn firsthand the problems of the Compton community. An invitation to participate was extended through the news media to all citizens of Compton. The Special Committee wanted to hear from private citizens as well as from city and governmental officials. The Special Committee, consisting of eleven grand jurors, was addressed by over 100 interested citizens and officials.

The Special Committee has found that the major areas of concern discussed by the Compton residents fall into the categories of Poverty, Crime, and Schools.

Poverty is commonplace in Compton. Fifty-eight percent of the population is on some form of public assistance. The unemployment rate in Compton is 18%. Most of the people who hold jobs in Compton live outside the city. The welfare cycle extends from generation to generation. Between 1940 and 1970, Compton's population increased from 17,000 to 78,000 residents, of which over 85% are minorities. Most of those moving into Compton in the past 10 years have been the poor from other states. Many of these were attracted by the high welfare pay-

ments in California. We were told that Compton does not provide a good environment for economic investment today because of the high crime rate and the refusal of banks to finance businesses in the city. The citizens of Compton frequently find that they have to pay higher prices at the store for items which would cost less in a more affluent area. It costs as much as \$2.50 to have a welfare or social security check cashed in Compton. The explanation offered is that the Compton merchant faces high losses from bad checks. Yet for someone living in poverty, this is of little consolation for the \$2.50 service charge. The Committee was told that publicly assisted families in Compton may receive total payments from all welfare programs of as much as \$8,000 per year. With welfare payments so high, welfare recipients have no incentive to seek low-paying jobs and very few welfare recipients can qualify for the higher-paying jobs. They are, therefore, trapped in the welfare cycle. Most of the speakers felt that welfare destroys the family and initiative. Somehow, good, well-paying jobs must be created for the residents of Compton. The Committee detected a sense of frustration and foreboding.

Some speakers implied there is a strong possibility that current conditions present a potential tinder

box which could spill over into outlying communities if economic factors do not improve. *The Special Committee sees the need for more effective consumer affairs regulations to eliminate unfair commercial practices in poverty areas where consumers are less sophisticated. The Special Committee is considering a welfare-reform proposal which would replace the welfare system with a wage subsidy for low-paying jobs in the private sector and a guarantee of a governmental job if private employment could not be found.*

Crime in Compton has reached the unbearable level. The law-abiding residents of Compton live in homes with bars on windows and double locks on doors. They feel as though they have been imprisoned while the criminals roam free. Speaker after speaker criticized the courts for releasing criminals on probation. There was a consensus that major crimes are not properly punished by the courts. This is particularly true with the juvenile courts. At least a dozen speakers commented on how juvenile offenders were released to the streets almost immediately after their crimes. Many speakers described the fear of living in a city where walking the street or going to a park invited attacks by uncontrolled juveniles. There was criticism of the Police Department because the police seem to have given up and no longer bother arresting juveniles for minor crimes such as bike stealing. We were told that there is no police effort to enforce curfew or truancy laws. There was also criticism of the Police Department for its slow response to police calls. In Compton, in one year, there were 46 murders—committed mostly by juveniles. A common complaint was the ease with which juveniles could obtain hand guns. The juvenile gangs in the Compton area make it totally unsafe for a youth to be on the street unless he joins one of the competing gangs for his own safety. Several speakers indicated that they carry guns for self protection and others indicated they had been asked to join vigilante committees. There were complaints about the probation subsidy program which encourages the Probation Department to return criminals to the street rather than send them to prison. We were told that the programs of the Probation Department are not working. *The Special Committee will consider in its final report suggestions that the probation subsidy program be changed, that the juvenile court system be modified so that juveniles who commit major crimes can be tried more easily as adults and that changes be made in the present practice of lenient pretrial release for juvenile offenders in major crimes. The Special Committee will remind judges that many citizens feel the courts are not adequately punishing criminals, and we will urge that sentencing judges consider that the safety of the community is as important as rehabilitation. The Committee will also support legislation to control the private possession of hand guns.*

There was general criticism of the Compton School District in that the school district officials live

outside the City of Compton and that the school district refused to cooperate with local organizations such as the Y.M.C.A. The Compton School District in 1972 spent all its funds before the completion of the school year and had to receive special state financing to avoid bankruptcy. We received reports that 17 out of 26 typewriters in a typing class were broken, that school buildings were without light and heat on occasion, and that there was a problem with fleas at one school. The Committee was told that the drop-out rate in Compton is one of the highest in Los Angeles County and that the graduates of the Compton School District are, on many occasions, functionally illiterate. Diplomas are, in effect, passed out simply for attendance, not for achievement. Many citizens who spoke to us demanded an outright Grand Jury investigation of the school district. There was a feeling that too much money had been spent on questionable items and on unnecessary trips for officials, that some salaries were too high, and that favoritism was used in hiring people for particular jobs. We know that these problems can be overcome because we visited Willowbrook Junior High School and found that it stands out as a substantially superior school. Despite our invitation to Dr. Rodney Mahoney, Superintendent of the Compton School District, he refused to attend any of our sessions or offer any suggestions to us. *The Special Committee is working with the Superintendent of Schools for Los Angeles County to prepare legislation which will permit the County Superintendent of Schools to assume jurisdiction over a mismanaged school district and be allowed two years to straighten out the problems in that district.*

Many suggestions were made to the Special Committee during the course of the hearings. Some of these suggestions which appear to have merit include the suggestion to merge the Compton Police Department with the Los Angeles County Sheriff's Department and the Compton Fire Department with the Los Angeles County Fire Department to increase police and fire-fighting efficiency. We were told that something had to be done about city officials having token residences within the city while actually residing outside the city. *The Special Committee will ask the District Attorney's office to look into possible election law or other criminal violation involved in a false claim of city residence.*

The Los Angeles County Grand Jury feels that the Special Committee's hearings in Compton were well received. We are not aware of any other body or group which has attempted to listen to the citizens themselves discuss a wide range of problems within their community. We selected Compton because it is typical of the inner-city communities. We believe that the problems we located in Compton can be solved by the diligent efforts of our governmental agencies and our society as a whole. If the problems of Compton can be solved, so can those of South Central Los Angeles and other inner-cities across the land. This country is wasting the talents of thou-

sands, even millions, of citizens living in inner-cities who have the capability of becoming fully productive citizens. That capability is not met when these citizens are left to live on welfare because they lack more desirable opportunities. Crime is caused by social and cultural attitudes. These attitudes can be changed by upgrading educational opportunities, offering economic opportunities, and providing an effective criminal justice system which will protect the community environment.

We would like to thank all the members of the Compton community who participated in our committee hearings and helped to make them a success.

Glenn W. Reeder  
Chairman, Special Committee

Jesse L. Robinson  
Foreman

**C. A suggestion to the Board of Supervisors**

In evaluating its information, the Special Committee compared material gathered at its hearings with the findings of the McCone Commission appointed in 1965 by Governor Edmund G. Brown to "... prepare an accurate chronology and description of the (Watts) riots and attempt to draw any lessons which might be learned from a retrospective study of these events. . ."

The Special Committee of the Los Angeles County Grand Jury considered the following findings of the McCone Commission:

Regarding educational services in disadvantaged areas, the McCone Commission stated:

"The Commission's study compared the quality of educational services offered by the schools in the advantaged and disadvantaged areas. . . . The Commission then considered whether the quality of these school services could account for differences in achievement of students in schools in advantaged and disadvantaged areas. . . ."

The McCone Commission's major recommendations were:

"Elementary and junior high schools in the disadvantaged areas which have achievement levels substantially below the city average should be designated as 'Emergency Schools'. In each of these schools, an 'Emergency Literacy Program' should be established consisting of a drastic reduction in class size to a maximum of 22 students and additional supportive personnel to provide special services. . . ."

"A permanent pre-school program should be established throughout the school year to provide education beginning at age three. Efforts should be focused on the development of language skills essential to prepare children to learn to read and write. . . ."

The Special Committee of the Los Angeles County Grand Jury was told by the citizens of Compton that the drop-out rate in Compton is one of the highest in Los Angeles County, and that the graduates of the Compton School District are on many occasions functionally illiterate. Many citizens demanded an outright Grand Jury investigation of the School District. This indicates the worsening of an already faulty education system found by the McCone Commission 10 years ago.

Regarding Public Welfare, the McCone Commission stated:

"The public welfare program in Los Angeles County involves an annual expenditure of over \$400 million. In August, 1965, approximately 344,000 persons or 5% of the county's population received some form of welfare



aid. In the same month 94,000 persons or 14% of the total population of the curfew area as a whole received public assistance. In the Watts area, approximately 24% of the population received such assistance. "The evidence before us makes it plain that welfare administrators are frequently at odds with other governmental officials and one another. Serious conflicts and paradoxes in statutes, regulations, and interpretations were called to our attention. We have not been able, in the time available, to formulate recommendations regarding these disputes or to attempt to clarify the rules, but we are concerned that energy is being diverted to those nonproductive areas. We were also told much about the inaccessibility of welfare offices and the poor physical facilities of some. We have been told by some witnesses and by our consultants that these conditions have produced severe irritations and frustrations among many individuals in south central Los Angeles. Studies on these complicated matters have been made in the past and others are being initiated presently by the state government, which perhaps may help resolve these problems."

In 1975 the Special Committee and the Department of Public Social Services Committee of the Los Angeles County Grand Jury found welfare problems to be far more intense than in 1965. We were told that 58% of the population of Compton is on some form of public assistance today as compared to only 24% in the Watts area 10 years ago.

In comparing the findings of the McCone Commission with the report of the Los Angeles County Grand Jury Special Committee, which held public hearings in Compton, it is obvious that in Compton the McCone Commission's recommendations have not been implemented. It is also obvious that the conditions in the areas of education, environment, consumer affairs, welfare and health are all worse than they were at the time of the Watts Revolt. We feel the people are pleading. This is a message that our county must not ignore a second time.

**Recommendation:**

1. The Grand Jury recommends that the Board of Supervisors invite the distinguished members of the McCone Commission to evaluate today's minority communities against their 1965 findings and recommendations.

GLENN REEDER, *Chairman*  
AKIKO ABE  
ELIZABETH DITHRIDGE  
ELEANOR LEVINE  
MONICA MICCICHE  
JOHN D. MYERS

NANCY MANELLA  
JESSE L. ROBINSON  
CARL RODGERS  
DOROTHY SHERRETT  
JACQUELYN WILSON

**Editor's Note:** In addition to the regular committees, an Ad Hoc Committee was appointed to consider proposals for Grand Jury reform

A majority of the members of the Grand Jury did not accept the Ad Hoc Committee report.

While agreeing as individuals that there may be areas for improvement in California's unique system of combined civil and criminal county grand juries, the majority of the jurors did not agree with essential aspects of the committee's recommendations.

The report of the Ad Hoc Committee on Grand Jury Reform is included in its entirety as a report of a minority of the Grand Jury.

### **XIII. The Ad Hoc Committee on Grand Jury Reform**

**Purpose and Scope** An Ad Hoc Committee of the Grand Jury was formed for the purpose of determining whether the grand jury system as it presently exists in Los Angeles County is in need of reform.

**Areas of Concern** The Ad Hoc Committee directed its attention to the following areas:

- A. Should there exist two grand juries instead of one
- B. Selection of grand jurors
- C. Changes in the criminal function of the Grand Jury
- D. Changes in the civil function of the Grand Jury
- E. The need for autonomy
- F. Compensation
- G. Removal of a Grand Juror.

#### **Summary of Investigations**

To gather background for its determinations, the Committee held hearings on November 18 and 19, 1974 at which the following persons voluntarily appeared and testified: Los Angeles Superior Court Judges George Dell, Arthur Alarcon and William B. Keene, all of whom were past Supervising Judges of the Criminal Courts; Los Angeles Superior Court Judge Raymond Choate who was Supervising Judge of the Criminal Courts at the time the hearings were held; District Attorney Joseph P. Busch; Los Angeles County Supervisor Peter F. Schabarum; Professor Kenneth Graham, U.C.L.A. Law School; Anthony Glassman, Esq., representing the Los Angeles County Bar Association; Dean Eadie Deutsch, University of San Fernando Valley College of Law; John Moore, Deputy Public Defender of the County of Los Angeles; Ramona Ripston and Marvin Schacter representing the American Civil Liberties Union of Southern California; and Sam Soghomonian, Foreman of the 1970 Los Angeles County Grand Jury. Also present at the hearings were Joseph V. Siler, the Deputy District Attorney assigned to the Grand Jury, and Harvey A. Schneider, Esq., the advisor to the Ad Hoc Committee.

- A. Two grand juries** At the present time, although the Presiding Judge of the Los Angeles County Superior Court is legally authorized to impanel an additional grand jury, this authorization has not been utilized. Rather, only one grand jury has been impanelled annually in Los Angeles County, and this jury has been required to perform both civil "watch dog" and criminal functions.

**Recommendation:**

1. The Committee recommends that two Grand Juries be maintained at the same time in Los Angeles County. One, to be known as the Civil Grand Jury, would function in all matters except indictment proceedings of public offenses. The other, known as the Criminal Grand Jury, would have exclusive jurisdiction over such indictment proceedings. We further recommend that Section 904.5 of the Penal Code shall be repealed and legislation shall be adopted that will require the Presiding Judge of the Superior Court to appoint a Civil Grand Jury annually to serve for a period of one year, and a Criminal Grand Jury from the rolls of the Petit Jury Panel as required and in accordance with this recommendation.

- B. Selection of grand jurors** The Committee believes that the civil function of the Grand Jury is extremely important. The Grand Jury is required to investigate county and city government activities, scrutinize the conduct of public officials and monitor the expenditures of tax dollars. The Committee believes that those persons who serve on the Grand Jury which is impanelled to perform civil functions should be sophisticated, reasonably well-educated and informed, and be in excellent physical health. The Committee is impressed by the fact that in other counties (such as Marin and San Francisco) applications to serve on the grand jury have been solicited by the respective courts. We commend the judges of the Los Angeles Superior court for inaugurating a system accepting applications for Grand Jury service in Los Angeles County. We urge that some members of the civil Grand Jury continue to be chosen in this manner.

- Civil**
- Criminal** The Committee believes that the criminal Grand Jury should be selected in the same manner provided by law for the selection of trial jurors, and that the period of service for such a grand juror should be limited to 30 days, or until the matter under investigation has been completed, whichever occurs first.

- C. Changes in the criminal function of the Grand Jury** At the present time no witness who appears before the Grand Jury, even if he is a prospective defendant, is entitled to have counsel present during the time he testifies before the Grand Jury. Although the witness is entitled to consult with counsel outside of the grand jury room, the Committee is convinced that this is not sufficient protection for a witness. The Committee is impressed by the fact that it knows of no other proceeding in this state, with the exception of federal grand jury proceedings, during which potentially incriminating testimony can be given, at which a person is not entitled to the assistance of counsel.

**Recommendation:**

1. The Committee recommends that the legislature enact legislation permitting a person who has been subpoenaed or invited to testify before the Grand Jury to have counsel with him in the hearing room at the time he testifies. The role of counsel should be limited to advising the witness

as to questions proffered to him, and counsel should not have the right to cross examine witnesses or make objections.

**D. Changes in the civil function of the Grand Jury** At the present time few, if any, Grand Jury proceedings are public, even if those proceedings relate to civil as opposed to criminal functions.

**Recommendation:**

**Public Sessions**

1. The Committee recommends that legislation be enacted to give the Grand Jury authority to open certain Grand Jury sessions to the public and permit members of the public to participate in these sessions.

**Selection of Officers**

According to Penal Code the Presiding Judge of the Superior Court and the Supervising Judge of the Criminal Departments appoint the foreperson at the time a new Grand Jury assumes its duties.

**Recommendation:**

2. The Committee recommends that the law be changed to empower a civil Grand Jury to select its own foreperson.

**Other Officers**

The Committee feels it would be advantageous if other officers were selected by the grand jurors themselves after one month of service. When appointments are made at the outset, the Grand Jury may be deprived of officers more competent than the persons originally appointed. Furthermore, such appointments by their very nature stifle the independence of the jury as a whole.

**Committees**

We suggest to future Grand Juries that committee chairpersons be selected by the committee members one month after the formation of the committees.

**Orientation**

Time and energy are wasted in the civil function because many grand jurors do not have sufficient information or knowledge. There should be an orientation program, including information concerning the nature and function of the Grand Jury, the scope and limitation of its powers, the structure of county government, and the nature of the Grand Jury's relationship with public entities and the court.

**Recommendation:**

3. The Committee recommends that a thorough and extensive orientation program be initiated for incoming members of the Civil Grand Jury.

**E. The need for autonomy**

At the present time the district attorney, who has the ultimate task of prosecuting the defendant, supplies the advisor to the Grand Jury. Similarly, the Grand Jury's investigators are employed by the District Attorney's Office. In addition, the secretaries for the Grand Jury are also employees of the District Attorney's Office.

**Recommendation:**

1. The Committee recommends that the Presiding Judge of the Los Angeles Superior Court secure legislation to provide the Grand Jury with independent counsel, for a term not to exceed two years, an independent staff investigator, independent secretarial assistance and outside contractual investigators to be used on an as-needed basis by the Grand Jury. In addition, the Committee recommends that the Grand Jury offices,

chambers and meeting rooms be completely disassociated from the District Attorney's Office. The Committee recommends, however, that criminal cases accepted by the Criminal Complaints Committee of the Grand Jury should continue to be presented to the Criminal Grand Jury by the District Attorney's Office, since it is that office which will ultimately be prosecuting the defendant in the Superior Court if an indictment is returned.

The Committee wishes to emphasize that this recommendation has been made without any intention to impugn the integrity of the deputy district attorney who has been assigned to the Grand Jury as an advisor, or the present staff. It is the potential for abuse, rather than actual abuses, which concerns the members of the Committee.

**F. Compensation** At present, many qualified persons are excluded from Grand Jury service because of economic hardships which would result from such service.

**Recommendation:**

1. The Committee recommends that compensation for civil grand jurors be increased to \$50.00 per diem.

**G. Removal of a Grand Juror** At the present time there is no provision authorizing the removal of a grand juror for any cause. The Committee believes such removal should be legally authorized, providing that grounds for removal be specifically stated in the statute which provides for the removal, and that the person shall first be afforded a hearing in the Superior Court.

**Recommendation:**

1. The Committee recommends that there should be enacted into law a provision authorizing removal of a grand juror for cause.

AUDREY M. IRMAS, *Chairperson*  
R. PRISCILLA BEATTIE  
BERTHA BLOOM  
LAWRENCE GREENER

DONALD F. ISAACSON  
ELEANOR LEVINE  
JOHN D. MYERS