

**LOS ANGELES COUNTY
GRAND JURY**



**FINAL REPORT
1979-80**

**1979 - 1980
Los Angeles County Grand Jury
Final Report**

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COUNTY OF LOS ANGELES

1979-80 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIFORNIA 90012
974-3993

June 30, 1980

ARNETT C. IVERSEN
JOSEPH LEE, JR.
ALICE M. MCCORMICK
KATHLEEN M. RAGSDALE
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HERMAN SCHLOM
EVELYN F. SCHREIBER
HORACE S. SMITH
RALPH D. WEBSTER
ELIZABETH H. WOODSIDE

Honorable Richard Schauer
Presiding Judge of the Superior Court
and
Honorable William B. Keene
Supervising Judge of the Criminal Division


Gentlemen:

The 1979-80 Grand Jury is about to conclude its term of service. Our investigations, findings and recommendations are detailed in this report.

We are submitting this final report to you for filing pursuant to Section 933(a) of the Penal Code.

Copies have been sent to the Board of Supervisors, the Chief Administrative Officer, and other County officials.

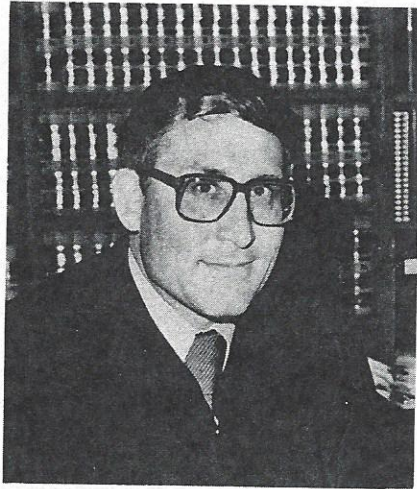
Very truly yours,


Jack W. Salyers
Foreman

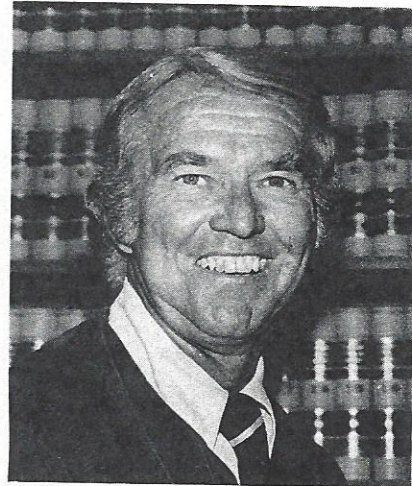
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Judge Richard Schauer
Presiding Judge of the Superior Court
1979-80

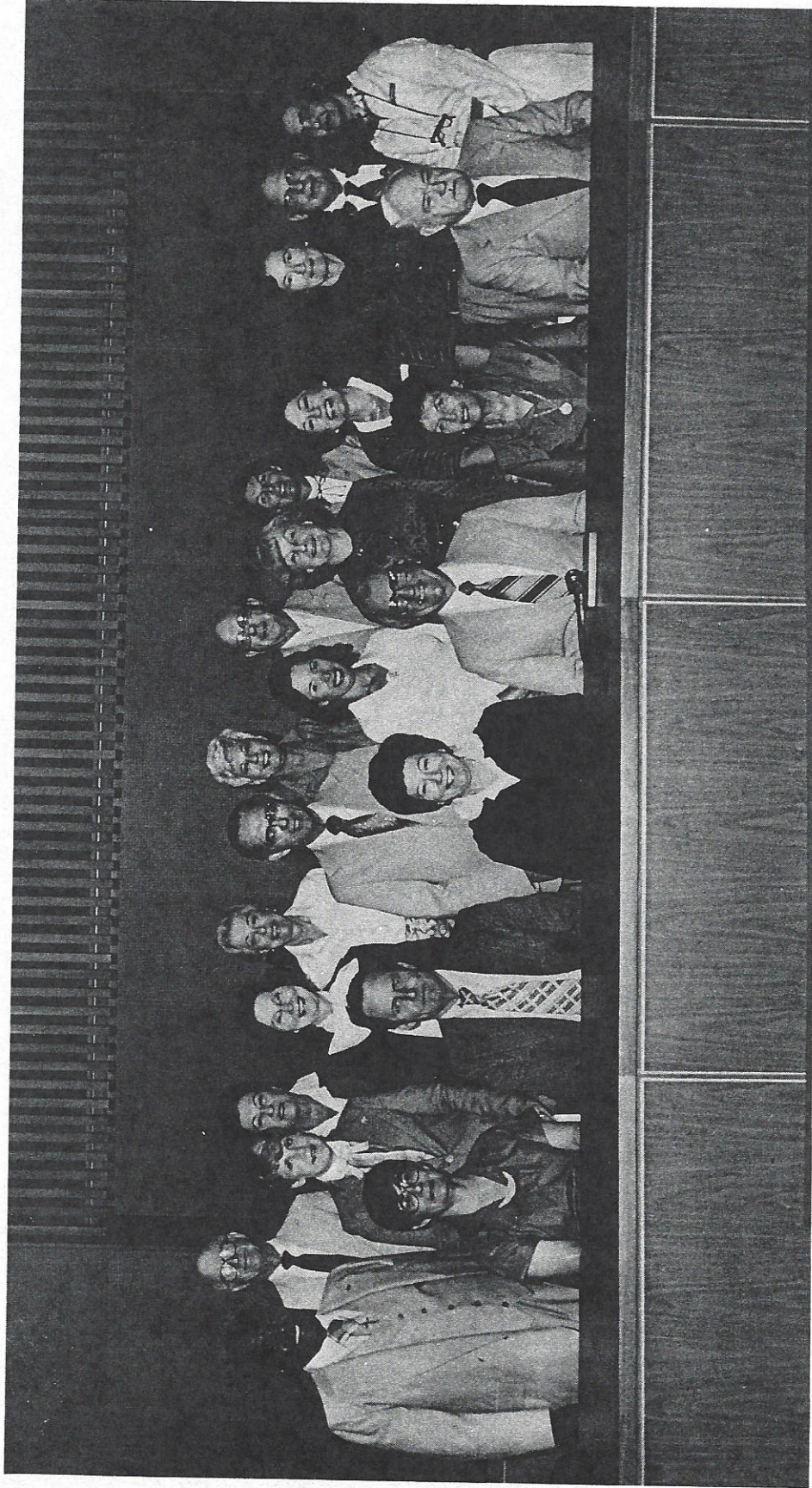


Judge William B. Keene
Supervising Judge of the Criminal Division
1979-80



GRAND JURY STAFF

Standing: Jesse Gomez, Investigator; Joyce Shannon, Staff Secretary; Francis J. Hourigan, Legal Advisor
Seated: Christine Torres, Secretary; Anita Williams, Bailiff; Lois Johnson, Court Reporter



Los Angeles County Grand Jury, 1979-80

- 1st Row: (L to R) Irene M. Almeida, Jerry L. Adams, Elizabeth H. Woodside, Jack W. Salyers, Evelyn F. Schreiber, and Ralph D. Webster
- 2nd Row (L to R): Joseph Lee, Jr., Karen M. Durfee, Arnett C. Iversen, Elmer E. Drickey, Ruby R. Renetzky, Kathleen M. Ragsdale, Alice M. McCormick, Mayme L. Bruce, and Geraldine L. Branton
- 3rd Row (L to R): William C. Bullock, Mary J. Dorsett, Marlyene Goodman, Lillian Gindler, Horace S. Smith, Isabel G. Callahan, and Willard E. Fowler

1979-80

LOS ANGELES COUNTY GRAND JURY

Member	Residence	Nominating Judge
Jerry L. Adams	Rosemead	Billy G. Mills
*Irene M. Almeida	San Pedro	Jack T. Ryburn
Geraldine L. Branton	Los Angeles	Jerry Pacht
Mayme L. Bruce	San Marino	Norman R. Dowds
William C. Bullock	Los Angeles	Edward Rafeedie
Isabel G. Callahan	Northridge	George R. Perkovich
Mary J. Dorsett	Long Beach	Hampton Hutton
Elmer E. Drickey	Tujunga	Wesley J. Reed
Karen M. Durfee	South Pasadena	Phillip M. Saeta
Willard E. Fowler	Glendale	Bernard E. Lawler
Lillian Gindler	Woodland Hills	Harry L. Hupp
Marlyene Goodman	Beverly Hills	Harry T. Shafer
Arnett C. Iversen	Burbank	Mary Goode Rogan
Joseph Lee, Jr.	Los Angeles	Everett Ricks
Alice M. McCormick	La Canada	Thomas C. Murphy
Kathleen M. Ragsdale	San Marino	Peter H. Stevens
Ruby R. Renetzky	Encino	Harry V. Peetris
Jack W. Salyers	San Gabriel	Rafael H. Galceran
Herman Schlom	Los Angeles	Fred Rimerman
(resigned September 12, 1979)		
Evelyn F. Schreiber	Beverly Hills	Robert Feinerman
Horace S. Smith	Glendora	Wesley J. Reed
Ralph D. Webster	Monterey Park	S. S. Schwartz
*Elizabeth H. Woodside	Alhambra	Frances Rothschild

*Volunteer

FOREMAN'S STATEMENT

The purposes of the Los Angeles County Grand Jury are threefold:

To inquire into substantial allegations of criminal conduct to determine whether there is sufficient evidence to warrant the bringing of an indictment charging the commission of a felony;

To inquire into substantial allegations of misconduct in office by public officials to determine whether there is sufficient evidence to cause the filing of a written accusation which, if proved at trial, would lead to removal from office;

To review the management and fiscal operations of county officers and departments, special purpose districts, the fiscal operations of cities within the county, as well as the books and records of these local government entities for the purpose of reporting on their condition and proposing recommendations which will promote efficiency, effectiveness and economy.

To accomplish the above Grand Jury purposes, twenty-three jurors started the 1979-80 Grand Jury year in July 1979. In September, one juror found it necessary to resign for health reasons. The Jury concludes its service in June, 1980, with twenty-two jurors.

In the reports which follow, the findings, conclusions and recommendations of the Jury's eight committees are presented to the County Board of Supervisors, elected city officials and governing boards of special districts. It is hoped that these reports will foster improvements in local government for the benefit of all residents of the county.

On behalf of the 1979-80 Grand Jury, I wish to thank the Honorable Richard Schauer, Presiding Judge of the Superior Court and the Honorable William B. Keene, Supervising Judge of the Criminal Division for their assistance. We also wish to thank Deputy District Attorney Francis J. Hourigan for his counsel and assistance as our legal advisor. The Jury is grateful for the competent secretarial services of Mrs. Joyce M. Shannon and the daily help of the other members of the Grand Jury staff.

It has been a privilege to serve with the members of the 1979-80 Grand Jury. Their diligence underscores the fundamental idea of citizen participation which is necessary to the maintenance of sound and responsive local government.

1979-80 LOS ANGELES COUNTY GRAND JURY

Officers

Jack W. Salyers, Foreman
Elizabeth H. Woodside, Secretary

Evelyn F. Schreiber, Foreman Pro Tem
Ralph D. Webster, Sergeant at Arms

Committees

AUDIT

William C. Bullock, Chairman
Mayme L. Bruce, Secretary
Irene M. Almeida
Willard E. Fowler
Kathleen M. Ragsdale

CRIMINAL JUSTICE

Alice M. McCormick, Chairman
Jerry L. Adams, Secretary
Geraldine L. Branton
Isabel G. Callahan
Mary J. Dorsett
Horace S. Smith

ENVIRONMENT

Ruby R. Renetzky, Chairman
Elmer E. Drickey, Secretary
Lillian Gindler
Joseph Lee, Jr.
Elizabeth H. Woodside

HEALTH SERVICES

Karen Durfee, Chairman
Arnett C. Iversen, Secretary
Marlyene Goodman
Evelyn F. Schreiber
Ralph D. Webster

EDUCATION

Horace S. Smith, Chairman
Mary J. Dorsett, Secretary
Elmer E. Drickey
Karen M. Durfee
Willard E. Fowler

GOVERNMENT ORGANIZATION

Irene M. Almeida, Chairman
Isabel G. Callahan, Secretary
Jerry L. Adams
Mayme L. Bruce
Kathleen M. Ragsdale
Ruby R. Renetzky

JAILS

Geraldine L. Branton, Chairman
William C. Bullock, Secretary
Lillian Gindler
Joseph Lee, Jr.
Evelyn F. Schreiber
Ralph D. Webster

SOCIAL SERVICES- JUVENILE JUSTICE

Arnett C. Iversen, Chairman
Marlyene Goodman, Secretary
Alice M. McCormick
Elizabeth H. Woodside

AD HOC COMMITTEE-FINAL REPORT

Karen Durfee, Chairman
Geraldine L. Branton
William C. Bullock
Elmer E. Drickey
Jack W. Salyers

AUDIT COMMITTEE

PURPOSE

The Audit Committee is delegated by the Grand Jury to select subjects which are within the jurisdiction of the Grand Jury and conduct appropriate management and fiscal examinations.

The California Penal Code gives the Grand Jury the authority to investigate and report on the fiscal records and management policies of county officers and departments, joint powers agencies and special purpose assessing or taxing districts. The Grand Jury may also inspect the books and records of any incorporated city and comment on the condition of those books and records.

Selection of Contract Auditor

In July of 1979, the Foreman of the Grand Jury requested proposals from several accounting firms which had expressed interest in assisting the Grand Jury in its management and fiscal reviews. The Audit Committee studied the submitted proposals and conducted interviews with representatives of the responding firms.

On August 23, 1979 the Audit Committee selected Arthur Young and Company as the contract auditor for the 1979-80 Grand Jury.

Selection of Departments and Districts for Review

The Committee, with the assistance of its contract auditor, then focused on the subject of which county departments and special purpose districts would be examined. Among the criteria used in this process were the size of the department or district and its budget and how recently the department or district had been audited by the Grand Jury, the Auditor-Controller, the Chief Administrative Officer, or its own internal auditing unit. In addition, the committee considered departments or districts whose operations had been subjected to recent public or media interest.

In addition to new studies, the committee recognized the importance of ascertaining the status of prior grand jury recommendations. The contract auditor was directed to conduct a current review of selected prior audits to determine what action had been taken as a result of the Grand Jury's recommendations.

Audit Committee Review Process

When the contract auditor completed the final draft of an audit, exit interviews were conducted with participation by the members of the Audit Committee, the contract auditor and representatives of the affected department or special district. Each final report was then reviewed and adopted by the Audit Committee and presented to the Grand Jury for its consideration. Once approved by the Grand Jury, copies of the complete report were sent to Judge William B. Keene, the Board of Supervisors, the Chief Administrative Officer and the director or elected official in charge of the affected county department or special district.

The audit reports prepared by Arthur Young and Company, including all recommendations, have been reviewed, approved and adopted by the Grand Jury. Pursuant to Penal Code Section 933(c) the Grand Jury is requesting comments from the Board of Supervisors on all the recommendations contained in the audit reports.

The length of the complete audit reports makes it impractical to reproduce them in their entirety in this booklet. Copies of all reports are on file in the Grand Jury office and available for inspection by interested citizens. Complete audit reports have been sent to the main branches of the Los Angeles City Library, the Los Angeles County Library, and the libraries at the University of Southern California and the University of California at Los Angeles where interested persons can read the full text.

Summaries of the reports and major recommendations are listed in the following pages.

FOCUS OF REVIEW

I 1979-80 Reports

Sheriff's Department
Mechanical Department
Probation Department
Use of Chauffeurs by County Officials
Civil Service Commission
Small Craft Harbors Department
(Marina Del Rey Leases)
Metropolitan Water District
Road Department

II Status of Prior Reports and Recommendations

Regional Planning Department
Department of Community Development
Department of Communications
Disability Retirement System
Public Employee Pensions — Town Hall Study
Registrar-Recorder's Department
Purchasing and Stores Department
Department of Collections — Revenue Management Section
of Department of Health Services
District Attorney-Child Support Bureau

III Legislation

FINDINGS AND RECOMMENDATIONS

I 1979-80 Reports

SHERIFF'S DEPARTMENT

STUDY SCOPE AND APPROACH

The scope of this review of the Sheriff's Department included an analysis of how the Department is organized, with special attention to allocation and duplication of functions, span of control and delegation of authority within the Department.

The major administrative practices were evaluated with respect to their impact on operating efficiency and effectiveness, management inspection and control, budgeting and financial management, operational planning, allocation of personnel and related staffing decisions.

The contract auditor reviewed a variety of LASD reports, memoranda, work schedules, manuals, and position descriptions, the 1975 Management Audit Report by the CAO's Office, the Department's Statistical Summaries for FY 1977-78 and 1978-79, and selected statistical data on budgets and patrol workload. Approximately 85 officers of the rank of lieutenant and above were personally interviewed by the contract auditor.

MAJOR FINDINGS AND RECOMMENDATIONS

Department Reaction to Proposition 13

Although the managers within the Sheriff's Department are vitally concerned about present funding restrictions and future uncertainties related to the Jarvis Initiative, the Department's reaction to Proposition 13 budget reductions should be commended. Adopted policy requires that reductions in budgeted positions have been avoided in patrol and custody units because they provide the services that most directly affect the public. Instead, the reductions in staff positions have occurred in the support units such as administration and detectives.

Organization

The Department's top-level organization has a potential need for additional numbers of assistant sheriffs and division chiefs. However, the span of control below chief is too narrow and the position classification of inspector is not used effectively. These two problems cause inefficiency in information flow and decision-making.

The core of this problem, in the contract auditor's estimation, is the inadequate utilization of the inspector's position. The Grand Jury believes the solution involves the elimination of this position as it is presently defined, and the implementation of a more streamlined structure that places more captains in a direct reporting relationship with division chiefs. In effect, this is how the "informal" organization often works at the present time.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT DEVELOP A NEW ORGANIZATION STRUCTURE THAT DELETES THE POSITION OF INSPECTOR AS IT CURRENTLY EXISTS, AND RESULTS IN A REALIGNED AND OVERALL REDUCED NUMBER OF POSITIONS IN THE CURRENT RANKS OF CAPTAIN AND ABOVE.

The contract auditor observed that some divisions of the Department have very low lieutenant-to-sergeant and sergeant-to-subordinate ratios. These ratios are particularly noteworthy because the Department also uses the Deputy IV classification for some supervisory functions. This occurs primarily in the Detective Division and the Field Operations Divisions. In some cases there are more sergeants than deputies in these investigative units, which may be the result of previous policy when the Department used the detective sergeant classification and concept.

The Department should consider using sergeants in the investigative function more as supervisors and backups for senior deputy investigators. The contract auditor is aware of other departments that have made this change without a decrease in investigative performance. In fact, most seem to appreciate the added assignment flexibility it provides for deputy personnel.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT CONSIDER RECLASSIFYING SOME OF ITS SERGEANT POSITIONS TO DEPUTY SHERIFF CLASSIFICATIONS.

There is functional duplication between the Special Investigations Bureau and the Organized Crime Bureau, which share a common analyst pool. There is little justification for separate commands.

THE GRAND JURY RECOMMENDS THAT THE SPECIAL INVESTIGATIONS AND ORGANIZED CRIME BUREAUS BE COMBINED INTO ONE UNIT, WITH ONE CAPTAIN.

(The Sheriff's Department has implemented this recommendation.)

A realignment of bureaus associated with personnel functions is needed to separate the function of actual payment of an employee from the unit responsible for placing the employee on the payroll. In addition, the payroll function is associated more closely with other Fiscal Services activities than with other personnel activities.

THE GRAND JURY RECOMMENDS THAT THE PERSONNEL AND EMPLOYEE RELATIONS BUREAUS BE COMBINED INTO ONE UNIT. CONCURRENTLY, THE PAYROLL FUNCTION SHOULD BE TRANSFERRED FROM PERSONNEL TO THE FISCAL SERVICES BUREAU.

Administration and Management

A significant observation of our contract auditor in this area concerns the department-wide allocation of vacant positions. Budgeted positions are not actually filled because of turnover or the need to achieve salary savings specified by County administration. A disproportionate share of vacant positions is allocated to Sheriff's stations and patrol's Special Enforcement Bureau. The vacancy factor has the greatest effect on the availability of patrol units for unincorporated areas because of practices and requirements within stations. Based on a general analysis of patrol unit data, the number of personnel units actually assigned to unincorporated area patrol may have declined in the past two years, while caseloads have increased.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT ESTABLISH POLICIES TO ALLOCATE THE BURDEN OF VACANT POSITIONS MORE EQUITABLY AMONG ALL DIVISIONS.

THE GRAND JURY RECOMMENDS THAT IN FUTURE FUNDING DECISIONS, THE BOARD OF SUPERVISORS TAKE PARTICULAR COGNIZANCE OF THE NEED FOR SHERIFF'S PATROL SERVICES IN UNINCORPORATED AREAS.

These two recommendations concern issues related to allocation of available resources, which is the Department's prerogative, and future funding decisions by the County, which are beyond the Department's control.

A strong point in the Department's recent operations has been its ability to sell the concept of regional policing to contract cities that are adjacent or near to one another. This provides more flexibility in tactical deployment and scheduling of contracted patrol resources. It is another innovation in an organization that is recognized as a leader in contract law enforcement services.

The Sheriff's Department uses the automated Patrol Car Allocation Model (PCAM) to determine its patrol staffing needs for unincorporated areas. PCAM, which was developed by the Rand Institute, is an accepted technique for determining law enforcement patrol staffing needs, given certain policy assumptions on the part of the user. The Department assumed that 20 percent of all calls for service would be delayed. This appears to be a reasonable policy assumption and the Department should be commended for taking an objective approach to determining patrol staffing needs for the unincorporated areas. The CAO's Office has accepted the PCAM study results, which indicated a need for approximately 150 additional deputies for this function. However, necessary funding for the positions was withheld because of Proposition 13.

Although PCAM has been used for determining unincorporated patrol staffing requirements — and cities set their own levels of service through contract — there are few other areas in the Department where legitimate staffing criteria or guidelines are used. There are obviously some law enforcement functions for which staffing decisions are primarily a question of policy such as vice, narcotics, and organized crime but the majority of the remaining functions are susceptible to objective analysis and the instituting of a quantifiable rationale that equates workload to staffing for budget requests.

The Department recently initiated an audit of interior command posts at all stations. Presumably the results of this audit will provide the bases for more staffing standardization among the stations. Thus, action has already been initiated on part of this recommendation and, ultimately, the Department plans to expand its position auditing to other duty assignments such as detective services.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT DEVELOP MORE DEFINITIVE STAFFING CRITERIA AND GUIDELINES FOR MANY OF ITS UNITS, INCLUDING A MORE STANDARDIZED APPROACH TO STAFFING SPECIALIZED AND INTERIOR COMMAND POSTS AT SHERIFF'S STATIONS.

All Department bureaus and many sub-bureau units have one or more "operations" positions, almost without regard to unit size and complexity. These positions perform a variety of administrative duties, including acting as the second-in-command when the captain is absent. In addition, some of the larger units have sworn employees of various ranks assigned as administrative assistants.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT ESTABLISH CRITERIA FOR DETERMINING WHEN "OPERATIONS" AND SIMILAR POSITIONS ARE WARRANTED.

One of the decisions over which managers within the Sheriff's Department apparently have a great deal of latitude and autonomy is the scheduling of available personnel. Our contract auditor found a variety of schedules being used in the department.

With the exception of the 16-hour shifts, there is nothing inherently wrong with any of the above schedules if they achieve the best match of staffing and workload. Unfortunately, the contract auditor found only a few cases where this condition existed, or where it was considered in establishing scheduling plans. This is not a minor issue because unit managers have little control over budget authorizations and the allocation of available personnel among units. There are only three major areas they can influence: allocation of personnel within their unit; tactics or procedures to be used; and scheduling of personnel to match workload. Poor decisions in any of these three areas can result in delayed response, employee fatigue and overtime that might not be necessary.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT ANALYZE ALL WORK SCHEDULES CURRENTLY IN USE AND PLACE EFFECTIVE MANAGEMENT CONTROLS OVER THE FUTURE USE OF ANY WORK SCHEDULE OTHER THAN A BASIC FIVE-DAY, 40 HOUR WEEK.

In addition to the desk function (call receipt and radio dispatching) performed by 18 of the 19 Sheriff's Stations, there are similar 24-hour desk operations in the Community Services Bureau, Detective Bureau, Aero Bureau, Special Enforcement Bureau and Transportation Bureau. The large number of personnel allocated to these separate desk operations necessitates consideration of their consolidation into one or two units.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT CONSIDER COMBINING SOME OF THE 24-HOUR DESK FUNCTIONS THAT ARE OPERATING IN VARIOUS BUREAUS.

The Internal Affairs Bureau has responsibility for investigating citizen complaints against employees of the Department that are referred to the Bureau by division chiefs. The Bureau has no defined responsibility for investigating complaints against employees that are generated internally, and discretion concerning the referral of external complaints is vested entirely at the division and bureau levels.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT ESTABLISH MORE DEFINITIVE POLICIES CONCERNING CASES WHICH SHOULD BE REFERRED TO THE INTERNAL INVESTIGATIONS BUREAU.

Personnel and Training

Personnel and training related issues dominated all other subjects in the contract auditor's interviews with Sheriff's Department managers. This area of managerial responsibility is the one of most concern and, because solutions to problems are not easily developed, it is the one that is causing managers the most frustration.

The contract auditor was told that following passage of Proposition 13, the County's Department of Personnel budget was cut substantially and that it had to reduce its recruiting support to the Sheriff's Department and other County departments. Sheriff's Department representatives believe this reduction in recruiting has contributed to the problem of attracting new deputies. Other key factors affecting recruiting are said to be the negative perceptions of government work that may be more predominant now than before Proposition 13, and concerns about the civil liabilities of law enforcement officers. In any case, as fewer people apply for the position of deputy sheriff, the selection base diminishes and so does the overall quality of the applicants. There is a strong feeling that without greater recruiting efforts, improvements in candidate quality and academy attrition rates will be modest.

THE GRAND JURY RECOMMENDS THAT CURRENT SHERIFF'S DEPARTMENT RECRUITING AND SELECTION PRACTICES BE ANALYZED IN DETAIL TO DETERMINE THE FEASIBILITY, COST, AND BENEFITS OF ALTERNATIVE IMPROVEMENTS.

Many of the managers interviewed during the course of the audit expressed the opinion that there is a definite need for more specific, applied training for command personnel of the rank of lieutenant and above. Several of these managers have earned bachelor's or master's degrees from accredited schools, and have attended various in-service executive seminars since promotion to a command rank. However, they believe that this type of education and training is too general to prepare them for the job of a Sheriff's Department manager. Generally, the Audit Committee concurs with this assessment. The concept of applied training, with specific, job-related instruction and case study, is the best approach to meeting the Department's management training needs.

The contract auditor suggests that in developing a course of specialized education and training for personnel of the rank of lieutenant and above, the subjects of employee-management relations, methods for analyzing workloads, inspection responsibilities of command and county budgeting concepts and policies should be included.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT DEVELOP AND IMPLEMENT AN APPLIED MANAGEMENT TRAINING COURSE FOR LIEUTENANTS AND ABOVE, INCLUDING SPECIFIC TRAINING IN THE AREA OF EMPLOYEE-MANAGEMENT RELATIONS.

The Department has five deputy classifications. The first is deputy trainee, which is in effect until a recruit graduates from the academy. There are then four ascending classifications, I through IV, which are achieved by: (1) passing a promotional test, and (2) assignment in the new position classification when a vacancy occurs. Within each of the four classifications there is the typical salary-step schedule based on time in grade. Each deputy assignment within the Department is classified by degree of responsibility and experience required and then is designated as a position for a I, II, III or IV deputy. Only the Deputy IV position has supervisory responsibility; the difference in pay for the other three classifications has been justified on the basis of other factors. The concept may appear reasonable but it creates significant administrative problems in the scheduling and assignment of personnel when put into effect. Of particular

interest is its impact on the extended period of time that new deputies spend in the Custody Division. There appears to be a large number of Deputy III's assigned to Field Operations who would prefer to work in the Custody Division. At the same time, there are many young deputies who strongly prefer to work in Field Operations rather than Custody. However, because there is not a budgeted match in their respective deputy sheriff classifications, neither group can achieve the transfer it seeks.

THE GRAND JURY RECOMMENDS THAT THE DEPUTY I, II, AND III CLASSIFICATIONS BE COMBINED INTO A SINGLE DEPUTY SHERIFF CLASSIFICATION, AND THE CONTINUED NEED FOR AND ASSIGNMENT OF THE DEPUTY IV CLASSIFICATION BE REEVALUATED.

In recent years the Department has been under increasing pressure to replace sworn positions with civilian employees where appropriate. In times of budget growth, this accomplishes a cost avoidance in that the sworn position is transferred to a function that is more law enforcement-oriented, and a civilian position is added to the budget. However, in years of budget reductions or status quo, there is greater pressure to obtain the cost savings that result from the deletion of a sworn position and the addition of a civilian position. These cost savings typically accrue because of the lower direct salary, the substantially lower fringe benefit costs such as pensions and workers compensation benefits, and the elimination of recruitment, selection and training requirements.

The Department has converted a number of sworn positions to civilian classifications in the past few years. Nevertheless, there appears to be a strong potential for replacing more sworn positions with civilians. Although the potential certainly exists, the contract auditor stops short of making a recommendation for a specific number of reclassified positions. The Audit Committee is concerned that the issue is more complex than it appears on the surface.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT EVALUATE ALTERNATE APPROACHES FOR ALLEVIATING THE PROBLEMS IT HAS EXPERIENCED AND ANTICIPATES WITH CIVILIAN POSITION CLASSIFICATIONS, AND SUBSEQUENTLY DEVELOP AND IMPLEMENT A PLAN FOR THE EXPANDED USE OF CIVILIAN POSITION CLASSIFICATIONS.

The Sheriff's Department has decided to discontinue the corrections officer position classification because it has experienced a number of problems with this designation. The contract auditor was told that there is high turnover in this position, that the overall quality of candidates was less than desired, and that restrictions on use of the position limited the Department's flexibility because these officers are not required to respond to fights in the jail. These appear to be valid problems but the elimination of the classification will only exacerbate another problem which may be even more significant. The policy of assigning all new deputies to the Custody Division, and rotation out of that Division essentially on a seniority basis is a major concern.

The Department is committed to the policy of assigning new deputies to the custody function. Ideally, the assignment is intended to be for a period of 18 to 24 months. Under current conditions, however, a new deputy must spend three to four years in the Custody Division. This extended tour is considered a major source of job dissatisfaction among young deputies who joined the Department for a law enforcement career, yet must spend what to them is an inordinate amount of time in a custodial role.

The Audit Committee suggests that the Department attempt to determine whether the problems experienced with this classification can be resolved through other approaches such as a redefinition of the position, including qualifications and a more definitive and expanded recruiting effort.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT RECONSIDER ITS DECISION TO PHASE OUT THE CORRECTIONS OFFICER CLASSIFICATION.

Communications and Systems

It is the opinion of the contract auditor and the Audit Committee that the resolution of the communications problems within the Sheriff's Department constitute the number one long-range capital funding priority.

Most calls for service are received at the desk operations of the Sheriff's Stations. Station personnel type the complaint into a computer terminal which transmits the information to the central Sheriff's Radio Center (SRC). Station personnel also designate which patrol or other unit is to be assigned to the case. If for some reason the assigned unit is not available, SRC informs the station deputy who then makes another assignment. CFT video displays are provided at both the station and the SRC. SRC personnel do all direct

dispatching and maintain status information on units. They also process requests from field units for information, such as wanted persons and vehicles, and vehicle registration information.

Each station, or group of stations, operates on an independent frequency. Also, separate frequencies are used for other special purposes such as detectives, administrative and special operations. Presently there is a mix of VHF and UHF frequencies in use because the Department is in the early stages of changing from VHF to UHF. The decision to change was made because of the limited number of available frequencies in the VHF range and the fact that the Department's existing channels are severely overloaded.

The Department has conducted recent tests that disclose that many of its frequencies are operating well above recommended capacity. The few deputies contacted by the contract auditor confirmed that there are periods when field units must wait five to ten minutes for the opportunity to transmit. If these and other significant problems are not corrected soon, the Department's ability to operate with a reasonable degree of efficiency and effectiveness will be curtailed drastically.

In addition to the basic problem of frequency overloading, it was found that the Department has extremely limited portable communications capabilities.

With respect to communications, the Department knows what the problem is and has a plan for attacking it, but lacks the funding to implement the plan. The Department wants to complete the change to UHF frequencies, provide all on-duty field personnel with portable communication capabilities, design and implement a mobile digital system in all field units, and generally upgrade the technical system and related facilities. The mobile digital system, which may be the most expensive component of the plan, is intended to reduce continued growth in radio traffic substantially, as well as to interface directly with a management information system data base.

The Department has a five-year electronic data processing (EDP) system plan which is now about two years old. The plan is at a very general level of detail and the schedules are no longer relevant because of the implementation delays imposed by Proposition 13 funding reductions.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT FIVE-YEAR SYSTEMS DEVELOPMENT PLAN BE PREPARED IN MORE DETAIL TO ALLOW PRIORITIZATION AND IMPLEMENTATION OF SMALLER MODULES.

Given the constraints of current and likely future funding, the Department will be restricted in its ability to make large-scale EDP improvements. Under these conditions, it will be necessary to move more slowly by implementing smaller modules. The current five-year plan is not sufficiently detailed to readily identify such modules and to prioritize each on a year-to-year basis.

However, before any detailed planning is initiated, the Audit Committee believes there is a need to define, at the Bureau level, what Management Information Systems (MIS) means and the information needs it must meet. The contract auditor found considerable variation among the Department's managers concerning these issues. These misunderstandings or differences of opinion should be resolved and specific information requirements for each bureau should be defined. Only then can the Department be assured that systems development efforts are fully coordinated, and that priorities for implementation are consistent with relative needs on a departmental and bureau basis.

THE GRAND JURY RECOMMENDS THAT PRIOR TO REFINING THE DETAILED FIVE-YEAR SYSTEMS PLAN, THE SHERIFF'S DEPARTMENT DEFINE ITS MANAGEMENT INFORMATION SYSTEM (MIS) NEEDS MORE FULLY TO INSURE ADEQUATE COORDINATION OF SYSTEMS DEVELOPMENT.

The Regional Allocation of Police Services system (RAPS) provides information on patrol activity by station and reporting district. This data is to be used for deployment of patrol personnel, workload and crime analysis, and reporting to contract cities.

RAPS data is derived from detailed logs completed by each patrol and traffic unit. These logs are then copied (about 35,000 per month), keypunched, and edited in order to prepare a variety of analytical reports for each station. In addition, at each station there is one person assigned to review all field logs for accuracy and completeness. Presently, positions ranging from intern to lieutenant are performing this review, depending on which station is involved.

The above process is inefficient but, more importantly, its products are not widely used. Managers complain that the reports are not timely and that the data is inaccurate. For these reasons, the contract auditor determined that there are relatively few instances where the RAPS reports are used.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT CONSIDER SHORT-TERM ALTERNATIVES FOR MEETING ITS PATROL AND TRAFFIC MIS NEEDS, WITH THE OBJECTIVE OF ELIMINATING THE RAPS SYSTEM AS IT CURRENTLY EXISTS.

Miscellaneous Comments

Suggestions for improvement in the investigative functions touched on the use of detective vehicles, the coordination of investigations, formal policies for the screening of cases, clerical services, and the organization at the station level of adult and juvenile detectives.

Comments in the area of patrol and station-related function included expansion of patrol unit responsibilities, station desk assignments and crime classification responsibilities at the station level.

The subject of the Men's Central Jail is of special concern to the Audit Committee and the contract auditor. Central Jail houses nearly 5,000 male inmates. On weekdays 25% or more of the inmates are in transit or otherwise moving about the facility. A total of over 700 employees are assigned to operate this jail, plus 300 to 400 or more who provide support such as booking, classification, transportation, and medical services.

By any reasonable modern corrections standards, this facility is too large and poorly designed. The command responsibilities are excessive and the Department is quite concerned about its ability to maintain an orderly, safe operation for inmates and staff, especially if arrest rates increase.

There are no easy answers to the Central Jail problem. Any satisfactory long-term solution is likely to require massive amounts of funding. Given the current attitudes of taxpayers, authorization of such funds is unlikely in the near future.

Perhaps the best long-term solution would involve the concept of Regional Criminal Justice Centers (RCJC) which would incorporate all criminal justice operations and a Type II jail in several large facilities located strategically throughout the County. The Department's exploration of this idea was dropped when it became apparent that funding was not possible. Even on a short-term basis, any reduction in Central Jail population would require additional funds for personnel to reopen old jail facilities such as the Hall of Justice jail.

A full analysis of the Central Jail problem and the overall corrections needs and projections of the County should be conducted. If the Jarvis Initiative passes and the Department experiences significant additional budget cuts, and if arrest rates increase, the problems at Central Jail are likely to become critical and volatile.

The report concludes with a discussion of the following topics:

- The Inspectional Services Bureau
- Evidence Transportation
- Weekend Custody
- Medical Services at Men's Central Jail and the Women's Jail, Sybil Brand Institute
- The Use of Executone Monitors
- An Evaluation of Sheriff's Department Air Services
- A Department News Media Policy

The complete 92-page report on the Sheriff's Department was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, Sheriff Peter J. Pitchess, and other County officials on April 17, 1980.

MECHANICAL DEPARTMENT Automotive Crafts Services Division

STUDY SCOPE AND APPROACH

This review was undertaken because the Audit Committee was concerned about reported delays in the servicing of County vehicles. The contract auditor studied the equipment fleet maintained by the Automotive Crafts Services Division, determined the equipment's "downtime", analyzed the factors contributing to its unavailability, compared the fleet's performance to commercial garages, and developed recommendations that would assist the Division in providing the most cost effective and efficient utilization of this equipment.

MAJOR FINDINGS AND RECOMMENDATIONS

The Automotive Crafts Services Division (ACSD), the second largest division in the Mechanical Department, is assigned the responsibility for maintaining approximately 7,200 pieces of automotive and support equipment. This equipment includes autos, trucks, tractors, construction equipment, aircraft, motorcycles and trailers.

Downtime

Downtime is a measurement of the time a vehicle is not available for productive use. It is one of the most critical factors in the measurement of the effectiveness of a repair shop. Excessive downtime requires procurement of extra vehicles for use during repair periods or results in failure to satisfy the transportation and equipment needs of the County.

The ACSD uses a measurement based on the percentage of vehicles out of service on any given day to determine downtime. A downtime objective of no more than 10% of the vehicle fleet inoperable at any time has been established. The ACSD generally has not been able to meet this goal throughout the past year. Based on samples selected by the contract auditor, the vehicle downtime was calculated to be 13.9%. This estimate differs from the percent of downtime represented by the Department. The difference between the sample downtime and ACSD's calculation is that the sample is based on days out of service, not total vehicles out of service on any given day. Moreover, the Division calculation includes over 500 vehicles listed as storage or disposal units that are, in effect, unavailable.

The cost of additional investment in vehicles, which is the cost of downtime, must be measured against the cost of maintenance to attain downtime objectives. With current budgetary constraints it is unlikely that there will be additional investment in the fleet. Therefore, the County is faced with either reducing equipment downtime to meet existing demands or not meeting the departmental transportation needs of the County. The contract auditor made the assumption that the first priority of ACSD is to provide for the transportation needs of the County. Accordingly, the focus of this review was to determine the causes of the downtime, whether these were internal or external to the Division, and to make recommendations to reduce the downtime.

Organization and Financial Resources

Automotive Crafts Services Division is divided into three main programs. These are fleet maintenance and garage operations, off-highway equipment repair, and fire equipment repair.

ACSD has been affected by the County's diminishing revenues. Since 1976, the Division has reduced its operating budget to its current level of \$12,051,121 including the elimination of 51 positions.

The fleet maintenance program, the largest of ACSD's three budgetary programs in the Department, has an operating budget of \$10,018,980 and a personnel assignment of 204 positions. The off-highway equipment program with 29 positions has an operating budget of \$1,050,615. The fire equipment program has a current operating budget of \$945,526 and 21 budgeted positions.

The stated mission of ACSD is to:

- service, maintain and repair County fleet vehicles, off-highway equipment, fire equipment vehicles and boats.
- service, maintain and repair all County automotive related equipment
- provide motor pool relief vehicles and temporary extra transportation for County departments
- provide chauffeur services
- recommend automotive equipment for replacement in the annual Motor Vehicle Program.
- prepare automotive equipment specifications for all vehicles and equipment
- prepare requisitions for new automotive equipment purchase
- inspect private ambulances on a quarterly basis

Inherent in this mission is a basic underlying philosophy that would be appropriately described in perspective to the user departments as "we buy them, you run them until they break, and we fix them."

There is no single department that is responsible for the central management of the equipment. The administrative responsibilities for the vehicle fleet are assigned to the Chief Administrative Office. This office oversees the acquisition, assignment, and replacement of support equipment. ACSD is responsible for maintaining all equipment brought to the shop for repair. The fractionalization within the County of management responsibility has eradicated any form of accountability for the proper management and

performance of the equipment. As would be expected in this type of environment, our review noted a lack of vehicle operational data, inaccurate and multiple records systems, blurred lines of responsibility, and a general atmosphere of frustration and inefficient management of these fixed assets.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS FORMALLY ADOPT A SINGLE COMPREHENSIVE POLICY AND SET OF PROCEDURES COVERING OPERATION OF COUNTY EQUIPMENT.

THE MECHANICAL DEPARTMENT SHOULD HAVE THE PERMANENT ASSIGNMENT OF ALL EQUIPMENT AND SHOULD HAVE THE AUTHORITY, WITHIN THE PARAMETERS OUTLINED IN THE BOARD'S POLICY, TO SET STANDARDS AND CONTROL THE USAGE OF EQUIPMENT.

Maintenance service costs for all equipment, irrespective of its classification or funding source, should be billed directly to the user department. Charges to the user should include fixed costs such as depreciation, overhead building amortization, contractual services and data processing, as well as variable costs such as gasoline, oil, parts and labor, accidents, repairs and towing.

Shop charges for maintenance activities can then be compared to commercial shops and evaluated as to their cost effectiveness. Specific equipment which proves not to be cost effective for the County should be removed from service. Maintenance activities which do not compare in effectiveness should be phased out or restructured to be more price competitive.

THE GRAND JURY RECOMMENDS THAT A BILLING SYSTEM BE DEVELOPED WHICH WILL CHARGE USERS FOR ALL SERVICES RENDERED BY ACSD.

Staffing

The staffing issues that have the greatest impact on downtime are whether there is sufficient staff to maintain the fleet, availability of staff, and sufficient training for the employees.

ACSD currently employs 268 individuals. The Fire Department employs an additional 16 mechanics who perform maintenance work on fire equipment. All the positions in ACSD are Civil Service and are subject to regulations governing the recruitment and selection process.

Staffing levels are based upon budgetary constraints rather than any predetermined set of standards or workload measurement criteria. Maximum levels of staffing for ACSD are set by the budget; however, there are no standards to indicate the appropriateness of that maximum level. Recently, ACSD did adopt a flat rate standard for mechanic performance. Flat rates are used by commercial shops for billing purposes. Commercial shops expect qualified mechanics to beat the flat rate standard by 15-20%.

Based upon the contract auditor's limited analysis using the vehicle equivalency ration, it appears that the ACSD is adequately staffed to perform the maintenance activities for the current amount of equipment, but somewhat on the lean side. It is important to note the ratio is based upon authorized positions and does not reflect the availability and productivity of the personnel.

ACSD should review the applicability of other work measurement programs and standards that are available for shop activities. In addition, an incentive system should be implemented that would reward employee performance by choice of assignment, or other promotional opportunities.

THE GRAND JURY RECOMMENDS THAT A WORK MEASUREMENT PROGRAM AND STANDARDS BE IMPLEMENTED FOR THE ASSIGNMENT OF PERSONNEL.

Availability, as defined for this study, is the amount of time a person is available to perform productive work. A review of all personnel time cards indicated that 45.0 productive man-years (93,584 hours) were lost in ACSD during 1979 due to employees use of sick leave, vacations, jury duty, industrial accidents, authorized leaves of absences, and holidays. This represented an average of 43.6 days a year of unavailable time per employee or 16.7% of all ACSD personnel. The City of Los Angeles vehicle repair shop estimates its employees' unavailability at 9.8% while commercial shops estimate 6-8%.

An analysis of ACSD unavailable time indicates that sick leave accounts for 26.5% of the unavailable time. This is second only to the vacation leave. The current contract with the employee unions provides for 12 sick days a year at full pay. ACSD records indicate that the employees on the average are using 11.5 days a year in sick leave benefits as compared to 12.1 days a year in vacation time and 11 holidays.

Employee unavailable time is nonproductive time with respect to ACSD's ability to service equipment. Abuse of sick leave privileges and loss of time due to industrial accidents are elements that can be controlled by management.

THE GRAND JURY RECOMMENDS THAT THE CURRENT SICK LEAVE POLICIES BE REVISED AND THAT SICK LEAVE USAGE BE REVIEWED MONTHLY.

Vehicles and Equipment

There is no one central, certified inventory for vehicle and support equipment maintained by ACSD. There are three distinct inventory systems maintained within the Department. The property administration and the business office maintain separate automotive inventories that are alleged to have been reconciled but have not been finalized and printed for the 1978-79 fiscal year, let alone the current year. These offices do not maintain the inventory for support equipment since the responsibility for that equipment is assigned to the individual departments. The vehicle shop maintains a third inventory system which includes support equipment and any other unclassified equipment that requires servicing from ACSD.

Repair Shops

The ACSD operates a central repair facility at the Eastern Avenue complex, nine branch repair shops, 19 repair shops at Sheriff stations, and the Alameda and Mall garages. In addition to the above repair and garage facilities, the Division oversees the operation of over 500 fuel pumps at 208 locations throughout the County.

To analyze repair activity at the repair shops, the contract auditor examined records to determine how often vehicles were brought in for repair, how long they were in the shop, and how much effort was put into the repairs. It was determined that while 83% of all repairs had less than eight labor hours charged to them, only 49% of the vehicles were repaired in one day, and only 72% were repaired in one week.

The efficient repair of the equipment is critical to the downtime of the vehicle. To assist the ACSD in determining and insuring the most cost effective and efficient method of repairing county equipment, a systems design should be undertaken to evaluate the current locations and methods of assigning the equipment for repair. The system design should set forth in detail the type and length of repairs that will be performed at each shop, the capabilities and staffing levels, and the support services and forms that are used to process the vehicle.

THE GRAND JURY RECOMMENDS THAT ACSD INITIATE A SYSTEMS ANALYSIS OF THE WORK-FLOW PROCESS WITHIN THE VEHICLE SHOP.

The County has requested bids for the operation of a contractor-operated parts store (COPARS) to substantially replace the existing automotive parts store operated by the County. COPARS is a concept that sounds promising. However, prior to its acceptance, a complete economic analysis should be prepared on its financial impact.

THE GRAND JURY RECOMMENDS THAT ACSD PERFORM A DETAILED ECONOMIC ANALYSIS PRIOR TO MAKING A RECOMMENDATION TO THE BOARD ON COPARS.

Keeping the vehicles in the fleet in good operating condition should be the first priority of the Division. An effective preventive maintenance program is the key to this effort. Resources from within the Division should be allocated to meeting this priority. The definition of repair work to be performed at repair facilities and the contracting out of some specific services should aid in this effort.

THE GRAND JURY RECOMMENDS THAT ACSD EMPHASIZE PREVENTIVE MAINTENANCE.

Management Information

Timely, accurate and appropriate information is vital to the successful operation of a large repair service organization such as ACSD. Information is primarily needed to control the operations of the repair shops, analyze trends in repair activities, and aid in determining the life cycle costs of different vehicle types and makes.

The analysis of the management information system in ACSD by the contract auditor highlighted the absence of a single inventory and maintenance history of the equipment serviced by ACSD. The Audit Committee believes the computerized Fleet Management System currently maintained by ACSD provides the opportunity for the future development of management information to include inventory and maintenance history. Additional systems work and computer programming are required to make the necessary changes to the information system.

Vehicle Users

While the ACSD has the responsibility for maintaining County vehicles, actual custody of all vehicles except pool vehicles is in the hands of the assigned user department. Maintenance for the vehicle is coordinated by the Division and the user through an assigned automotive coordinator in the user department. This division of authority and responsibility results in a lack of control over who uses a vehicle or how it is used. Further, department personnel are often reluctant to bring their vehicles in for minor repairs and preventive maintenance. This results in vehicles that are abused in their use and minor repairs escalating into more major repairs. No guidelines have been established on driver training and competence, except for the requirement that all vehicle operators have a valid Class 3 California Driver's License.

To document what the Division considered cases of vehicle abuse, a program of notifying users of flagrant vehicle abuse was initiated in December, 1978. Through February 1980, 100 letters have been issued on cases of vehicle abuse. The most common abuses were severe engine damage from no recent oil change, extensive damage to braking systems because brakes were not brought in for service early enough, vehicles running out of gas, body damage from unreported accidents or misuse of the vehicle.

Most of these abuses and the subsequent repairs could have been prevented through performance of preventive maintenance checks and driver education.

THE GRAND JURY RECOMMENDS THAT GUIDELINES BE DEVELOPED ON VEHICLE USE AND DAILY MAINTENANCE AND THAT THESE GUIDELINES BE DISTRIBUTED TO ALL USERS OF COUNTY VEHICLES.

Follow up on reported instances of vehicle abuse should be required. This follow up should focus on why the abuse occurred, how it can be prevented in the future, and what the total cost is to the county of vehicle abuse. Also, if departments were billed for actual repair costs, there would be an incentive for preventive maintenance.

Outside Contracting

Outside contractors have been used mainly to handle the overflow of work in certain shops. Recently most of the contracting has been done in the heavy vehicle area because this is where the greatest backlog is concentrated.

The lack of sufficient records, the uniqueness of some repair shop activity, and the extended length of time necessary to track the cost center prevented the contract auditor from analyzing the cost effectiveness of all the shops' activities. However, during the course of this review, several tasks being performed by the Division were identified that could be contracted to vendors. These tasks included towing, parts chasing and ordering, component rebuilding, and repair jobs that have more than eight direct hours of labor time charged to them.

Activities that might possibly be more efficiently performed by outside contractors include:

- Complex jobs that require significant investment in labor hours because these jobs tie up repair facilities for long periods.
- Repairs that are performed by shops with lower than 80% chargeability. These types of repair could include body and paint work and component rebuilding.
- Activities that involve use of mechanics in indirect activities such as towing of vehicles.

THE GRAND JURY RECOMMENDS THAT THE MECHANICAL DEPARTMENT AND THE CHIEF ADMINISTRATIVE OFFICER INVESTIGATE THE ECONOMIC IMPACT OF CONTRACTING OUT VARIOUS TYPES OF REPAIRS.

The hourly mechanic's labor rate billed by the County to Special Districts for full cost recovery is \$21.49/hour. The full cost recovery rate would be comparable to the methodology used for computing the rate in commercial shops. Because commercial shops perform more specific functions and are staffed differently than ACSD, it was not possible within the scope of this project to establish a comparable labor rate. Commercial shops' labor charges ranged from a low of \$16.00/hour for a paint job to a high of \$32.00/hour for heavy vehicle repair. However, it appears that significant economies can be achieved through further analysis and comparison of specific shop activities. The analysis of the contract auditor indicates that the downtime of equipment is greater and the availability and productivity of shop personnel

is lower than commercial shop standards. These components are indirect costs that must be taken into account when determining the cost-effectiveness of shop activities. ACSD should actively undertake additional analysis to identify cost-effective opportunities. The establishment of a direct billing system will greatly assist ACSD and the County in this endeavor.

The complete 75-page report on the Automotive Crafts Services Division of the Mechanical Department containing 65 recommendations was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Director of the Mechanical Department, and other County officials on June 15, 1980.

PROBATION DEPARTMENT

STUDY SCOPE AND APPROACH

This review of the Probation Department focused primarily on the service levels which could be expected to be provided by this Department both now and over the next few years. The contract auditor studied workloads, staffing and budgets for the last ten years. The Audit Committee tried to identify problems and offer solutions which will permit this department to keep pace with the increasing demands for probation services.

MAJOR FINDINGS AND RECOMMENDATIONS

Purpose and Organization

Probation is the process by which society provides corrective assistance to individuals in conflict with the law and at the same time affords protection to the community. Probation seeks to rehabilitate persons convicted of crimes by returning them to society for a period of supervision rather than simply sending them to jails or prisons. Probation is imposed by the courts in lieu of incarceration and as a control mechanism following jail or prison terms.

Foremost among the responsibilities of the Probation Department are the investigation of adults convicted of crimes; juveniles alleged to be delinquent, in danger of becoming delinquent or in need of protection; and the supervision of such individuals upon determination that formal supervision is needed. The department has additional responsibilities in delinquency prevention and in certain actions regarding adoptions, guardianship conciliation, and mentally deficient or mentally ill persons.

The Probation Department has an operating budget of \$79,155,314 and an allocation of 3,973.2 positions for the fiscal year 1979-80. The Department, under the direction of the Chief Probation Officer, has a Juvenile Field Services Division, an Adult Field Services Division, a Detention Services Division, Residential Treatment Services Division and an Administrative Services Division.

Expenditure Growth

The Probation Department's growth since its founding in 1912 has paralleled that of Los Angeles County. From an initial staff of 19 including 17 Deputy Probation Officers (DPO's), and an operating budget of \$41,000, the Department has grown to a high of 4,946 budgeted positions and an operating budget of \$83,331,329 in fiscal year 1975-76. Since that time the Department has found it necessary to reduce its staff and operating budget due to financial constraints placed upon Los Angeles County.

During the growth period, as could be expected, the Department underwent significant administrative and functional changes. New and permanent juvenile detention facilities were constructed and decentralized area probation offices were established in different parts of the county, all with the intent of better serving the client and community.

The attempt for greater outreach to the client community during this period brought with it the introduction of a wide variety of special programs. Nationally it was thought that the quality of probation services was limited by the lack of community resources and large caseloads of Probation Officers. Legislation was enacted to provide financial resources to help reduce the rising cycle of arrest-conviction-detention.

During the 1970's national and state policies changed and many of the financial resources that were previously committed to these programs were withdrawn. Consequently the County was left with the responsibility of either assuming a greater financial burden for providing these special services or eliminating the programs. Many of the special programs were eliminated as outside funding sources evaporated.

Revenues

The four major restricted revenue sources that augment Los Angeles County's General Fund in supporting the Probation Department's activities are subventions from the State of California (AB90), reimbursements from parents for the costs incurred for juvenile detention and placement, collection of court ordered fines and penalties and payments from the federal and state governments for the categorical grants and special programs. However, even with these additional sources of revenue, 79% of the Department's operating funds are currently supplied from the County's General Fund. The net effect of Proposition 13 and Proposition 4 will be to further restrict the availability of monies in the General Fund.

The financial impact of these revenue restricting measures upon Los Angeles County's General Fund, and in particular the Probation Department, is significant. Since the fiscal year 1976-77, the Probation Department has been required to reduce its personnel complement in an effort to reduce the increase in the Department's operating budget. Compounding the problem of cost reduction has been the spiraling cost of inflation with respect to materials and supplies, and increased personnel costs due to negotiated settlements and legally binding contracts that determine the allowable workload for Department personnel.

Alternatives

In an era of diminishing financial resources, the County has limited alternatives. The levels of service can be reduced to meet the appropriate reduction in revenue. New revenue sources can be developed to offset new reduction in existing revenues. The productivity of personnel can be increased or salaries can be reduced. It is also possible that caseloads can be reduced either because crime decreases or because judges believe that alternative methods are more effective.

Employee Productivity.

Personnel related costs account for 86% or \$68.7 million of the Probation Department's operating budget. The current number of probation officers and their levels of employee workload are determined quarterly by a formula. This formula generally provides for dividing the total number of cases in each of several categories by the number of probation officers indicating what the current workload is per employee in each category. This calculation must coincide with the allowable standards defined in Article XIV of the Memorandum of Understanding (MOU) between the County and the Probation Officers Association. Any department employee assigned a caseload in excess of the criteria outlined in Article XIV may by right file a grievance and refuse to accept the assignment.

The caseload standards were originally numbers incorporated into the first MOU negotiated between the County and Probation Officers in 1972. These figures were arbitrarily selected and agreed to by both management and the Association. An informal survey of the surrounding counties of Orange, San Bernardino, Riverside, Ventura and San Diego indicate that Probation Officer caseload standards are not a provision of the Memorandum of Understanding with their respective employee groups. However, while there may well be differences in the definition of caseloads between counties, it appears that Los Angeles County has at least an average workload per employee.

The question as to the most appropriate number of cases assigned to probation officers has long been a point of concern for both management and employee. The Department has undertaken numerous studies to analyze and determine the optimum number of cases. These reports have been either inconclusive in their findings or prohibitive in terms of cost to implement.

If the Department is to survive as an effective control element over criminals, it must be able to experiment with various novel techniques for allowing a Deputy Probation Officer to provide effective supervision to more cases. It is clear that the continuing revenue reduction in "constant dollars" will require that such techniques be developed or that service levels be reduced. The Department currently has as high an effective workload as possible with current techniques. New and creative methods for handling workloads must be developed with joint commitment by both management and employees. Various experimental programs must be implemented and analyzed.

THE GRAND JURY RECOMMENDS THAT PROGRAMS TESTING CREATIVE NEW METHODS OF FIELD SUPERVISION AND OFFENDER INVESTIGATION BE DEVELOPED AND IMPLEMENTED AT THE AREA OFFICE LEVEL.

In a period of declining revenue and fixed expenditure levels, the County cannot afford to tie its hands on service level and productivity improvement issues. The Probation MOU effectively places a public policy issue — the level of monitoring provided to those on probation — on the union negotiating table. By implication, Article XIV in the MOU prevents any management reorganizations which would allow more than 150 cases. Neither of these types of limitations are proper for the MOU process.

THE GRAND JURY RECOMMENDS THAT THE PROVISIONS IN ARTICLE XIV IN THE MEMORANDUM OF UNDERSTANDING WITH THE COUNTY AND THE PROBATION OFFICERS ASSOCIATION BE ELIMINATED FROM ANY FUTURE CONTRACT WITH AN EMPLOYEE ASSOCIATION.

Revenue

It is assumed that the County's General Fund will continue to provide the major source of support for the Probation Department. Therefore, to minimize as much as possible the impact of the declining revenues in this fund, it is strongly recommended that the Department examine its services and develop a program for implementing fees and charges whenever possible. Although it is quite unlikely that the Department will be solely supported by subventions and fees it is possible that any future increase in revenue may be the difference between the continuation or elimination of a current program.

The Department estimates that it costs \$21.50 per month to supervise an adult and twice that for a juvenile. These figures represent the direct costs; the total costs, including Department and general County overhead, would be about twice those amounts. The original investigation done by Probation to recommend to the Court whether jail or probation is appropriate costs approximately \$150-\$200 per investigation.

The Department currently collects some fees for its institutional services for juveniles. It collects no fees for performing the background investigations necessary to determine whether an individual warrants probation versus confinement. There also are no fees for supervision of those of probation. The revenue from these fees, even recognizing that not all could pay, could be significant.

Interpretations of section 1203.01 of the Penal Code prohibit judges from charging a defendant the costs of prosecution, including probation fees. Therefore, legislation would be necessary to permit such charges.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DRAFT AND SUPPORT LEGISLATION THAT WILL PERMIT IMPOSITION OF USER-FEES AND CHARGES FOR ALL PROBATION SERVICES.

Reduction in Levels of Service

Given the existing set of circumstances, it is probable that the mode of delivering existing probation services must change. The extent that this alternative will be implemented is contingent upon increased employee productivity and the development of new revenue sources.

However, in discussing the necessary changes for the Probation Department, the Audit Committee would be remiss if it did not elaborate on long-term outlook for the entire Criminal Justice System.

Currently there are a number of County departments that contribute to the overall functioning of the Criminal Justice System. These departments, in addition to Probation, include the District Attorney, the Public Defender's Office, the Municipal and Superior Courts, Sheriff and other local police agencies, the Department of Public Social Services, the Child Welfare Office, and the Schools.

Some of these departments will also be affected by the decline in financial resources. Others, such as law enforcement, may not be if the Police/Fire initiative passes. This may lead to new "intake" decisions to reduce the number of individuals reaching the Courts, Probation and other departments which have to reduce their staffs. Concurrent with the changes needed in the Probation Department, the Justice System Advisory Group should be given authority to review, analyze and prioritize the delivery of services that are going to be provided in the Criminal Justice System. A system that maximizes all of its existing resources jointly will be the key to success in both the Probation and other County department's ability to maintain existing levels of service in a period of declining revenues.

Specifically, the County Justice System Advisory Group should attempt to avoid gross disparities in increases or decreases in budgets and resources between various portions of the Justice system by reporting their findings to the Board of Supervisors.

THE GRAND JURY RECOMMENDS THAT THE COUNTY JUSTICE SYSTEM ADVISORY GROUP ACTIVELY COORDINATE THE ANNUAL BUDGET REDUCTIONS OR INCREASES AMONG THE COUNTY DEPARTMENTS THAT COMPRISE THE CRIMINAL JUSTICE SYSTEM.

The complete 13-page report on the Probation Department was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Acting Chief Probation Officer, and other County officials on March 31, 1980.

USE OF CHAUFFEURS BY COUNTY OFFICIALS

STUDY SCOPE AND APPROACH

In January, 1980, questions were raised concerning the use of chauffeurs by County officials. The Audit Committee requested Arthur Young and Company to review the use and cost of chauffeurs by County departments and commissions.

Information on budgeted positions was obtained from the Chief Administrative Officer. A questionnaire was circulated to seventy County departments and commissions to determine if other members of department staffs were being used as chauffeurs on a full or part-time basis. Estimates of the cost of chauffeur service were based on the wage rate of all persons involved in providing chauffeur service plus 24.57% overhead. This cost was compared to the cost of private chauffeur services to determine if the total cost could be reduced.

Chauffeur service is generally defined as the transportation of one or more persons in a vehicle by another person. This broad definition is divided into two classifications. One classification covers chauffeur service provided to an individual in a County automobile. This classification of chauffeur service is typically provided to department heads, commissioners, and dignitaries. The other classification of chauffeur service involves transporting groups in County vans and buses. This service is provided for County employees, jury members, and other special groups such as mental health patients and probationers. In Los Angeles County the three sources of chauffeur services are chauffeurs in department budgets, pool chauffeurs from Mechanical Department, and other members of department staffs who perform chauffeur duties.

MAJOR FINDINGS AND RECOMMENDATIONS

County Policy

There is no formal County policy on the use of chauffeurs. Informal policy has restricted budgeted chauffeur positions to elected officials and certain individuals who can justify use of a chauffeur. Reported justifications for the use of chauffeurs by individuals are that a vehicle is required to perform part of the individual's duties, that a driver is required for safety reasons in times where there may be a fatigue factor and that certain officials have a right to County supplied transportation. Reportedly use of chauffeurs has allowed these officials and individuals to better perform their duties. In addition to these budgeted positions, certain departments and commissions have made use of the Mechanical Department chauffeur pool.

A formal policy on the use of chauffeurs should be established. This policy should take into account the distance traveled on county business, the purpose of the trip, the economy of chauffeur use, the potential for fatigue, and any special transportation requirements.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ESTABLISH A FORMAL POLICY FOR THE USE OF CHAUFFEURS BY COUNTY OFFICIALS, DEPARTMENT STAFF AND COMMISSIONERS.

Mechanical Department Policy

The Mechanical Department provides chauffeurs for county officials if the regular driver is not available. Chauffeur service is also available for visiting dignitaries, selected members of county commissions, and County officials on specific special occasions. Authorization for automobile chauffeurs is determined on prior experience and whether the requesting department has a billing code.

THE GRAND JURY RECOMMENDS THAT ONCE THE BOARD OF SUPERVISORS HAS ESTABLISHED ITS POLICY ON USE OF CHAUFFEURS, A NEW APPROVED LIST OF CHAUFFEUR USERS SHOULD BE DEVELOPED.

Currently, requests for a bus and driver must be forwarded in writing to the main office of the Mechanical Department for approval. In addition, arrangements must be made with the supervisor of drivers at the Alameda Garage. The usual practice is for the official authorization to be given after the bus service has been rendered by the Mechanical Department.

The contract auditor believes user departments should continue to submit formal requests for bus service. However, authority to approve requests should be assigned to the Alameda Garage supervisor, provided that this person has verified that the user department has the ability to pay for the service.

The guidelines that are now being used to determine whether bus service will be provided are outdated and in need of revision.

THE GRAND JURY RECOMMENDS THAT THE PROCEDURES FOR AUTHORIZING THE USE OF BUS CHAUFFEURS BE FORMALIZED BY THE BOARD OF SUPERVISORS.

Cost of Chauffeurs

The total labor cost to the County of chauffeurs is approximately \$181,000. This is based on an approximate average annual earnings of \$14,400 for the nine full-time chauffeurs' positions reported (3 departmental and 6 mechanical pool) plus an applicable percent of the average annual earnings of the 1.05 full-time equivalent persons who perform chauffeur duties part-time. An out-of-pocket fringe benefit factor of 24.57% was added to the total. This total cost is divided into the three components of department cost of \$73,000, Mechanical automobile chauffeur cost of \$54,000, and Mechanical bus chauffeur cost of \$54,000.

It is important to note that typically 35% to 50% of chauffeur's time is spent on nonchauffeur, but related, duties. These duties include pickup and delivery of materials, storekeeper, and vehicle maintenance and preparation. Also, the Mechanical Department charges the users of its chauffeur service based on the hourly rate of the driver plus a burden factor which varies with the user department.

The current private industry rate for a driver and a limousine is \$20.00 per hour, or \$1.00 per mile, whichever is greater. Rates for drivers and cars other than limousines may be lower. However, this may not provide the degree of immediacy provided by the County pool service. In certain instances, it may be beneficial to contract out for the entire service, such as when the vehicle and driver are not needed to travel excessive distances or when a large vehicle is needed. This may allow the County to eliminate some vehicles in the fleet, or change the vehicle mix to include smaller, more economical vehicles.

To determine the economic feasibility of contracting out for chauffeur services, a more detailed study of the costs and feasibility is necessary. Aspects that need to be studied in greater detail include the cost to the County, the ability of a private contractor to meet the needs of the County, and the potential savings for the County because of reduction in staff, fleet and mileage expenses.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INVESTIGATE THE SUBJECT OF CONTRACTING FOR CHAUFFEUR SERVICES.

THE GRAND JURY RECOMMENDS THAT WHEREVER POSSIBLE COUNTY CHAUFFEURS BE PRODUCTIVELY EMPLOYED RATHER THAN WAITING FOR PASSENGERS.

THE GRAND JURY RECOMMENDS THAT THE ACCOUNTING PROCEDURES OF THE MECHANICAL DEPARTMENT BE REVISED TO PROVIDE THOROUGH AND ACCURATE INFORMATION ON THE USE OF COUNTY CHAUFFEURS.

The complete 13-page report on the use of chauffeurs by County officials was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Director of the Mechanical Department, and other County officials on April 17, 1980.

CIVIL SERVICE RULES

Collective Bargaining Process

The Audit Committee directed the contract auditor to conduct a review of the Interim Civil Service Rules currently in place, major changes in the rules as proposed by the Personnel Department and the collective bargaining process. The contract auditor examined administrative responsibility, promotion criteria, hiring practices, the step-pay plan and areas of potential conflicts of interest between the County's certified employee organizations and the Board of Supervisors.

A draft of this report is under discussion within the Audit Committee. Because of a printer's deadline for publication of the Final Report, the Findings and Recommendations are not included in the Audit Committee report.

SMALL CRAFT HARBORS DEPARTMENT

Marina Del Rey Leases

Topics related to the administration of county leases at Marina Del Rey came to the attention of the Audit Committee. A meeting was held by the committee with the Director of the Small Craft Harbors Department and his staff to discuss the operations of his department.

The contract auditor was directed to review a variety of subjects related to the County's role in the administration of leases for residential and commercial property at Marina Del Rey.

The scope of this review included an in-depth analysis of data to determine if the County of Los Angeles is receiving a reasonable rate of return on its investment in Marina Del Rey and to consider whether rates being charged the public at the Marina, particularly boat slip rates, are too high or too low.

A draft of this report is under discussion within the Audit Committee. Because of the printer's deadline for publication of the Final Report, the Findings and Recommendations are not included in the Audit Committee report.

METROPOLITAN WATER DISTRICT

The subject of the efficient and economical delivery of water to the residents of Los Angeles County was discussed by the Audit Committee. The contract auditor was directed to review the operation of the Metropolitan Water District. This special district is composed of 14 member cities and 12 municipal water districts, many located in whole or part within the county. The members of the District serve nearly 11 million people over an area of 5,100 square miles.

The study involved two major questions:

- Have the residents of Los Angeles County paid disproportionately more for service from the Metropolitan Water District than residents of other counties served by the District?
- What would be the impact on residents of Los Angeles County if all water sold by the Metropolitan Water District was sold at the same rate?

A draft of this report is being prepared by the contract auditor. Because of the printer's deadline for publication of the Final Report, the Findings and Recommendations are not included in the Audit Committee report.

ROAD DEPARTMENT

The operation of the County Road Department was examined by the contract auditor at the request of the Audit Committee. The primary focus of this review was to determine how priorities are established for the maintenance and construction of roads under county jurisdiction. In addition, the Committee requested an examination of the administrative procedures for conflict of interest reporting by employees of the department.

A draft of this report is being prepared by the contract auditor. Because of the printer's deadline for publication of the Final Report, the Findings and Recommendations are not included in the Audit Committee report.

II STATUS OF PRIOR REPORTS AND RECOMMENDATIONS

REGIONAL PLANNING DEPARTMENT

STUDY SCOPE AND APPROACH

The 1978-79 Grand Jury with the assistance of its contract auditor, Ernst & Ernst, reviewed the operations of the Department of Regional Planning. The 1979-80 Audit Committee directed its contract auditor, Arthur Young and Company, to review the status of implementation of the 54 recommendations for this department offered by the 1978-79 Grand Jury.

The scope of this review was limited to an analysis of the recommendations and the Department's and Chief Administrative Officer's responses to the recommendations. During the review, the contract auditor met with the Department's Director, Chief Deputy, Administrative Deputy, the Chief of the Subdivision Administration Division, and members of the Subdivision Administration Division staff. No new studies were initiated during the conduct of this review.

STATUS OF MAJOR RECOMMENDATIONS

This review indicated that the Department has spent considerable time working on the recommendations, and it has substantially complied with 42 of the 54 recommendations. Although 12 recommendations have not been implemented, this does not necessarily imply that they were directly rejected. In some cases, the Department chose to take an alternative course of action to the one recommended and, in other cases, the Audit Committee concurred with the Department's position not to take action. Nevertheless, the Department continues to need to improve its management techniques and operating practices. The contract auditor has indicated the areas where this is necessary. New recommendations on other issues that came to the contract auditor's attention during the review are listed in this report.

Department Direction and Management

THE GRAND JURY RECOMMENDS THAT THE DIRECTOR PROVIDE MORE LEADERSHIP AND MANAGERIAL DIRECTION TO THE PLAN EFFECTUATION BRANCH. ADDITIONALLY, THE DEPARTMENT SHOULD EXAMINE ITS ORGANIZATION OF TOP MANAGEMENT.

The Director is spending considerable time evaluating this recommendation. Of importance is the Director's overall role in managing the DRP relation to one branch. Leadership and managerial direction are partly related to management style. The Director and his Chief Administrative Deputies are reviewing the problems encountered in attempting to support this recommendation and are developing alternative approaches. However, the Director does not feel he should "manage" any branch directly. Currently, the Chief Deputy is responsible for the day-to-day operations of the branches. Additionally, the Director has reviewed the organization of top management with the assistance of the Department of Personnel. The County Director of Personnel has reported that he believes that the present organization is appropriate and does not need modification.

It appears that the 1978-79 Grand Jury wanted the Director to establish policy and priorities within which the Division should function. This has been accomplished with regard to day-to-day operations.

Work Assignment

THE GRAND JURY RECOMMENDS THAT A CENTRALIZED WORK ASSIGNMENT UNIT BE ESTABLISHED.

Such a unit has been created in the Director's office. This unit reviews all job requests not previously authorized which require more than four hours of work. The Department believes that the Grand Jury recommendation, in itself, has encouraged a significant reduction in the number of work requests received which are outside the scope of the Department's annual Program plan.

Employee Morale

THE GRAND JURY RECOMMENDS THAT DRP MANAGEMENT TAKE STEPS TO IMPROVE MORALE THROUGH BETTER COMMUNICATIONS, WORKING CONDITIONS, TEAM BUILDING, AND OTHER CONCEPTS.

Department management recognizes that employee morale is poor. The Director has initiated several major actions to help correct morale problems including reinstating the Department's newsletter, *View*, establishing suggestion boxes with follow-up procedures for reviewing suggestions, and emphasizing the Director's "open door" policy. In addition, role clarification workshops conducted by the Department of Personnel with assistance from the UCLA Graduate School of Management have been made available to employees. Additional office equipment has been ordered and office space has been rearranged.

Overall, DRP management is continuing to analyze morale problems and plans to take appropriate corrective actions. However, some of the morale problems may be linked to promotion practices and the two long vacant branch director positions. A compounding factor is a perceived negative attitude among some staff stemming from the fact that the Director, Deputy Director and Administrative Deputy have all been brought into the DRP from the outside, and not promoted from within.

Staffing

THE GRAND JURY RECOMMENDS THAT WORK BE PRIORITIZED AND THAT ENGINEERING WORK STANDARDS BE UTILIZED TO DETERMINE STAFFING LEVELS.

The Department has established formal work priorities as documented in its annual Operating Plan. Interim formal priority revisions take place through the Centralized Work Assignment Unit. Informal priority revisions take place through normal manager interactions.

Work standards have not been adopted as a means for determining staffing levels. While engineering work standards are still under consideration, use of the time reporting system, management expectation of performance and staff experience have been the guidelines used to estimate staff requirements.

Unity of Interest

THE GRAND JURY RECOMMENDS THAT A COORDINATED EFFORT BE MADE BY THE SUBDIVISION ADMINISTRATION AND THE DEVELOPMENT RESEARCH SECTIONS TO BETTER IDENTIFY UNITY OF INTEREST SITUATIONS.

"Unity of interest" is a term applied to situations which really involve the division of real property into five or more parcels but where the divisions are made piecemeal in groups of four or fewer parcels. Dividing property into four or fewer parcels does not require the subdivider to file tentative or final tract maps and is, therefore, a simpler and less costly procedure. Unity of Interest, also known as "4x4ing," has been utilized by family members and by corporations using wholly owned subsidiaries, "dummy" corporations or individual officers, with the result that a subdivision of many parcels is offered eventually to the public from a series of conveyances not numbering more than four to any participant in the scheme.

Some progress has been made toward implementing this recommendation. A procedures manual describing the "unity of interest" investigation process has been developed. The manual also includes County and State regulations and laws on "unity of interest." In addition, card index files of past violators and of current Assessor cuts are maintained. Assessor cuts are detailed maps showing recorded subdivisions of real property. The maps are prepared as part of the Assessor's system of recording legal descriptions of property and ownership. Problems still exist. A clear definition of "unity of interest" has not been established and the investigative role and authority of the DRP, the County Counsel and the District Attorney have not been determined.

Certificate of Compliance Conditions

THE GRAND JURY RECOMMENDS THAT THE PRACTICES FOR ESTABLISHING CONSISTENT AND UNIFORM CONDITIONS FOR CERTIFICATES OF COMPLIANCE BE CLARIFIED THROUGH THE DEVELOPMENT OF APPROPRIATE POLICIES AND PROCEDURES.

The Department has reviewed its practices of establishing Certificate of Compliance conditions and believes they are reasonable and adequate with respect to the County Department Subdivision Chief role. The Subdivision Administration Division Chief has initiated a practice of reviewing conditions placed on parcels in close proximity to the parcel being developed in order to help ensure appropriate equity and uniformity.

Procedure Manuals

THE GRAND JURY RECOMMENDS THAT MANUALS SHOULD BE PREPARED AS THEY ARE NEEDED AS A DAY-TO-DAY OPERATIONAL GUIDE AND AS AN EFFECTIVE TRAINING TOOL.

Two manuals have been prepared and are being maintained. One manual covers Certificate of Compliance Processing and the other manual covers Notice of Violation Processing.

Assessor's Cuts

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF REGIONAL PLANNING TAKE IMMEDIATE STEPS TO UTILIZE ASSESSOR'S CUTS TO IDENTIFY POTENTIAL VIOLATIONS.

Assessor's cuts are presently being catalogued in a card index file. However, little action on processing cuts for potential violators has taken place. The Department reported that the procedures and forms have been prepared for this enforcement activity, and one planner is presently working part time preparing procedures for the two Land Division Specialists who will be added to staff sometime after February 1, 1980.

Legal Definition

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OBTAIN UNAMBIGUOUS INTERPRETATIONS AND OPINIONS RELATING TO KEY LEGAL TERMS TO FORM THE BASIS FOR ADEQUATE WRITTEN PROCEDURE MANUALS

Department management concurs with this recommendation. County Counsel and Attorney General opinions and definitions have been included in the manuals. However, there does not appear to be a consensus among the legal authorities.

Conflict of Interest

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT EXAMINE ITS CURRENT "CONFLICT OF INTEREST" POLICIES TO ENSURE PROPER DISCLOSURE IN SITUATIONS WHERE APPLICATIONS INVOLVE LAND HELD BY DRP PERSONNEL OR WHERE THEY HAVE A FINANCIAL INTEREST. A DEPARTMENT POLICY REQUIRING DISCLOSURE SHOULD BE DEVELOPED AND IMPLEMENTED. COMPLIANCE SHOULD BE PERIODICALLY CHECKED ON A TEST BASIS.

As stated in the CAO response, the Los Angeles County Conflict of Interest Panel found existing Department conflict of interest procedures to be fully in accord with the State of California Political Reform Act and the Los Angeles County Conflict of Interest Code established by the Board of Supervisors. Nevertheless, the DRP is currently developing revised conflict of interest guidelines which will be submitted to the Board of Supervisors for approval.

RECOMMENDATIONS OF THE 1979-80 GRAND JURY

This section contains nine new recommendations for future action. They are based on the contract auditor's review of the status of the recommendations offered by the 1978-79 Grand Jury and on other issues that came to the Audit Committee's attention during this review.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT IMPLEMENT AN APPROACH TO PROCESSING ILLEGAL SUBDIVISIONS.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT TAKE IMMEDIATE STEPS TO FINALIZE ITS POSITION ON THE ORGANIZATIONAL STRUCTURE OF THE DEPARTMENT AND FILLING OR ELIMINATING VACANT POSITIONS IN TOP MANAGEMENT.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT REVIEW MICROGRAPHIC, RECORDS MANAGEMENT AND FILING REQUIREMENTS AND TAKE STEPS TO ACQUIRE AND IMPLEMENT SYSTEMS.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT DETERMINE THE USEFULNESS AND FEASIBILITY OF UTILIZING AUTOMATED SYSTEMS SUPPORT.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT REVIEW AND IMPROVE THE TIME ACCOUNTING SYSTEM.

THE GRAND JURY RECOMMENDS THAT A THIRD PARTY REVIEW THE RELATIONSHIP BETWEEN THE REGIONAL PLANNING COMMISSION AND THE DEPARTMENT STAFF.

THE GRAND JURY RECOMMENDS THAT EFFORTS TO IMPROVE THE OPERATION OF THE DEPARTMENT BE FOCUSED ON TECHNICAL ASSISTANCE RATHER THAN ADDITIONAL AUDITS.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT DEVELOP AND IMPLEMENT APPROPRIATE CONFLICT OF INTEREST POLICIES AND GUIDELINES.

THE GRAND JURY RECOMMENDS THAT THE 1980-81 GRAND JURY REVIEW THE STATUS AND COMPREHENSIVENESS OF THE CONFLICT OF INTEREST CONTROLS WITHIN THE DEPARTMENT OF REGIONAL PLANNING.

The complete 62-page report on the Department of Regional Planning was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Director of the Department of Regional Planning, the members of the Regional Planning Commission and other County officials on March 31, 1980.

DEPARTMENT OF COMMUNITY DEVELOPMENT

STUDY SCOPE AND APPROACH

The 1977-78 Grand Jury, with the assistance of its contract auditor, Arthur Young & Company, did some preliminary study on the potential on conflict of interest within the operation of the Department of Community Development. The 1978-79 Grand Jury continued this study, again with the assistance of Arthur Young and Company. In June, 1979 the 1978-79 Grand Jury issued a report which contained twenty-three recommendations to minimize the potential for conflict of interest situations within the Department of Community Development.

The Audit Committee of the 1979-80 Grand Jury asked its contract auditor to follow up and report on the implementation status of those recommendations.

The contract auditor's judgment of the current status of each recommendation is based on discussions with the DCD staff responsible for their implementation as well as a review of relevant documents developed as a result of the recommendations.

STATUS OF MAJOR RECOMMENDATIONS

Of the 23 recommendations, 12 have been implemented, 9 are being addressed, and 2 have not been addressed. Three of the recommendations are the responsibility of the Chief Administrative Officer. The Department of Community Development has made considerable progress toward implementing the recommendations over the past six months. The contract auditor's review indicates that DCD has established a formal organization and dedicated staff effort to implement the recommendations offered by the Grand Jury.

Employee Conflict-of-Interest Reporting, Monitoring and Enforcement

There were ten recommendations in this category, and all but one have been implemented. These recommendations focused on the need for more substantial conflict-of-interest policies, guidelines, sanctions and reporting. In response to these recommendations, the Department has taken major action including preparing a new Conflict of Interest Code with specific policy guidelines, sanctions, appropriate forms and supporting County, State and Federal statutes.

These major steps have had the effect of heightening the awareness among the staff of the importance and seriousness of conflict-of-interest reporting and compliance. DCD has worked closely with the County Conflict-of-Interest Code Review Panel in developing its new Code. The DCD Conflict-of-Interest policy took effect January 1, 1980, and is included in DCD's Personnel Manual. The Conflict-of-Interest Code, together with the job description/conflict-of-interest reporting requirements document, was scheduled for submission to the Board of Supervisors for approval in February, 1980. Overall, the Audit Committee believes the Department has taken the measures necessary to implement the recommendations in this first category.

Verifying That Services Are Provided

The single recommendation in this section has been implemented. The Contract Compliance and Investigations Branch interview recipients of DCD-funded programs on a sample basis. Conflict of Interest staff investigate all allegations of impropriety. A special information line for CETA is being developed to provide a mechanism for referrals of alleged improprieties to the Contract Compliance and Investigations Branch. This Branch is essentially an independent audit and review unit.

Internal Controls

There were three recommendations directed at establishing systems and procedures for improved file control and reporting of employee time. Two of the recommendations have been fully implemented, while one is still in process.

The Department has designed and implemented a Central filing system which began operating on December 3, 1979, under the Administrative Branch. Direct responsibility was placed in the Office Services Section. Shortly thereafter, a Procedures Manual was prepared and distributed. The contract auditor's review of the Procedures Manual and the proposal for the filing system indicated that Central Files has reasonable documentation, check-in/check-out procedures and designation of responsibility to help ensure control of files' contents and location. DCD is in the process of developing and implementing a positive time reporting system.

Grantee/Subgrantee/Subcontractor Controls

There were five recommendations offered in this category. These recommendations were designed to help prevent conflicts involving entities to which the Department provides funds. The one recommendation that has been implemented to date involved revised internal audit techniques. Feasibility reports on the other recommendations were scheduled for completion by February 1, 1980. DCD management indicated it intends to implement all of the remaining four recommendations, but these issues were not given as high a priority as others discussed in the original report. The Audit Committee recommends that the Contract Compliance and Investigations Branch Director closely monitor the progress of the feasibility studies and take the action necessary to ensure their timely completion. In addition, the Director should develop appropriate schedules to implement the approved recommendations resulting from the studies.

Advisory Boards

The one recommendation in this category was directed to the Board of Supervisors. DCD is currently studying this recommendation. A report was due on February 1, 1980. This recommendation, which suggested the Department recommend to the Board of Supervisors that the public member advisory board system be restructured, was favorably received by the Department. However, DCD pointed out that the Board (actually known as LACETA, Los Angeles County Employment and Training Advisory Council) is advisory in nature and does not have the final decision-making authority. That authority rests with the Board of Supervisors. In addition, the Department does not believe any conflicts have arisen involving the Council or that there is any problem with the "appearance of impropriety" on the Council.

Recommendations to the Board of Supervisors

The three recommendations in this category were directed at entities outside DCD, and the Audit Committee believes DCD should not be held accountable for their implementation. A discussion with the CAO's office indicated no action has been taken to implement or otherwise take action on these recommendations and none is planned.

RECOMMENDATIONS OF 1979-80 GRAND JURY

This section contains five new recommendations for future action. They are based on the contract auditor's review of the status of the recommendations of the 1978-79 Grand Jury and on other issues that came to the Audit Committee's attention during the review.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT CONTINUE IMPLEMENTING THE RECOMMENDATIONS OF THE 1978-79 GRAND JURY.

THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER FOLLOW UP ON RECOMMENDATIONS 21, 22 AND 23 OF THE 1978-79 GRAND JURY.

- 21. Reconsider DCD-Board interactions on funding and defunding decisions,*
- 22. Determine implications of these findings for other County departments,*
- 23. Consider including in the next legislative action program a request for broader conflict-of-interest controls.*

THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER MONITOR THE STATUS OF THE CONFLICT-OF-INTEREST SECTION OF THE DEPARTMENT OF COMMUNITY DEVELOPMENT.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF COMMUNITY DEVELOPMENT REVIEW RECENT ORGANIZATIONAL CHANGES WITHIN THE DEPARTMENT.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF COMMUNITY DEVELOPMENT REVIEW THE IMPACT, IF ANY, ON ITS OUTSIDE AUDITING APPROACH IN LIGHT OF FEDERAL OFFICE OF MANAGEMENT AND BUDGET CIRCULAR A-102, ATTACHMENT P.

The complete 11-page report on the Department of Community Development was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Director of the Department of Community Development, and other County officials on March 31, 1980.

DEPARTMENT OF COMMUNICATIONS

STUDY SCOPE AND APPROACH

The 1977-78 Grand Jury, with the assistance of its contract auditor, Arthur Young and Company, reviewed the operations of the Department of Communications. The Audit Committee directed its contract auditor to review the status of the 30 recommendations offered by the 1977-78 Grand Jury.

During the course of this review the contract auditor discussed the current status of the recommendations with DOC staff and studied the material developed by the department.

STATUS OF MAJOR RECOMMENDATIONS

Of the 30 recommendations, 8 have been implemented, 10 are in the process of being implemented or have been partially implemented, and 12 have not been addressed. However, 10 of the unaddressed recommendations require actions by the CAO, coordinated participation of other County agencies, and Board approved changes in County policy. The majority of these unaddressed recommendations were rejected as either impractical or undesirable in the CAO's letter to the 1977-78 Grand Jury dated April 11, 1978, which summarized the viewpoints of both the CAO and the DOC.

County-Wide Issues

This category of recommendations pertains to all those issues which require decisions or action by either the Board of Supervisors or the Chief Administrative Officer, as well as the Department of Communications. Only two of the eight recommendations offered have been implemented.

One of the two recommendations which have been implemented called for the County to allocate resources so that DOC and the CAO could prepare a comprehensive analysis of the most cost-effective approach to telephone system procurement for each location and a recommendation for in-house or contractual provisions for maintenance.

The contract auditor observed a significant improvement in the completeness of the cost and payback analyses currently performed for telephone equipment procurement alternatives in comparison with those performed during the 1977 operational review. The alternative of lease purchasing telephone equipment from private vendors instead of renting similar equipment from the telephone company is considered and analyzed in virtually all situations where new or replacement equipment is required. All relevant cost factors are included in the analyses including installation and maintenance costs (materials, labor and overhead); monthly lease purchase payments; inflation factors; and savings on toll and minimum multiple-unit calls, removal of leased telephone lines and reductions in required operator staffing. Although all equipment acquisitions are evaluated for cost justification over a 10 year period, the basis for deciding whether to lease purchase telephone equipment or rent comparable equipment from the telephone company is a fiscal year cost comparison of the two alternatives.

The other recommendation from this section of the report dealt with improvements in the internal accounting systems so that users would receive sufficient explanation of charges with bills.

Enhancements of the computerized Telephone Billing System continue and currently the bills provided to user departments include a detailed breakdown of charges.

Fiscal and Administrative Services

There were four recommendations in this category and all but one have been partially or fully implemented. The principal benefits of the actions taken in response to these recommendations have been a reduction in the accounting staff by four positions and a significant improvement in management reports and user department billing detail. The major actions which resulted in these improvements included implementation of the computerized Telephone Billing System, implementation of the computerized Project Task Accounting System, implementation of a computerized inventory control system and implementation of a procedure for a monthly random sampling of telephone bills for audit of other credits and charges.

Operations

Seven of the recommendations offered in the initial report remain applicable to the Operations branch of the Department of Communications and they pertain to the mail/messenger service and telephone switchboard personnel.

Only one of these seven recommendations has been implemented. This recommendation was to maintain funding for those position filled in November, 1977 in the mail/messenger function. Budgetary restriction in the past two years have caused the Department's funded positions today in the mail/messenger service to be equal in number to the filled positions of two years ago.

The reasons for not implementing the other recommendations are largely contained in the CAO's response letter to the Grand Jury dated April 11, 1978. The recommendation that the DOC conduct a study of mail system reliability was not implemented because both the DOC and CAO contended that our study provided sufficient evidence to indicate that the system's reliability was acceptable. In their opinion, corroboration of this finding by conducting an additional study would not be cost-effective. With respect to the recommendations that the CAO consider the consolidation of the mail/messenger services of the Road Department and the Municipal Court, the CAO and DOC collectively felt that the delivery requirements of these users would not be effectively accommodated by the County-wide system. According to DOC staff, the consolidation of the Health Services messenger function to eliminate positions has not been pursued since the Grand Jury recommended that such efforts be continued. The overall recommendation that the CAO consider the transfer of all mail/messenger personnel to DOC has not resulted in any significant further actions toward centralizing the mail/messenger function within the County. The proposed new centralized facility for the County-wide mail/messenger function, under study by the CAO and DOC at the time of the review, has not been pursued because of the fiscal limitations imposed by Proposition 13.

RECOMMENDATIONS OF THE 1979-80 GRAND JURY

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INSTITUTE A "TELEPHONE SYSTEMS SAVING FUND" TO FINANCE CAPITAL REPLACEMENT OF RENTAL EQUIPMENT.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PURSUE ALL AVAILABLE MEANS TO SECURE FROM PACIFIC TELEPHONE COMPANY MAGNETIC TAPES CONTAINING CONSOLIDATED DETAILED BILLINGS FOR SERVICES PROVIDED.

THE GRAND JURY RECOMMENDS THAT ALL MAIL/MESSENGER FUNCTIONS BE CONSOLIDATED IN THE DEPARTMENT OF COMMUNICATIONS.

THE GRAND JURY RECOMMENDS THAT EXPENDITURE CONTROL PROCEDURES ON TELEPHONE OPERATOR POSITIONS BE REVISED.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF COMMUNICATIONS EXAMINE THE FEASIBILITY OF REINSTITUTING MANAGEMENT REPORTING BY PROJECT.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF COMMUNICATIONS CONTINUE EFFORTS TO IMPROVE INVENTORY CONTROLS.

The complete 20-page report on the Department of Communications was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Director of the Department of Communications and other County officials on April 1, 1980.

DISABILITY RETIREMENT

STUDY SCOPE AND APPROACH

The 1977-78 Grand Jury studied the disability retirement portion of the County's retirement system. The Audit Committee directed Arthur Young and Company to review the status of the 8 recommendations made by the 1977-78 Grand Jury.

The scope of this review was limited to an assessment of the responses of County officials to the proposals offered by the Grand Jury to improve the disability and retirement program. Legislation aimed at amending the retirement program was examined and discussions were conducted with representatives of the Department of the Treasurer and Tax Collector, the Chief Administrative Officer's staff, and attorneys from the County Counsel's Office.

STATUS OF MAJOR RECOMMENDATIONS

Corrective action has been taken on most of the recommendations presented. Such actions range from forming task forces for further study and implementing specific corrective actions to supporting legislation aimed at changing the Retirement Law. The positive effect of these actions, in any, is difficult to quantify. The Audit Committee believes the process is a continuing one which requires further attention both internally and from future Grand Jury inquiries.

RECOMMENDATION OF THE 1979-80 GRAND JURY

It is apparent from the Grand Jury's review two years ago, and the Audit Committee's follow up this year, that the major impediment to reforms to the disability retirement system is the evolving philosophy regarding such retirements. Over the years the system has evolved from one designed to compensate employees for specific, job related injuries to one which compensates employees for an inability to perform their job, regardless of the reason.

The Board of Supervisors should make an explicit policy decision regarding the purpose of the disability retirement system. If it is determined by the Board that disability should compensate an employee for an inability to perform his job for any reason, as is currently the policy, such a decision should be explicitly stated. If it is determined by the Board that disability should compensate an employee only for specific, job related injury, then the Board should take such action, including legislative proposals, to implement this policy and reverse the current trend.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS MAKE AN EXPLICIT POLICY STATEMENT REGARDING THE PURPOSE OF THE DISABILITY RETIREMENT SYSTEM.

The complete 11-page report on the disability retirement portion of the County's retirement system was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Treasurer-Tax Collector, the members of the County Retirement Board, and other County officials on April 1, 1980.

"THE PENSION BALLOON" (Town Hall Study)

STUDY SCOPE AND APPROACH

In April of 1979, Town Hall of California published "The Pension Balloon." This 79 page report analyzed the pension plans of the City of Los Angeles Fire and Police Departments, the City of Los Angeles employees, the Los Angeles County employees, and the City of Los Angeles Department of Water and Power.

The Audit Committee asked its contract auditor to perform a study to determine the extent of the County's compliance with the recommendations offered by Town Hall on the subject of pension benefits for public employees.

The contract auditor discussed the findings contained in the Town Hall report with the Treasurer-Tax Collector and the County Counsel, and their respective staffs.

STATUS OF MAJOR RECOMMENDATIONS

The report contained three recommendations applicable to the Los Angeles County Employees' Retirement Plan:

- Cost-of-living and post-retirement medical benefits should be funded. At present, these two benefits are paid for from the Plan's investment earnings in excess of 5³/₈% per annum.
- Benefits offered by the Plan should be brought into "rough parity" with the benefits offered by the plans of selected commercial enterprises headquartered in Southern California. This recommendation would result in a reduction both in the amount and nature of the benefits available to public employees.
- The reduced benefit levels contemplated above should be applied prospectively to both current and future employees.

The following summarizes the contract auditor's conclusions with respect to the implementation of these recommendations:

- The County's intentions for funding cost-of-living benefits appear appropriate. The June 30, 1980, actuarial evaluation of the Plan should be obtained and reviewed by next year's Grand Jury to determine that these intentions have been implemented.

— Significant reductions in benefit levels have been implemented, with corresponding cost reductions, and contribution levels have been increased. However, substantial additional reductions remain to be made to bring the benefits for employees hired prior to September 1, 1977, into the "rough parity" with the benefits of private plans recommended by Town Hall.

— The question of prospective reductions in benefits for current employees will have to be resolved by the courts. However, it is questionable that the Town Hall position that such reductions are constitutional will prevail if litigated by a County Counsel who has publicly stated his position that such reductions are unlawful.

RECOMMENDATIONS OF THE 1979-80 GRAND JURY

The Town Hall study states that it "does not purport to analyze the total compensation package of public as compared to private employment", but only deals with retirement benefits. In view of the serious legal and political problems associated with any reduction of benefits, including a prospective one, for current and future employees, the Audit Committee believes a workable solution to the problem of the increasing cost of public employees to the taxpayer should be directed toward total compensation in the public and private sectors. The Grand Jury, therefore, recommends that a comparison of total compensation, including wages, prerequisites, allowable holidays, vacation and sick leave policies, retirement and disability benefits be performed between comparable public and private job categories. The Grand Jury further recommends that the results of this comparison be utilized in present and future labor negotiations in order to achieve a parity of total compensation for comparable public and private employment.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ORDER A COMPARATIVE ANALYSIS OF COMPENSATION FOR SIMILAR POSITIONS IN THE PUBLIC AND PRIVATE SECTORS.

Figures used in the Town Hall study suggest the average annual pension cost over the next twenty years would be approximately 6% less if the benefit reductions recommended by the study were applied prospectively to all current and future employees, rather than just future employees. The study makes it clear that, for current employees, only the benefits earned in the future would be changed. All previously accrued benefits would remain the same. The potential 6% annual savings from applying the benefit changes to current employees' annual savings becomes significant when compared to the Plan's anticipated annual cost of \$333 million in 1980, increasing to \$867 million in the year 2000.

The Town Hall study contains a legal opinion to the effect that the prospective reduction of benefits for current employees would not constitute a violation of the employees' constitutional rights. County Counsel, on the other hand, has issued to the Grand Jury an opinion which contradicts the legal opinion obtained by Town Hall. The resolution of this question does not appear to be within the province of the Grand Jury, but will have to be settled by the courts.

In view of the significant potential savings represented by the implementation of this recommendation, the Grand Jury believes the County should obtain another legal opinion from an outside counsel. If this third opinion supports the Town Hall position, the Grand Jury believes the potential for savings warrants making the proposed benefit reductions. If litigation results, the County may wish to retain outside counsel to represent it due to County Counsel's position on the matter.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SEEK A LEGAL OPINION FROM OUTSIDE COUNSEL ON THE PROSPECTIVE REDUCTION OF CURRENT EMPLOYEES' BENEFITS.

The complete 86-page report which includes a reprint of the Town Hall study was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Treasurer-Tax Collector, and other County officials on April 1, 1980.

REGISTRAR-RECORDER DEPARTMENT

STUDY SCOPE AND APPROACH

The 1977-78 Grand Jury with the assistance of its contract auditor reviewed the Registrar function of the County's Registrar-Recorder's Department. The Audit Committee directed its contract auditor, Arthur Young and Company, to review the status of the 10 recommendations offered by the 1977-78 Grand Jury.

The Audit Committee's assessment of the status of each recommendation is based on discussions between the contract auditor and representatives of the Department. Budget requests, systems documentation and other materials were also examined during the course of this follow-up review.

STATUS OF MAJOR RECOMMENDATIONS

This review disclosed that significant progress has been made in implementing the 1977-78 recommendations. Of the ten recommendations made, three have been fully implemented, and seven are either in the process of implementation or have been partially implemented.

THE GRAND JURY RECOMMENDS THAT THE REGISTRAR-RECORDER SHOULD DEVELOP A MORE COMPREHENSIVE MANAGEMENT INFORMATION SYSTEM.

The Department is in the process of testing an Expenditure Control and Reporting System which should be operational July 1, 1980. The system is designed to maintain and report labor and material costs by (1) organizational unit (for line-item budgeting purposes), (2) cost center (function to which costs are chargeable, regardless of assigned organizational unit) and (3) job. When operational, this system will greatly improve the Department's ability to provide information to management for cost control purposes as well as eliminate time consuming clerical effort in preparing claims for State mandated functions and billing other jurisdictions for whom election services are provided.

Certain key elements should be incorporated into the existing design or planned for future implementation to enhance the capability of the system to provide management with information for cost control purposes:

- forecasted and actual activity levels
- unit cost computations
- budgeted expenditures
- periodic report distribution to and consideration of the needs of division heads
- incorporation of Productivity Improvement Program reporting
- reconciliation of labor hours and costs and material costs with FIRM (the County's accounting system) expenditures

Some of these elements are presently being considered by the Department for future inclusion after the basic system design has been implemented.

THE GRAND JURY RECOMMENDS THAT DURING THE NEXT BUDGET CYCLE THE REGISTRAR-RECORDER UNDERTAKE A ONE-TIME ANALYSIS OF ALL MAJOR FUNCTIONS AND ACTIVITIES TO DETERMINE WHICH ARE MANDATED, STIPULATED BY BOARD POLICY AND UNDER DEPARTMENT DISCRETION.

Partially as a result of post-Proposition 13 budget curtailments, the Department performed an analysis of major functions and activities. Three major programs were reduced or eliminated in 1978-79 as a result of this analysis:

- Payment of deputy registrars for voter registration was eliminated resulting in a reduction in cost of \$365,000 annually.
- The practice of sending precinct registers to the polls on election day was eliminated resulting in a cost reduction of \$545,000 annually.
- Field Office operations were curtailed, resulting in a cost reduction of \$50,000.

Additionally, the duplicate absent voter signature verification was eliminated as a result of changes in the Elections Code, resulting in further cost reduction.

RECOMMENDATION OF 1979-80 GRAND JURY

The California State Election Code does not prohibit absent voter ballots and materials to be issued to a third party with the permission of the registered voter. For example, a party worker or candidate for office may solicit authorization to pick up absent voter materials from any number of registered voters. The solicitor then submits the letters or forms of authorization to the Registrar of Voters who will issue each registered voter's materials to the solicitor. The Registrar is complying with the State Election Code, and has installed adequate controls to ensure proper verification of the voted absentee ballot.

The original intent of the Code provision was intended for registered voters residing in convalescent homes or other extended care facilities, families unable to vote in the polling place and other groups of registered

voters physically unable to vote in the polling place. This original intent is appropriate. However, given the way the Code is currently written, there is potential for abuse. For example, employer issuance of a paycheck to an employee may be predicated on accepting and, perhaps, voting an absentee ballot. Another example is that door-to-door solicitation could result in the registrant's feeling coerced to accept absent voter materials.

In its next legislative package, the Board of Supervisors should propose an amendment to the Election Code related to the issuance of absent voter materials. The proposed amendment should include language prohibiting the issuance of absent voter materials to a third party unless certain conditions are met. These conditions would include absent voter materials intended for registered voters who are incapacitated but residing in a common place such as an extended care facility and members of a family or group unable to vote in the polling place.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROPOSE AN AMENDMENT TO THE STATE ELECTION CODE REGARDING THIRD PARTY ABSENT BALLOT ISSUANCE PROCEDURES.

The complete 11-page report on the Registrar function of the Registrar-Recorder's Office was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the County Registrar-Recorder, and other County officials on April 17, 1980.

DEPARTMENT OF PURCHASING AND STORES

STUDY SCOPE AND APPROACH

The 1977-78 Grand Jury with the assistance of its contract auditor, Arthur Young and Company, studied the Department of Purchasing and Stores. This study focused primarily on the County-wide procurement process, and particularly on the storekeeping and supply distribution system. Forty-six recommendations were proposed by the 1977-78 Grand Jury.

The scope of this review was limited to the current status of the recommendations offered. The contract auditor met with the Department's Director and his staff and the Auditor-Controller and his staff during the course of this follow-up review.

STATUS OF MAJOR RECOMMENDATIONS

This review indicated that the Department has substantially complied with 37% (17) of the recommendations and another 19% (9) have been partially complied with or are in the process of implementation, either in whole or in part. The remaining 44% (20) of the recommendations have either not been acted upon or are currently under study.

Printing Shop and Support Functions

The 1977-78 report did not focus much attention on this aspect of the Purchasing and Stores operation. Of the two recommendations made, one has been implemented.

Central Stores and Supplies — Distributor Function

A few months prior to the 1977-78 study, the Central Store had been moved to a new location with supplies organized differently than in the past to make supply locations compatible with a new computerized inventory control system. Because of numerous errors in the computer system, DPS had been unable to provide timely and reliable service to County departments for several months. DPS management was aware of most of the problems and was trying to fix or minimize them within the constraints of the computer system and the physical facility layout. However, the 1977-78 Grand Jury felt that an outside review by its contract auditor might assist the Department in identifying how to clear up the problems more rapidly. It is the Audit committee's understanding that DPS also requested this review.

Thirteen of the twenty-three recommendations dealing with this function have been implemented. Another four are in process, partially implemented, or under study. Nearly three-fourths of the recommendations have received some positive response. Almost all of these recommendations were fairly specific and comparatively easy to implement. Further, they generally dealt with an acknowledged problem area. More importantly, the Stores Section does appear to be providing improved service since the study period 18 months ago.

In this entire functional area, the most disturbing item is the inability of the County to have a long range plan of action for providing its supply function more effectively. A CAO task force has been helping to fix Central Stores problems, and the CAO commissioned a consultant study of L.A. County/USC Medical Center supply problems. However, while the Audit Committee senses a clear concern for existing systems, it does not perceive a clear strategy for effecting overall improvement. The CAO has responsibility for overall planning of such activities because they affect so many departments.

Purchasing Function

The 1977-78 Grand Jury was also concerned about a number of specific purchases made by various large departments which appeared, in retrospect, not to have been appropriate. This led to a broader interest in the overall County-wide purchasing system.

Los Angeles County's procurement system is very complex. Unlike smaller public agencies, the County system distinguishes between the authority to negotiate the price of an item and the authority to procure the item. It also makes a clear distinction between a department's budget allotment and its purchasing authority which most other agencies do not make.

DPS theoretically negotiates prices on all items over \$250 (except for emergency purchases) and for many items which will be procured in smaller amounts, but which will total over \$250 in a year. The Audit Committee believes that this authority is appropriate, although it suggests that the limit for departmental purchases without prior DPS price negotiation might appropriately be raised to \$500. In general, DPS should perform price negotiations on at least 93% of all funds spent on procurement transactions. DPS's procurement role, in our view, is primarily to perform procurement price negotiation.

DPS also currently performs portions of the actual acquisition process. According to County policy, the Department should be involved in ordering items from vendors as departments need the goods, even though it has already selected a vendor or vendors. This seems to the Audit Committee to be a redundant control. A department should have authority to procure any items it wants as long as DPS has already secured the best available price and the department has adequate funds in its budget account to procure the item. For example, if a department decides to procure 10 times as much gravel and only one-tenth as much tar as it did the prior year (or thought it would this year), that is the department's decision—not DPS's or the Auditor-Controller's. The Audit Committee would generally recommend that DPS get out of the business of controlling the ordering process. On an exception basis, DPS should spot check procurements to insure that departments do not buy elsewhere when a favorable price already has been negotiated.

The role of the Auditor-Controller (A-C) is to insure that County funds are spent appropriately. To do this, he must insure that funds are available prior to the issuing of a purchase order. To the extent that a purchase order is for a specific procurement (i.e., 100 sheriff vehicles), this is reasonable. However, about half of all purchase orders, by value, are "blanket" purchase orders which really do not purchase anything, but are actually intended to confer on the using department the ability to order goods because the Purchasing Agent has already negotiated prices. These "blanket" purchase orders (P.O.) are treated just like any other P.O. by the Auditor-Controller, and funds are encumbered when the price is negotiated, not when the vendor is authorized to supply the goods. This is done because by County Administrative Code, a department cannot issue a P.O. and therefore, the Purchasing Agent issues the "blanket" and the department can then obtain goods through a "sub-purchase order."

There are advantages to this system for items which are constantly procured such as copy machine maintenance, because those funds will definitely be needed, and they are not available for other purchases even if the service has not yet truly been authorized. However, to the extent that the "blanket" P.O. is simply a means around the Administrative Code restriction determining who can purchase goods, with actual usage discretionary with the departments, it does not make sense to encumber the funds when no purchase obligation exists. Further, an unnecessary paperwork system is created because amounts of purchases seldom come out exactly within the anticipated blanket authority amount. This causes "transfers" of purchase authority between various P.O.'s within an account. It would seem that the A-C staff should encumber procurements against discretionary "blankets" as they occur and not enforce any limits on a department except the account balance limit. Limits below that level do not have any source of authority other than historical or departmental estimate and do not constitute a legitimate ground for the A-C staff to second-guess the department making the procurement.

In 1977-78, DPS and the Auditor-Controller took action on nearly all of the significant recommendations involving a restructuring of the procurement function. It is the Audit Committee's belief that the system needs to be restructured to provide more effective control with less make-work type control. To do this, the Board must restructure the Administrative Code.

RECOMMENDATIONS OF THE 1979-80 GRAND JURY

THE BOARD OF SUPERVISORS SHOULD DIRECT THE CHIEF ADMINISTRATIVE OFFICER TO DETERMINE THE COST EFFECTIVENESS OF A CHANGE IN THE ADMINISTRATIVE CODE PROVISIONS GOVERNING THE PROCUREMENT SYSTEM SO THAT:

- **DPS IS RESPONSIBLE FOR NEGOTIATION OF PRICE ONLY**
- **DEPARTMENTS ARE RESPONSIBLE FOR ORDERING GOODS AS THEY SEE FIT ONCE PRICES OR SOURCES HAVE BEEN NEGOTIATED BY DPS AND SUBJECTED TO BUDGET CONSTRAINTS.**
- **THE AUDITOR-CONTROLLER SHOULD CONTROL PROCUREMENTS ONLY TO THE EXTENT OF AVOIDING EXCEEDING ACCOUNT BUDGETS AND AVOIDING PROCURING PRICE-AGREED ITEMS AT HIGHER PRICES EXCEPT IN EMERGENCIES.**
- **THE AUDITOR-CONTROLLER CONTROLS SHOULD BE BEFORE RATHER THAN AFTER-THE-FACT WHEN BUDGET LIMITS ARE APPROACHED, AND**
- **A SET OF PROCUREMENT ACTIVITIES BY DOLLAR RANGE OR PROCUREMENT METHOD IS DEFINED WHICH FOCUSES STRONGER CONTROLS ON MORE EXPENSIVE PURCHASES.**

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONSIDER GREATER DEPARTMENTAL PROCUREMENT AUTONOMY FOR DEPARTMENTS WHOSE CONTROLS ARE IN COMPLIANCE WITH AUDITOR-CONTROLLER STANDARDS.

THE GRAND JURY RECOMMENDS THAT THE AUDITOR-CONTROLLER REVIEWS OF ANY COUNTY DEPARTMENT BY ITS INTERNAL AUDIT DIVISION CONSIST OF A SPECIFIC REVIEW OF PROCUREMENT PRACTICES AND CONTROLS.

The complete 18-page report on the Department of Purchasing and Stores was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Director of the Department of Purchasing and Stores, the Auditor-Controller, and other County officials on May 29, 1980.

DEPARTMENT OF COLLECTIONS DEPARTMENT OF HEALTH SERVICES

Revenue Management Section

STUDY SCOPE AND APPROACH

The 1978-79 Grand Jury, with the assistance of its contract auditor, Ernst and Ernst, conducted a management audit of the Department of Collections and the related billing and collection functions within the Department of Health Services. The Audit Committee directed its contract auditor to review the status of the 58 recommendations proposed by the 1978-79 Grand Jury.

The scope of this review was limited to an analysis of the Departments' response to the recommendations and the actions taken or not taken. The contract auditor met with the Department of Collections Director, Chief Deputy, Technical Deputy, Administrative Deputy, Collections Deputy, and the Chief of Revenue Management (DHS).

STATUS OF MAJOR RECOMMENDATIONS

Of the 58 recommendations, 18 have been complied with to date and another 12 are in the process of being implemented in whole or in part. The responding departments are of the opinion that 14 of the recommendations are no longer appropriate because of changes in procedures and approaches. Of the remaining 14, the departments believed that alternative courses of action should be taken and therefore have decided not to implement these recommendations.

The 1978-79 Grand Jury management audit of the divisions and sections within the Department of Collections and the Department of Health Services was limited to a general overview, and an in-depth review was performed in the areas of the centralization of collections activities, the degree of automation of the billing and collections process and the effectiveness of collection efforts. Secondary review efforts

occurred in evaluating the billing system impact within Department of Health Services, screening patient billing information, processing such information, issuing original patient billing information, processing such information, issuing original patient bills, transferring collection data to Department of Collections and processing bills rejected by the Department of Collections and returned to the Department of Health Services.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES ESTABLISH A GENERAL AWARENESS PROGRAM WHERE THE PATIENT IS PROPERLY ADVISED OF FINANCIAL RESPONSIBILITY FOR HEALTH CARE SERVICES.

The Department of Health Services conceptually agrees with this recommendation and has taken action to develop several experimental ability-to-pay programs in the various districts, to increase staffing in the patient financial screening departments, and to develop a County Medical Treatment Policy of not treating patients when, in nonemergency situations, they refuse to cooperate in providing address verification or financial information. The Department has also scheduled the implementation of a financial responsibility visual aids program in all county outpatient health care centers.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF COLLECTIONS DISCONTINUE USE OF THE ARB OUTPATIENT BILLING SYSTEM.

The Department of Collections has discontinued use of the ARB Outpatient System. This antiquated system lacked batching controls, reconciliation of input to output controls, adequate audit trails and an adequate exception report.

In February, 1980, the Department of Collections placed in operation the Outpatient Accounts Receivable System (OARS). This system processes the delinquent outpatient self pay accounts referred to the Department of Collections by the Department of Health Services. The OARS system processes bills transferred from the Department of Health Services' MCAUTO System on a weekly basis, cash receipts, and adjustments to individual patient accounts. The objectives of the system are to produce revised outpatient billings, to associate multiple MCAUTO bills to a single payer/client, to categorize accounts by originating department and collection program for revenue distribution. The system also identifies delinquent accounts, provides audit trails and processing controls, provides reports showing exceptions, account receivable balances, and statistical management information.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF COLLECTIONS IMMEDIATELY INVESTIGATE THE FEASIBILITY OF USING DATA MAILERS FOR BOTH THE ARB AND AARS BILLS.

The Department of Collections administrative staff have carefully analyzed this recommendation. The decision to not concur is based on the lack of flexibility of the data mailer system. The data mailer system is limited in the format of the message, the ability to add inserts and modification of follow-up messages. The Audit Committee agrees with the Department's position on this recommendation.

THE GRAND JURY RECOMMENDS THAT A FEASIBILITY STUDY BE UNDERTAKEN IMMEDIATELY TO DETERMINE THE MOST COST EFFECTIVE METHOD TO AUTOMATICALLY DELETE ACCOUNTS TRANSFERRED TO THE DEPARTMENT OF COLLECTIONS FROM THE MCAUTO SYSTEM.

The McDonnell Automated (MCAUTO) System has automatic account deletion capability. However, this capability does not extend to the production of a magnetic tape which the Department of Collections requires to input the account data into their system. The Department of Health Services is currently working with the Data Processing Department to develop the necessary system modification to overcome this obstacle. The Departments have not established a completion date. The Audit Committee strongly recommends that one be established.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF COLLECTIONS WRITE OFF UNCOLLECTIBLE OUTPATIENT ACCOUNTS RATHER THAN PLACING THEM IN A SUSPENSE ACCOUNT FOR FUTURE WRITE-OFFS.

The Department of Collections updates the RTACS for all inpatient accounts. At the present time the Department of Collections does not update the Real Time Admitting and Census System (RTACS) outpatient accounts. The Department of Collections feels this is a good recommendation but claims it lacks the resources to perform the function. There are approximately 35,000 new outpatient accounts each month. The Department has sought program funding for this implementation and it will be implemented if

funding is approved. The Department of Collections feels this updating activity should initially occur at all Department of Health Services facilities. The Audit Committee agrees with the Department of Collections' position on this recommendation.

RECOMMENDATIONS OF THE 1979-80 GRAND JURY

Nine new recommendations are proposed for future action. They are based on the observations of our contract auditor during his review of the status of the recommendations of the 1978-79 Grand Jury.

THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER, IN THE SCHEDULED MANAGEMENT AUDIT OF THE DEPARTMENT OF COLLECTIONS, INCLUDE A REVIEW OF PRIMARY MANAGEMENT FUNCTIONS RELATING TO PLANNING, LEADERSHIP/ MANAGEMENT STYLE, QUALITY CONTROL, COORDINATION, OBJECTIVE SETTING AND ACHIEVEMENT, PRODUCTIVITY, PHYSICAL SPACE REQUIREMENTS, TRAINING AND DEVELOPMENT, AND ADEQUACY OF DATA PROCESSING CAPABILITIES.

THE GRAND JURY RECOMMENDS THAT PRIOR TO THE IMPLEMENTATION OF THE OUTPATIENT ACCOUNTS RECEIVABLE SYSTEM, THE DEPARTMENT OF COLLECTIONS ATTEMPT TO ESTIMATE THE DOLLAR VALUE OF UNCOLLECTED OUTPATIENT ACCOUNTS PROCESSED BY THE ADMISSION ROOM BILLING SYSTEM, PLACE THESE ACCOUNTS IN SUSPENSION FOR FIVE YEARS TO ALLOW FOR COMPLIANCE WITH BOARD-APPROVED WRITE-OFF GUIDELINES, AND AT THE END OF THE FIVE-YEAR PERIOD WRITE OFF THESE ACCOUNTS.

THE GRAND JURY RECOMMENDS THAT IF THE DEPARTMENT OF HEALTH SERVICES CONTINUES TO UTILIZE THE MCAUTO SYSTEM, PROGRAM MODIFICATIONS TO ALLOW FOR THE NONMANUAL PROCESSING OF ALL DATA TRANSFERRED TO THE DEPARTMENT OF COLLECTIONS SHOULD BE CONSIDERED A HIGH PRIORITY.

THE GRAND JURY RECOMMENDS THAT THE DATA PROCESSING DEPARTMENT AND THE DEPARTMENT OF COLLECTIONS REVIEW THE MERITS OF THEIR CURRENT DATA PROCESSING SYSTEM.

THE GRAND JURY RECOMMENDS THAT THE DETERIORATED PHYSICAL SECURITY CONDITIONS AT THE DEPARTMENT OF COLLECTIONS CASHIERING DIVISION BE CORRECTED IMMEDIATELY.

THE GRAND JURY RECOMMENDS THAT A PRODUCTIVITY STUDY BE CONDUCTED TO REVIEW STAFF LEVELS, AND THE COST EFFECTIVENESS OF ALLOCATING RESOURCES TO CATEGORIES OF ACCOUNTS WHICH HAVE LOW COLLECTION POTENTIAL.

THE GRAND JURY RECOMMENDS THAT THE 1980-81 GRAND JURY AUDITORS REVIEW THE PERFORMANCE OF THE OUTPATIENT ACCOUNTS RECEIVABLE SYSTEM (OARS). SPECIFICALLY, THIS REVIEW SHOULD ENCOMPASS AN ANALYSIS OF ITS ABILITY TO PRODUCE OUTPATIENT BILLING, TO ASSOCIATE MULTIPLE CHARGES TO A SINGLE CLIENT, TO IDENTIFY DELINQUENT ACCOUNTS, TO PROVIDE ADEQUATE AUDIT TRAILS, AND TO PROVIDE REPORTS, ACCOUNT BALANCES, AND APPROPRIATE STATISTICAL MANAGEMENT INFORMATION.

THE GRAND JURY RECOMMENDS THAT THE NECESSARY RESOURCES BE ALLOCATED TO THE DEPARTMENT OF COLLECTIONS TO ALLOW FOR THE UPDATING OF OUTPATIENT ACCOUNT INFORMATION ON THE RTACS SYSTEM.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF DATA PROCESSING AND THE DEPARTMENT OF HEALTH SERVICES MAKE ALL REASONABLE EFFORTS TO EVALUATE THE EFFECTIVENESS OF THE PAARS SYSTEM. IF ITS PERFORMANCE IS SATISFACTORY THE GRAND JURY RECOMMENDS THAT ITS IMPLEMENTATION BE EXPEDITED AT ALL HOSPITALS AND HEALTH CENTERS.

The complete 25-page report on the Department of Collections and the Revenue Management Section of the Department of Health Services was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the Director of the Department of Collections, the Director of the Department of Health Services, and other County officials on May 29, 1980.

DISTRICT ATTORNEY—BUREAU OF CHILD SUPPORT

STUDY SCOPE AND APPROACH

The 1977-78 and 1978-79 Grand Juries, with the assistance of their contract auditors, examined the operations of the Bureau of Child Support of the District Attorney's Office. A change in the law effective January 1, 1979, eliminated the mandate to review this Bureau.

In late 1979, the District Attorney initiated a management audit of the Bureau of Child Support. The audit was headed by a consultant and included representatives from the County's Chief Administrative Office, the State Department of Social Services, the Federal Office of Child Support Enforcement, and the Bureau.

The scope of this review included a review of the recommendations included in the management audit report which was issued in February, 1980. In addition, the contract auditor met with key administrators within the Bureau and the Court Trustee Division of the Department of Collections.

STATUS OF MAJOR RECOMMENDATIONS

The Bureau has made improvement in its overall operations; however, its implementation process is being hindered by staffing and budget cuts resulting from Proposition 13. A total of 94 positions which the Bureau had intended to fill were eliminated as a result of these cuts.

The review indicated that the Bureau has implemented 36 of the 63 recommendations contained in the 1977-78 and 1978-79 contract auditors' reports. Twenty recommendations are in the process of implementation or to be implemented. Seven recommendations have been rejected. In some cases the Bureau has stated valid reasons for this rejection and the Audit Committee concurs with the Bureau's position not to take action.

THE GRAND JURY RECOMMENDS THAT THE BUREAU OF CHILD SUPPORT OPERATIONS AND CHIEF ADMINISTRATIVE OFFICE REVIEW THE COST EFFECTIVENESS OF ASSIGNING LEGAL STAFF TO EACH REGIONAL OFFICE TO PERFORM DUTIES ON A REGIONAL LEVEL. AN ALTERNATIVE WOULD BE TO EMPLOY PARALEGALS IN THE REGIONAL OFFICES AND REDUCE THE CENTRAL OFFICE'S NEED FOR ADDITIONAL LEGAL STAFF.

(1977-78 Report)
(Management Audit 1-7)

A committee is to be formed to study the present duties of the legal staff and recommend duties which may be performed by paralegals. A pilot program to have attorneys work in regional offices is recommended in the Management Audit Report.

THE GRAND JURY RECOMMENDS THAT PROCEDURES BE IMPLEMENTED TO ENSURE PROMPT ACTION ON ALL DELINQUENT CASES IN ORDER TO COMPLY WITH TITLE IV-D REGULATIONS.

(1977-78 Report)
(Management Audit 1-4)

THE GRAND JURY RECOGNIZES THAT THE CURRENT DELINQUENCY NOTIFICATION SYSTEM IS NOT FORCEFUL ENOUGH AND RECOMMENDS THAT IT BE REVIEWED IN ORDER TO MAKE COLLECTIONS MORE TIMELY.

(1978-79 Report)
(Management Audit 1-20)

Automated Child Support Enforcement System (ACSES) is identifying all delinquent accounts and automatically preparing delinquency notices. In addition, the telephone is being used more to follow-up on delinquencies. However, staff shortages resulting from budget cuts do not allow the Bureau to follow up promptly by telephone on these delinquent accounts.

THE GRAND JURY RECOMMENDS THAT THE CURRENT LEVEL OF STAFFING BE INCREASED AS EXPEDITIOUSLY AS POSSIBLE TO MAXIMIZE COLLECTIONS, AND REDUCE CURRENT BACKLOGS. MORE ATTORNEYS, CHILD SUPPORT INVESTIGATORS (CSI), AND TYPIST CLERKS ARE NEEDED. THE PERSONNEL SHOULD BE ADDED BASED ON WORKLOAD AND ENGINEERING STANDARDS. FUTURE MANPOWER INCREASES SHOULD BE ANTICIPATED AND PLANNED FOR.

(1978-79 Report)
(Management Audit 1-25)

The Bureau has requested 28 additional positions in the 1980-81 budget. This request is subject to budget constraints. The Bureau does not expect the approval or disapproval of its request until after June, 1980. In consideration of the productivity of this unit, the Audit Committee recommends that the additional positions be approved.

THE GRAND JURY RECOMMENDS THAT THE COURT TRUSTEE SHOULD ESTABLISH PROCEDURES TO IDENTIFY THOSE PAYMENTS NOT SUBJECT TO REIMBURSEMENT AND REPORT TO DPSS.

(1977-78 Report)
(Management Audit 1-16)

THE GRAND JURY RECOMMENDS THAT THE DISTRICT ATTORNEY SHOULD EXAMINE WAYS OF KNOWING WHEN DPSS HAS CLOSED A CASE IN A MORE TIMELY AND EFFICIENT MANNER. THE COURT TRUSTEE SHOULD HAVE BETTER ACCESS TO RELEVANT INFORMATION ABOUT CASE TERMINATIONS.

(1978-79 Report)
(Management Audit 1-24)

The Bureau is planning to implement an interface system between ACSES's data base and that of DPSS. Phase I of this interface system cost and details have been worked out and a one-time match and update is planned for October, 1980. Phase II, which addresses preparing the necessary programs to perform this operation on an ongoing basis, is in a conceptual stage.

THE GRAND JURY RECOGNIZES THAT THE BUREAU HAS A PILOT PROGRAM WITH THE JUSTICE DIGITAL INTERFACE CONTROLLER COMPUTER SYSTEM WITH DIRECT TIE INTO DMV. THE DOCUMENTATION OF THE RESULTS SUGGESTS THE PROGRAM WOULD BE FRUITFUL AND THUS THE AREA SHOULD QUICKLY BE EXPLORED.

(1978-79 Report)
(Management Audit 1-13)

The equipment (three terminals) is on back order and approval has been received. This system should be operational by August, 1980.

THE GRAND JURY RECOMMENDS THAT CONTROLS OVER THE PHYSICAL MOVEMENT OF CASES BE STRENGTHENED.

(1977-78 Report)
(Management Audit 1-20)

THE GRAND JURY RECOMMENDS THAT THE CAO DETERMINE THE COST BENEFIT OF EXPANDING THE PROPOSED ACSES SYSTEM THROUGH THE ADDITION OF CONTROL AND TRACKING FUNCTIONS.

(1977-78 Report)
(Management Audit 1-5)

The ACSES system now prepares delinquency notices. The preparation and addressing of other form letters is being considered by the Bureau. The programming for case tracking has been developed and, upon completion of the development of certain in-house procedures, this system will be implemented. Other improvements are planned, but these are dependent upon Federal and State funding. The Audit Committee recommends that the contemplated addition to the system of form letter preparation and implementation of the case tracking program be pursued by the Bureau.

The Bureau must continue its efforts to implement the recommendations and monitor the status and functions of the organization, systems and procedures established as a result of the recommendations.

The 12-page report on the District Attorney Bureau of Child Support was sent to Judge William Keene, the Board of Supervisors, the Chief Administrative Officer, the District Attorney, the Director of the Department of Collections, and other County officials on May 29, 1980.

III LEGISLATION

The *Hawkins* decision permitting a post-indictment preliminary hearing has caused a shift in emphasis from the Grand Jury's criminal investigative function to a more active role in the examination of county, city, and special district operations. This increased activity in the civil investigative function has resulted

in significant legislative action pertaining to grand juries. Recent amendments and proposed changes in sections of the State codes pertaining to grand jury law and procedures are discussed in this section.

Redevelopment Agencies

In November, 1979, Assemblyman Patrick Nolan introduced Assembly Bill 1659 to give investigating and reporting authority to grand juries with respect to the operation of redevelopment agencies. This bill was approved in the legislature and signed into law by the Governor, effective January 1, 1980, as Section 933.1 of the Penal Code.

Exception to the Brown Act

The Brown Act, Government Code Sections 54950 et seq., requires meetings of local legislative bodies, such as governing boards of counties, cities, school districts and redevelopment agencies, to be open and public.

In the past, the question was raised whether the board of a local governing board, or an individual member, could meet with the Grand Jury in private session.

Effective January 1, 1980, Section 54953.1 was added to the Government Code stating the the provisions of the Brown Act do not prohibit members of the legislative body of a local agency from giving testimony in private before a grand jury, either as individuals or as a body.

Examinations of Management Operations of Cities

Existing law permits the Grand Jury to conduct management and fiscal examinations of a county. However, the Grand Jury's authority with regard to cities is limited to a review of books and records and reporting on fiscal matters only.

Assembly Bill 2432 introduced by Assemblyman Alister McAlister in February, 1980, would authorize management audits of cities by the Grand Jury. In letters to the Board of Supervisors and the Chairman of the Senate Judiciary Committee, the Los Angeles County Grand Jury expressed their approval of this bill and urged its prompt enactment.

Schedule of Examinations of County Departments

Section 928 of the Penal Code authorizes the Grand Jury to conduct management audits of county departments. As currently written, this section mandates an examination of each county department at least once every four years. The Audit Committee is concerned that the quality and depth of Grand Jury examinations will be compromised if the Grand Jury is required to examine the operation of each of the 58 county departments once every four years. The ability to respond to a particular area of concern within a department is severely limited, especially if the department in question was recently examined by the Grand Jury and there are other department audits that must be conducted to meet the demands of the four-year schedule.

Assembly Bill 2445, introduced by Assemblyman Patrick Nolan in February, 1980, deleted the requirement that a grand jury investigation of each county department be conducted at least once every four years. On May 5, 1980, the bill was amended to require such an examination at least once every eight years. This bill is pending further hearings in its amended form.

William C. Bullock, Chairman

Irene M. Almeida

Mayme Lou Bruce

Willard E. Fowler

Kathleen M. Ragsdale

CRIMINAL JUSTICE COMMITTEE

PURPOSE

The Criminal Justice Committee is delegated by the Grand Jury to evaluate written requests from the District Attorney, Attorney General, law enforcement agencies and concerned members of the community for Grand Jury investigations of alleged criminal offenses or charges of misconduct in office by public officials. This committee also reviews the operations of all county departments which comprise the justice system.

FOCUS OF REVIEW

Screening of Cases for Grand Jury Hearing

Review of Correspondence

Law Enforcement Training and Procedures In the Use of Force

Security Conditions at the Compton Court Complex

Screening Of Cases For Grand Jury Hearing

All requests by the District Attorney or Attorney General to present a case before the Grand Jury are screened by the Criminal Justice Committee. Among the guidelines used by the members of the Committee to determine whether the time of the Grand Jury should be allocated to a hearing are the following: cases in which the statute of limitations is about to expire; cases alleging misconduct by a public official where publicity on unproven allegations can be minimized; cases where witnesses are uncooperative with authorities and whose testimony is necessary to assess the sufficiency of the evidence for prosecution; cases where the secrecy of the Grand Jury proceedings can temporarily protect witnesses from harassment.

Through June 1, 1980, the Criminal Justice Committee had approved 15 requests from the District Attorney's Office and one request from the Attorney General's Office. The Grand Jury spent 43 days hearing testimony from 205 witnesses and examining 685 exhibits. Indictments naming 24 defendants were returned in 7 cases. The remaining 9 hearings were investigative in nature with no indictments requested by the prosecutor.

IMPACT OF THE HAWKINS DECISION

In November of 1978, the California Supreme Court rendered its decision in the case of *Hawkins vs. Superior Court of the City and County of San Francisco*. The Court stated that a defendant who is charged in a grand jury indictment with the commission of a criminal offense has the right to a preliminary hearing before proceeding to trial.

Some commentators suggested that the *Hawkins* decision would lead to the abandonment of the criminal investigative function of county grand juries in the State of California. A number of grand juries have drastically reduced the amount of time devoted to hearings. However, many other grand juries continue to conduct criminal investigations and return indictments. One reason is the necessity of an indictment to toll the statute of limitation.

As of June 1, 1980, the Los Angeles County Grand Jury has spent 43 days hearing criminal matters. This compares with 84 days of criminal hearings for the 1976-77 Grand Jury, 80 days by the 1977-78 Grand Jury, and 47 days by the 1978-79 Grand Jury. Some of the hearings conducted by the 1979-80 Grand Jury resulted in the return of an indictment. Other hearings provided sworn testimony which, in conjunction with other evidence developed by law enforcement authorities, led to the filing of criminal charges in the Municipal and Superior Courts. Other evidence disclosed during grand jury hearings assisted prosecutors in making the ultimate decision not to file charges against an individual.

Review Of Correspondence

All letters alleging a complaint of criminal conduct or misconduct by an elected official are reviewed by the members of the Criminal Justice Committee. Many letters have real grievances; some are imagined grievances or "crank" letters; other letters describe problems which are not within the jurisdiction of the Grand Jury. The Grand Jury's legal advisor assists the committee in its evaluation of these letters. The committee can decide either to investigate the matter further, refer it to the proper agency for attention or decline to take further action. If further investigation is needed, the investigator assigned to the Grand Jury sometimes assists in the gathering of necessary information.

During the first 11 months of its term, the committee completed the investigation of five written complaints carried over from the 1978-79 Grand Jury. Of the 30 letters received by the committee since July 1, 1979, 14 charged misconduct by law enforcement officers. Other complaints alleged destruction of county property, mistreatment of prisoners, misconduct by judges, excessive use of force by police officers and other criminal offenses.

Law Enforcement Training And Procedures In The Use Of Force

The concern of the Criminal Justice Committee with allegations of the improper and excessive use of force by police officers led to a study of the training procedures and policies used by the Los Angeles County Sheriff's Department and the Los Angeles Police Department to instruct their officers on the use of force. The Committee also reviewed the procedures currently used to investigate allegations of excessive force. The Committee's intention in undertaking this study was to offer recommendations for improvements in current training practices used by police departments which, if implemented, would increase public confidence in law enforcement.

Visits were made to the Sheriff's Academy and the Los Angeles Police Academy where committee members spoke with instructors and observed classes. Particular emphasis was given to an examination of the current training in the use of force given at each of these facilities.

The commanders of the Internal Investigations Bureau of the Sheriff's Department and the Internal Affairs Section of the Los Angeles Police Department explained their roles in the investigation of allegations of excessive force or improper conduct by officers.

The Head Deputy of the Special Investigations Division of the District Attorney's Office highlighted the efforts that unit is making to determine if criminal prosecution is called for as a result of alleged misconduct by public officials and law enforcement personnel.

Members of the committee attended meetings of the Los Angeles City Police Commission and carefully studied the reports issued by the Commission on the shooting of Eula Love and the use of deadly force. Ride-alongs with officers from the 77th Street Station and the Carson Sheriff's Station helped acquaint the committee with the concerns of the patrol officers who work in the community. The committee attended a community meeting at 77th Street Station to listen to the people who depend on the police to protect their lives and their property.

FINDINGS AND RECOMMENDATIONS

TRAINING

The training program for recruits at the Sheriff's Academy includes a complete curriculum with extensive use of audiovisual aids.

New deputies are given extensive instruction in the use of weapons. The committee observed deputies learning how to use the "Monadnock-PR24", a new type of baton with a specially designed handle. This weapon has the capability of being used in situations that require a show of force. Its use can avoid the potentially fatal consequences of firearms.

One of the most significant aspects of the training given to officers at the Los Angeles Police Department's Academy which relates to the use of deadly force is the Development and Evaluation of Firearms Training (DEFT) program. Using video tape enactments of real-life situations, recruits determine whether to draw their weapon and whether to use deadly force. The reactions of the recruits during the simulation are precisely recorded on video-tape. Wax bullets are used which allow measurement of the accuracy of the officer in those situations where shots are fired. This training device not only creates a true life situation but also permits detailed critiques after performance, thereby, enhancing its value in training of officers.

DRAWING OF WEAPONS

The mere presence of a drawn weapon increases anxiety and tension. Police officers must protect themselves at all times. They must also carefully assess each set of circumstances to determine whether it truly requires a show of force such as drawing a weapon or whether the situation can be addressed just as effectively without the drawing of a weapon.

The Committee believes there is a tendency for some officers to draw and use their firearms too quickly, and that other, less life-threatening options that could bring the situation under control are not first exhausted.

More intensive training is needed to discourage the premature drawing and use of firearms by police officers. This training must acknowledge the need for quick reaction by officers including the drawing and use of a gun in situations that call for such a response. The training also must cover the need to stop shooting when the situation changes and deadly force is no longer necessary.

NONLETHAL WEAPONS

Guns, batons and other weapons now used by law enforcement personnel have the potential of causing serious injury or death. There is a need to develop weapons and techniques which will permit police officers to control a suspect yet minimize the possibility of fatal consequences. Experiments have been conducted with leg grabbers, nets, taser guns and other nonlethal devices.

The Criminal Justice Committee urges all police agencies in the County to continue to assist in the development of nonlethal weapons and conduct experiments with them.

OFFICER SAFETY

Law enforcement agencies who provide protection to residents of the County deserve the best available training and equipment. Their safety is of utmost concern to the Criminal Justice Committee.

Bullet-proof vests are issued to Sheriff's deputies and police officers but the use of these vests is left to the individual discretion of each officer. Many do not use the vests, claiming they are too cumbersome.

Two recent incidents illustrate the importance of bullet-proof vests. A Long Beach police officer was struck by a suspect's bullet. Fortunately, the officer was wearing a bullet-proof vest and escaped serious injury. A Hawthorne police officer responded to a jewelry store where a suspect was using a stolen credit card. As the officer approached, the suspect pulled a gun and fired in the officer's direction. The policeman was protected from serious injury by the vest.

All officers should be required to wear bullet-proof vests when working in the community on patrol. The inconvenience of such protective devices is outweighed by the safety provided.

SENSITIVITY TRAINING AND COUNSELING

The Criminal Justice Committee studied the training given to law enforcement personnel in human relations and ethnic studies. The importance of these topics is illustrated by the following paragraph from the *Report on Training and Community Relations* prepared by the Los Angeles City Police Commission.

"The demography of Los Angeles has changed dramatically over the past decade. Population percentages, based on a 1977 survey by the Community Development Department, show that whites account for 52 percent of the population, Hispanics 24 percent, blacks 18 percent and other nonwhites 6 percent. Departmental estimates of the undocumented population would alter these percentages to whites 42 percent, Hispanics 38 percent, blacks 15 percent and other nonwhites 5 percent. Los Angeles, with burgeoning minority communities, provides a special challenge to law enforcement in dealing with crisis situations of an inter-personal nature. That challenge must be met, in part, with greater understanding of the attitudes and family relationships of the people who make up the minority segments of our population, as well as the assumptions and preconceptions of the officers who serve them."

There is a need for additional training in human relations so that officers will be better informed about the ethnic environment of areas where they work. Such knowledge would assist officers to handle all contacts in a manner that will minimize the need for the use of force to gain cooperation and compliance.

Counseling for officers and stress management programs were examined. The following comment from the *Report on Training and Community Relations* explains the need for such programs.

“Stress, when untreated, can result in major financial, emotional and physical cost to officers and the citizens they serve. The benefits of a comprehensive stress management program include improved police work resulting from better selection, improved morale among officers, reduction in costs and liabilities resulting from a decrease in potentially adverse police actions, significant reduction in costs associated with worker’s compensation and disability pensions and sounder judgments by officers on when and how to apply force.”

Resources must be committed by law enforcement departments to the development of programs which will emphasize stress management. Field commanders and supervisors should implement methods which will identify officers who have symptoms of emotional stress. Once identified, counseling must be available to these officers so that their future actions will not escalate resulting in the use of unnecessary force during the performance of their duties.

The stress management program developed by the Director of Behavioral Sciences Services of the Los Angeles Police Department should be funded by the Los Angeles City Council. This program calls for five part-time psychologists to train supervisors in the detection of early warning signs of emotional stress. Once identified, officers who need help can be referred for intensive counseling.

COMMUNITY RELATIONS

Community meetings are sponsored by the Sheriff’s Department, the Los Angeles Police Department and other law enforcement agencies in the County. These meetings provide citizens with the opportunity to meet with the men and women directly responsible for police services in their community. These meetings foster mutual understanding of problems and lead to a positive relationship between the police and the citizens.

Continued use of community meetings as a means of improving communications and educating the residents of the County on the needs and problems of law enforcement is encouraged.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF’S DEPARTMENT, THE LOS ANGELES POLICE DEPARTMENT AND OTHER LAW ENFORCEMENT AGENCIES IN LOS ANGELES COUNTY CONTINUE TO PLACE SPECIAL EMPHASIS ON THE SUBJECT OF THE USE OF FORCE, INCLUDING THE DRAWING AND USE OF FIREARMS DURING ACADEMY AND IN-SERVICE TRAINING.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF’S DEPARTMENT, THE LOS ANGELES POLICE DEPARTMENT AND OTHER LAW ENFORCEMENT AGENCIES IN LOS ANGELES COUNTY CONTINUE TO CONCENTRATE ON THE DEVELOPMENT, PURCHASE AND USE OF NONLETHAL WEAPONS AS AN ALTERNATIVE TO THE USE OF LETHAL WEAPONS.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF’S DEPARTMENT DEVELOP FOR USE IN TRAINING A VIDEOTAPE SIMULATION SYSTEM SIMILAR TO THE TYPE USED BY THE LOS ANGELES POLICE DEPARTMENT IN THEIR DEVELOPMENT AND EVALUATION OF FIREARMS TRAINING (DEFT) PROGRAM.

THE GRAND JURY RECOMMENDS THAT THE SHERIFF’S DEPARTMENT, THE LOS ANGELES POLICE DEPARTMENT AND OTHER LAW ENFORCEMENT AGENCIES IN LOS ANGELES COUNTY REQUIRE THEIR OFFICERS WHO ARE ON PATROL DUTY TO WEAR BULLET-PROOF VESTS.

THE GRAND JURY RECOMMENDS THAT THE LOS ANGELES POLICE DEPARTMENT CONTINUE TO USE AND SUPPORT THE STRESS MANAGEMENT PROGRAM DEVELOPED AND ADVOCATED BY THE DEPARTMENT’S DIRECTOR OF BEHAVIORAL SCIENCES SERVICES.

THE GRAND JURY RECOMMENDS THAT THE LOS ANGELES POLICE DEPARTMENT TAKE STEPS TO ENLARGE THE VIDEOTAPE LIBRARY WHICH IS USED IN THEIR DEVELOPMENT AND EVALUATION OF FIREARMS (DEFT) PROGRAM.

Security Conditions At The Compton Court Complex

The Criminal Justice Committee studied conditions at the Compton Court complex in response to complaints that security measures at this facility were inadequate and that County and private property was not being maintained and protected.

FINDINGS AND RECOMMENDATIONS

The Compton Court complex consists of a nine-story building and an adjacent multi-story parking structure. There are nine superior courtrooms, including one juvenile court, nine municipal courtrooms, a jury assembly room and a public cafeteria. Offices are maintained by the Public Defender, District Attorney, Probation Department, Sheriff, Marshal, County Clerk and Compton Municipal Court clerk. This county facility serves the residents of South Central Los Angeles.

Security responsibilities at the site are shared by personnel from the County Mechanical Department who patrol the building and parking facility, Court bailiffs from the Sheriff and Marshal who provide security within the courtrooms and officers of the Compton Police Department who are responsible for law enforcement in the area around the court complex.

Incident reports studied by the Committee revealed thefts of cars and car parts, assaults, acts of vandalism, thefts of items from vehicles and harassment of jurors, witnesses and other persons visiting the building.

The Committee learned that a Court Security Committee was in existence with its membership composed of representatives of the various county agencies who have offices in the court complex. However, there was only limited representation on this committee from the Compton community and the committee meetings were not on a fixed schedule.

There was no system in the parking facility to control access or to determine if people parking there had business at the court complex. The jurors parked in any available space rather than having a designated section to park their cars.

The Committee observed that cafeteria service was provided in one large dining room without special sections for jurors, employees, students or other special groups.

Committee members observed graffiti on walls inside and outside the court building and litter had accumulated in portions of the parking structure. Some of the MEN and WOMEN signs had been removed from restroom doors or, in other instances, had been switched. Only one custodian was on duty during the daytime hours.

The Committee observed uniformed officers who were in the building to testify on court matters using the private staff elevators rather than the public elevators.

The Committee determined that immediate attention should be directed towards solving the conditions observed during its visit. The following suggestions were offered:

1. The current level of staffing security and custodial positions should be evaluated by county officials.
2. The Court Security Committee should meet on a regular basis to share information and should seek the participation of local school administrators, Compton City officials and residents.
3. Security should be increased in the parking lot and a central entrance and exit should be established to control the use of the facility by persons who have business at the court complex.
4. Separate areas in the cafeteria and parking facility should be set aside for the use of citizens on jury duty.
5. A special clean-up project should be instituted to remove graffiti, correctly designate restrooms and dispose of accumulated debris.
6. Police officers coming to the building to testify should be encouraged to use the public elevators.

Approximately six weeks after its initial visit, the Committee returned to assess the situation at the Compton Court complex.

The Committee was gratified to see evidence of significant improvements in the management and appearance of the complex. In the parking facility, a driveway was closed and a staffed guard booth was installed. These changes, along with the issuance of parking passes upon entering the lot and their collection upon leaving, had helped control access and improve security. The stairwells had been cleaned and graffiti had been removed from the interior and exterior walls. The signs on the restroom doors had been replaced. A separate area in the parking lot and a separate portion of the cafeteria had been set aside for the exclusive use of jurors.

Other facts came to the Committee's attention that indicate the need for further monitoring and evaluation. Current funding limitations won't permit increasing the security and custodial staff at this time. Law enforcement officers continue to use the private staff elevators, thereby, minimizing the deterrence factor created by having uniformed officers on the elevators and in the hallways. The Court Security Committee is not meeting regularly but convenes on an as-needed basis.

THE GRAND JURY RECOMMENDS THAT THE APPROPRIATE POLICE OFFICIALS DIRECT ALL OFFICERS UNDER THEIR COMMAND TO USE THE PUBLIC ELEVATORS WHEN THOSE OFFICERS ARE SUBPOENAED TO APPEAR AT THE COMPTON COURT COMPLEX.

THE GRAND JURY RECOMMENDS THAT THE COMPTON COURT SECURITY COMMITTEE MEET ONCE A MONTH TO DISCUSS ISSUES AFFECTING THE SECURITY CONDITIONS AND THE APPEARANCE OF THE COMPTON COURT COMPLEX.

Alice M. McCormick, Chairman
Jerry L. Adams
Geraldine L. Branton
Isabel G. Callahan
Mary J. Dorsett
Horace S. Smith

EDUCATION COMMITTEE

PURPOSE

The Education Committee is delegated by the Grand Jury to examine and comment on the operations of the County Superintendent of Schools, local school districts and college districts within Los Angeles County. This committee also studies topics which affect local public education.

FOCUS OF REVIEW

School Attendance Problems

Student Body Funds

School District Operations

School Attendance Problems

The Education Committee is concerned about the problems related to pupil absenteeism in the County's elementary, intermediate and secondary schools. This interest prompted a study of the subject including proposals to improve school attendance.

The members of the Committee visited schools, attended workshops and seminars related to school attendance issues and reviewed publications prepared by the State Department of Education, the State Auditor-General and the Office of the County Superintendent of Schools.

FINDINGS AND RECOMMENDATION

All children in California between the ages of 6 and 16 must attend school. Strict guidelines for attendance enforcement and accounting are in effect for individual schools, school districts and the County offices of education to ensure adherence to the compulsory education law. Attendance is a critical factor for the operation of any school because funds are allocated on the basis of average daily attendance (ADA). Average daily attendance apportionment is computed on the basis of each child in actual attendance. Also, money is allocated for children who are absent if the reason for the absence is permitted by the Education Code. Absences which do not fall into these categories are not compensated by ADA reimbursement. Certain additional allotments are made for special purposes or for participation in special programs.

A 1979 report to the legislature by the State Auditor-General concluded that actual levels of classroom attendance were significantly lower than the reported average daily attendance. The percentage of absenteeism was found to be significant at every grade level. The same report indicated that illness, dislike or boredom with school, social adjustment problems, family or personal business, peer pressure and academic problems were the most commonly cited causes of absenteeism. Other studies indicate that lack of procedures or authority to enforce the law, and lack of parental concern or control are significant reasons for absenteeism. Examination of data led to the conclusion that nonattendance correlates with the following: a feeling of disinterest on the part of those children who are not doing well in school, a lack of parental guidance, an absence of concern on the part of the teacher whose class is too crowded, transiency which leads to difficult social and academic adjustment situations for children, and single parent families who have difficulty exercising responsibility over their children. A correlation also exists between attendance and academic achievement. Law enforcement statistics suggest a correlation between absenteeism and crime, particularly with the incidence of daytime burglaries.

Children who are truant frequently spend substantial amounts of time in unsupervised, nonproductive activity with others who are resisting authority. Frequently, these children fall behind in their school work and find it difficult to reestablish good attendance patterns. Reductions in funding have led to a reduction in the number of counselors, administrators and programs as well as in-service training for staff, parent education and alternative programs for those children who are not successful in the traditional school environment. Attention must be given to the child who is beginning to exhibit absenteeism patterns as well as to hard-core truants.

Many methods have been suggested to improve school attendance. The School Attendance Review Board (SARB), established by the legislature in 1975, has reduced school absenteeism in many areas. It is composed of representatives of the Probation Department, the Department of Public Social Services, parents, community representatives, school officials, law enforcement officers, and private agencies. During the 1978-79 school year, there were 23 SARB's in Los Angeles County which accepted referrals from schools. Regular meetings were held to consider individual student attendance problems and youngsters were referred to appropriate community resources for follow-up help.

Actual attendance accounting is an alternative to average daily attendance as the method used by the state to determine how funds should be allocated to schools. This system distributes the available school funds on the basis of students who actually attend school and includes a fixed percentage allocation to compensate for excused absences. It has been argued that this system is easier to compute, justify and communicate than the ADA system. Average Daily Attendance provides less incentive to school districts to improve attendance than does Actual Attendance accounting. Periodic public disclosure of actual attendance would raise the level of understanding of the problem among parents, civic leaders and law enforcement personnel who could help in the resolution of the problem. Positive attendance accounting procedures can also allow implementation of cost-effective pupil services which will in turn improve school attendance.

Attendance supervisors are required by the Education Code but often no funding is provided to staff these positions. Attendance accounting is often assigned to the least experienced administrators in the district. It is seldom the only responsibility of the attendance officer. Additionally, attendance improvement often requires individual counseling of the student. Counselors are usually assigned discipline, testing and scheduling duties and are seldom able to provide the caring, supportive, individual attention to students who are experiencing academic, social or emotional problems.

Budget constraints, mandated programs and declining enrollment have contributed to the problem by causing many districts to reduce the amount of staff time devoted to attendance and child welfare functions. Those districts which do fund full-time attendance staff often concentrate their efforts on secondary level students and do not provide these services for children in primary grades. Money must be found to provide personnel whose sole function it is to do attendance accounting or counsel children with attendance problems. This will improve attendance, reduce absenteeism, minimize school failure and meet the educational needs of children who are required to attend school.

Related public agency solutions to attendance problems include the development of better methods of communication and creating an awareness of school absenteeism and its relationship to the community. Juvenile courts, law enforcement, probation officers, and community leaders can help in resolving school truancy situations. In fact, they have a vested interest in doing so because an offsetting benefit, if they are successful, would be more time to handle other problems.

Parents and staff are often not aware of absenteeism problems. Some parents do not perceive education as valuable and, consequently, do not encourage their children to attend school. In other situations, parents are unable to cope with their children or provide more than basic sustenance. PTA and parent education programs can be used to improve the awareness of attendance problems for parents. The present system of ADA apportionment does not encourage teachers to try to keep a disruptive child in an already overcrowded classroom. Staff in-service training, including skill improvement courses, can be used to make attendance an important consideration for the staff.

Local school districts have sought innovative solutions to counter attendance problems. The Glendale Unified School District reduced unexcused absences by 28% and added more than \$73,000 in state apportionment income after a task force study in 1975-76 supported the teachers' feeling that excessive absences were interfering with the educational process. Lancaster Elementary School District conducted a five-year study on attendance problems. Once the sources of the trouble were identified, support for corrective action was made available. Other Los Angeles County school districts have conducted extensive studies on absenteeism and implemented positive programs.

A Comprehensive School Attendance Plan was developed by Attendance Supervisors in County Schools Offices. It is a compilation of legislative proposals, recommendations and remedies for school attendance problems which identifies many of the problem areas in school attendance and suggests many creative solutions. It provides an across-the-board attempt to address the many issues involved in school attendance, providing recommendations and legislative proposals for school attendance review boards, attendance accounting, accountability and supervision. It provides a multifaceted approach to a multifaceted problem. Portions of the plan have been included in Assembly Bill 3125 and Assembly Bill 3269.

In October, 1978, State Supreme Court ruling *Hoyem vs. Manhattan Beach City School District* held that school districts may be liable for injuries suffered by a truant student. Senator John Nejedly has introduced legislation (Senate Bill 60) to limit a school districts' liability when a student leaves the school property during school hours without the permission of school authorities. A prompt resolution of this subject will affect school attendance responsibilities.

THE GRAND JURY RECOMMENDS THAT THE COUNTY BOARD OF EDUCATION AND THE OFFICE OF THE COUNTY SUPERINTENDENT OF SCHOOLS CONTINUE TO SUPPORT THE RECOMMENDATIONS AND LEGISLATIVE PROPOSALS INCLUDED IN "A COMPREHENSIVE SCHOOL ATTENDANCE IMPROVEMENT PLAN."

Student Body Funds

The Education Committee of the Grand Jury reviewed the independent, annual audits of all Los Angeles County school districts and noted many recommendations for improvement in the management of student body funds. A study was begun to try to determine the problems involved in accounting for student body organization funds.

The Committee met with the County Superintendent of Schools, members of the County Schools financial services staff and representatives of an accounting firm experienced in auditing school districts.

Publications reviewed were the California State Department of Education Audit Review (1977-78), the Los Angeles County Schools Audit Reviews (1977-78), and the State Department of Education 1979 Edition of *Accounting Procedures for Student Organizations*.

FINDINGS AND RECOMMENDATIONS

Authorization for fund-raising activities by student organizations is provided by Section 48932 of the Education Code which states, "The governing board of any school district may authorize any organization composed entirely of pupils attending the schools of the district to maintain such activities, including fund-raising activities, as may be approved by the governing board."

The governing board of any school district may, by resolution, authorize any student body organization to conduct fund-raising activities on school property during school hours provided that the governing board has determined that such activities will not interfere with the normal conduct of the schools."

The Education Code also specifies the manner in which student funds shall be deposited or invested and Section 48933 states, "The funds shall be expended subject to such procedure as may be established by the student body organization subject to the approval of each of the following three persons which shall be obtained each time before any of such funds may be expended: an employee or official of the school district designated by the governing board, the certificated employee who is the designated advisor of the particular student body organization and a representative of the particular student body organization."

Supervision and audit of student funds are mandated in Education Code Section 48937 which states that the governing board shall provide supervision of student body organization funds and that the cost of such supervision may be charged to the district.

Student body funds may be generated through student body fees, store sales, proceeds from athletic events, receipts from advertising, subscriptions or photographs in school publications, social activities, vending machine sales, donations, receipts from special events, and interest earned on investments or savings accounts. Trust accounts are set up to hold money generated by the students. The student body organization is designated trustee for these accounts. Generally, trust accounts fall into the categories of scholarship accounts, class accounts, club accounts, and other trust accounts. Scholarship accounts are used for funds donated specifically for scholarships, class accounts are those which are used for funds for the activities of individual classes and collections and disbursement of funds for club activities is processed through the club accounts.

Several difficulties in student fund accounting were commonly referred to by private auditors. Trust funds allocated for long-range projects have been withdrawn for current expenditures. Trust fund accounts collected are not designated for specific current and future projects, balances of inactive accounts or accounts of graduated classes are not transferred to the general student body funds. In other instances, excessive funds are carried over from year to year and are not designated for specific projects. Large amounts of money are placed in noninterest bearing accounts. Minutes of student body financial actions are not always complete or on file. Student body fund checks have been made payable to cash rather than to specifically named vendors and blank checks were presigned. Prior approval of the student governing body is not always obtained before expenditure of student body funds.

Most student body organizations are involved in receiving, spending and accounting for money. In California, student body organization business involves large sums of money. For example, the financial statement of District A showed student body organization funds in the amount of \$144,879. In District B as of June 30, 1979, the financial statement showed student body organization funds to be \$81,411.

The 1979 Edition of *Accounting Procedures for Student Organizations* prepared by the California State Department of Education is an excellent reference source for school districts to use to provide a basis for their student fund accounting practices. It suggests principles to govern student body fund finances, defines the responsibilities of those involved in the administration of student body financial activities, offers an accounting system for student body funds, addresses the preparation and control of student body budgets and explains auditing of student body organization accounts. The Education Committee believes this manual provides a framework to allow school districts to institute proper fiscal control over student body organization funds.

THE GRAND JURY RECOMMENDS THAT THE COUNTY SUPERINTENDENT OF SCHOOLS PROVIDE COPIES OF THE CALIFORNIA STATE DEPARTMENT OF EDUCATION PUBLICATION "ACCOUNTING PROCEDURES FOR STUDENT BODY ORGANIZATIONS," (SCHOOL BUSINESS ADMINISTRATION PUBLICATION NO. 3) TO THE GOVERNING BOARDS OF ALL LOS ANGELES COUNTY SCHOOL DISTRICTS.

THE GRAND JURY RECOMMENDS THAT THE COUNTY SUPERINTENDENT OF SCHOOLS ENCOURAGE THE GOVERNING BOARDS OF ALL LOS ANGELES COUNTY SCHOOL DISTRICTS TO REVIEW THEIR MANAGEMENT AND ACCOUNTING PRACTICES FOR THE SUPERVISION OF STUDENT BODY ORGANIZATION FUNDS TO INSURE COMPLIANCE WITH THE GUIDELINES CONTAINED IN THE PUBLICATION NO. 3 PREPARED BY THE STATE DEPARTMENT OF EDUCATION.

School District Operations

Each of the 82 public school districts in Los Angeles County is tax-supported and governed by an elected Board of Trustees which holds regular public meetings to discuss and vote on the financial, personnel and educational aspects of each district's operations. District business records including Board policies, budgets and curriculum summaries are available for public inspection as well as the district Financial Statement which is filed annually with the County Superintendent of Schools.

Section 933.5 of the Penal Code permits the Grand Jury to examine the books and records of any school district in the County and to investigate the method or system of performance of duties within a district. The Education Committee studied audit reports from several school districts within the county. After this initial screening, particular attention was focused on individual school districts, including the Bellflower Unified School District and the Inglewood Unified School District.

BELLFLOWER UNIFIED SCHOOL DISTRICT

In response to written complaints about the operation of the Bellflower Unified School District, the Education Committee attempted to schedule an informal meeting with the members of the District Board of Trustees and the Superintendent. The purpose of this meeting was to discuss the scope of a possible Grand Jury review of the district. It was emphasized that the allegations did not involve misconduct of district officials and would be a civil review by the Grand Jury rather than a criminal investigation. At the request of the attorney retained by the district, a copy of the proposed agenda for the meeting was sent to him to present to the members of the Board. It was further explained that the initial meeting would last approximately an hour to an hour and a half. The members of the Governing Board, through their

attorney, declined to meet with the Education Committee. The reason given by district officials was that the District did not have the personnel or resources to cooperate with the Grand Jury in an open-ended review of District operations. The Board did provide copies of the books and records of the District for inspection by the Grand Jury, including copies of the Board minutes, District policies, a Personnel Directory, budgets, audit reports and other documents.

After the committee analyzed the District books and records, a list of questions was submitted to the Board of Education. The Governing Board replied with detailed written responses to the Committee's questions. Included was a discussion of the steps taken by the District to correct the exceptions noted in prior audit reports and citation of specific Board policies, where applicable.

INGLEWOOD UNIFIED SCHOOL DISTRICT

In the latter part of 1979, the Los Angeles County District Attorney's Office opened an investigation regarding allegations of misappropriation of funds and official misconduct within the Inglewood Unified School District. This investigation was concluded in February, 1980, with a finding that there was insufficient evidence for criminal prosecution. However, weaknesses in internal controls on the use of District personnel and property were uncovered.

The Education Committee examined the District's combined Financial Statement for the fiscal year ended June 30, 1979, and observed that the firm of Peat, Marwick, Mitchell & Co. commented on the portions of the District's operations dealing with the handling of payroll forms, warrants, cash receipts and bank records as well as the procedures for inventory control.

The Education Committee communicated with the Board of Education to ascertain what action had been taken to correct the problems noted in the audit report. The Grand Jury received a prompt written reply explaining in detail the action taken by District officials to address the weaknesses noted by the auditing firm retained by the District.

Horace S. Smith, Chairman

Mary J. Dorsett

Elmer E. Drickey

Karen M. Durfee

Willard E. Fowler

ENVIRONMENT COMMITTEE

PURPOSE

The Environment Committee is delegated by the Grand Jury to study issues which influence the environmental quality of life in Los Angeles County, including the operations of all county agencies and special purpose districts which have responsibility in the areas of planning, traffic, energy, pollution, waste disposal and related areas.

FOCUS OF REVIEW

- Hazardous Materials
- Landfills
- Resource Recovery

Hazardous Materials

The Environment Committee is concerned with the lack of uniform regulations for the transportation, storage and disposal of hazardous materials. All substances which constitute a threat to life, health or property are described as hazardous materials.

Information on this subject was gathered from many sources including on-site inspections, attendance at regulatory and legislative hearings, interviews with city, county and state officials, meetings with private citizens and reviews of local, state and federal regulations.

FINDINGS AND RECOMMENDATIONS

TRANSPORTATION OF HAZARDOUS MATERIALS

The risk of accident in the transportation of hazardous materials presents an inherent and continuing danger to the citizens of Los Angeles County. Not only is there danger from the large amount of hazardous materials being transported in the county annually but this danger is compounded by the inadequate and confusing regulations of federal, state and county agencies. The volume of hazardous materials being transported in the United States is expected to increase from two to four billion tons each year. Of this amount, ten million tons of hazardous materials are shipped into, out of or within the boundaries of Los Angeles County annually, equaling approximately 25 percent of all commodities shipped in this County.

The exteriors of vehicles transporting hazardous materials often are not labeled to indicate their contents. This labeling can be in the form of a symbolic code. Bills of lading do not spell out the chemical contents. At the scene of many accidents, drivers do not know that their cargo includes hazardous materials. Los Angeles County emergency response personnel are not adequately trained or equipped to handle a spill properly. However, the Los Angeles City Fire Department has a specially trained and equipped "Hazard Unit" to respond to all hazardous spill incidents.

Local ordinances in some cities do not prohibit overnight parking of vehicles containing toxic materials in residential areas or close to schools. This situation creates an additional danger to the community.

Many shippers of hazardous materials make every effort to comply with existing regulations. However, because of the complex nature of the federal, state and local regulations concerning the transportation, handling and identification of these materials, many shippers are unable to comprehend the confusing regulations.

The Committee wishes to commend the Los Angeles County Board of Supervisors for its support and approval of the Report on Transportation of Hazardous Materials issued January 19, 1979. The Committee believes this report was instrumental in causing the enactment of legislation to address numerous environmental issues.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS TAKE APPROPRIATE ACTION TO REQUIRE THAT ALL VEHICLES TRANSPORTING HAZARDOUS MATERIALS WITHIN THE COUNTY HAVE A PLACARD AFFIXED WHICH IDENTIFIES THE SPECIFIC CONTENTS OF THE VEHICLE.

THE GRAND JURY RECOMMENDS THAT THE APPROPRIATE FEDERAL, STATE AND COUNTY OFFICIALS ADOPT REGULATIONS WHICH WILL REQUIRE ALL PERSONNEL INVOLVED IN THE TRANSPORTATION OF HAZARDOUS MATERIALS TO COMPLETE A COMPREHENSIVE TRAINING PROGRAM IN THE HANDLING OF HAZARDOUS MATERIALS AND THAT LICENSING TO CARRIERS BE CONDITIONED ON THE SUCCESSFUL COMPLETION OF THIS PROGRAM BY THEIR EMPLOYEES.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ESTABLISH WITHIN THE COUNTY FIRE DEPARTMENT A SPECIALLY TRAINED AND EQUIPPED "HAZARD UNIT" SIMILAR TO THE UNIT CURRENTLY IN OPERATION IN THE LOS ANGELES CITY FIRE DEPARTMENT.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ENACT AN ORDINANCE TO PROHIBIT OVERNIGHT PARKING OF VEHICLES CONTAINING HAZARDOUS MATERIALS IN RESIDENTIAL AREAS OR CLOSE TO SCHOOLS IN UNINCORPORATED COUNTY AREAS.

STORAGE OF HAZARDOUS MATERIALS

In response to a citizen's complaint concerning a possible violation of hazardous material zoning ordinances, the members of the Committee visited a large, private transfer and storage facility in the county. Company officials cooperated fully during the on-site inspection by conducting a tour of the entire facility and supplying data related to the materials handled on the premises, safety procedures followed by employees and company compliance with requests from regulatory agencies.

The Committee met with the Chief of the Los Angeles City Fire Department Fire Prevention Bureau, who supplied the Committee with copies of all pertinent regulations, inspection records and fire safety rules imposed on companies which store, transport and dispose of hazardous substances within the city limits.

The Committee spoke to the enforcement officer of the Air Quality Management District to learn about the type and frequency of citizen complaints regarding noxious odors caused by accidental spills and careless handling of hazardous substances. The imposition of penalties and other regulatory actions was explained during this meeting.

Regulatory agencies concerned with hazardous substances are providing protection for public health and safety within the limits of present laws and established means of control. However, there is a lack of uniformity in labeling buildings, tanks and other facilities where hazardous substances are processed and stored. While various codes now exist for such labeling, they are not uniform.

There are residential developments located immediately adjacent to some hazardous storage facilities, with inadequate buffer zones separating residences from the facility. There are insufficient controls to keep developers from building homes close to already existing storage facilities or the building of storage facilities close to established residential areas. Residents living in these areas often complain of noxious odors and express great anxiety over the possibility of imminent fire or explosion.

Public health and safety would be enhanced and the work of the County Fire and Health Departments would be decreased if more care were exercised by the Planning Commission in providing buffer zones between residential developments and hazardous material storage areas. The Los Angeles County Fire Department would be better able to protect life and property if a uniform code were devised and adopted for the labeling of all facilities involved in the storage of hazardous substances. This labeling should indicate the volatile nature of the materials involved and, in case of a fire, explosion or other emergency, the dangers inherent in controlling the situation. Efforts in the development of this labeling must be directed towards an agreement among the involved local, state and federal agencies.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ADOPT COMPREHENSIVE REGULATIONS FOR ALL FUTURE RESIDENTIAL AND COMMERCIAL DEVELOPMENTS IN THE UNINCORPORATED AREAS OF THE COUNTY THAT WILL PROVIDE AN ADEQUATE BUFFER ZONE BETWEEN RESIDENCES AND AREAS WHERE HAZARDOUS SUBSTANCES ARE MANUFACTURED OR STORED.

DISPOSAL OF HAZARDOUS MATERIALS

Many of the Class I sites now available for disposal of liquid hazardous material wastes are either being closed in the near future or are having serious difficulty in obtaining permits for needed expansion. Permits are issued by a combination of county, state and federal agencies.

The County Sanitation District site at Palos Verdes will close in the latter part of 1980, when it is expected to be filled to capacity. A permit for expansion and continued use of the Calabasas site is jeopardized by the strong opposition of residents in adjacent housing developments. Permission to develop a private disposal site in the Santa Clarita Valley has to date been denied because of community opposition and a fear that ground water will be contaminated.

The technology for disposal of hazardous materials by means other than Class I landfills now exists, but is much more costly to operate. Hazardous waste engineers estimate that the cost per ton could be as much as six times greater.

The BKK Corporation, a private firm that collects and disposes of much of the County's liquid hazardous waste, is in constant danger of losing its operating permits. In addition, they are in competition with the Sanitation District for the solid waste products needed to absorb their liquid waste input. Some of the larger chemical plants are exchanging their hazardous waste materials with other firms that have a need for these substances, thereby reducing the total volume that would otherwise be discarded. This tends to reduce costs as well as the amount of waste that must be discarded.

The citizens of Los Angeles County face a serious threat to their health if the hazardous waste disposal problem is not addressed more forcibly in the immediate future. This threat stems from the fact that there will soon be inadequate disposal sites for the many tons of hazardous materials that accumulate daily in this area.

THE GRAND JURY RECOMMENDS THAT THE COUNTY SANITATION DISTRICTS SEEK NEW METHODS AND PROCESSES FOR NEUTRALIZATION OR ELIMINATION OF HAZARDOUS WASTES AS AN ALTERNATIVE TO THE METHODS CURRENTLY USED AT CLASS I LANDFILLS.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SEEK WAYS TO EXPEDITE PENDING CLASS I SITE PERMITS TO PROVIDE FOR HAZARDOUS WASTE DISPOSAL SITES PENDING THE DEVELOPMENT OF OTHER DISPOSAL ALTERNATIVES.

THE GRAND JURY RECOMMENDS THAT THE COUNTY SANITATION DISTRICTS CONDUCT RESEARCH ON METHODS FOR REDUCING THE VOLUME OF LIQUID WASTES THROUGH THE EXTRACTION OF WATER AND OTHER NONTOXIC LIQUIDS.

THE GRAND JURY RECOMMENDS THAT THE COUNTY SANITATION DISTRICTS COORDINATE THEIR RESEARCH AND PLANNING EFFORTS WITH THOSE OF PRIVATE DISPOSAL FIRMS.

Other Recommendations:

THE GRAND JURY RECOMMENDS THAT THE APPROPRIATE FEDERAL, STATE AND COUNTY OFFICIALS WORK TOGETHER TO SIMPLIFY, CONSOLIDATE AND ENFORCE REGULATIONS FOR THE TRANSPORTATION, HANDLING AND STORAGE OF HAZARDOUS MATERIALS.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE APPROPRIATE COUNTY DEPARTMENTS TO DEVELOP A UNIFORM SYMBOLIC CODE TO IDENTIFY BUILDINGS, STORAGE TANKS, VEHICLES AND OTHER CONTAINERS USED IN THE MANUFACTURE, STORAGE AND TRANSPORTATION OF HAZARDOUS SUBSTANCES; AND FURTHER, THAT THE BOARD OF SUPERVISORS SEEK THE ENACTMENT OF LEGISLATION REQUIRING ALL CONCERNS LOCATED IN THE UNINCORPORATED AREAS OF THE COUNTY WHICH ARE ENGAGED IN THE MANUFACTURE, STORAGE OR TRANSPORTATION OF HAZARDOUS SUBSTANCES TO DISPLAY THE IDENTIFICATION CODING ON BUILDINGS, STORAGE TANKS, VEHICLES AND OTHER CONTAINERS OF HAZARDOUS SUBSTANCES.

Landfills

The Environment Committee studied the subject of landfills, which are disposal sites for solid waste. While they are a necessary part of our culture, at least for the foreseeable future, the problems related to their operations threaten to stifle or even halt their use.

FINDINGS AND RECOMMENDATION

The general public is only concerned about landfills when the development or expansion of this type of disposal site will affect their daily lives because it is located near their residence or business. Objections center around concerns such as added air pollution, increased truck traffic on city streets and the offensive odors that occasionally drift into residential area. The increased scavenger bird population attracted by landfills is also a nuisance to nearby residents.

On the positive side, landfills, when properly designed and operated, help to control water run-off and soil erosion. They provide the least expensive method developed to date for the disposal of solid waste. When filled to capacity landfills can be converted to parks, golf courses and botanical gardens.

Approximately half of the items dumped into landfills consists of inert materials such as dirt, rock, and concrete. Ten percent consists of recyclable substances such as glass, paper and metal. The remaining forty percent is made up of organic material such as grass cuttings and sewer system solids, which eventually turn to soil.

Nearly forty percent of the existing landfill capacity in Los Angeles County's seven sites will be eliminated by the end of 1982 because of site closures. Proposed new sites are either inaccessible, strongly opposed by nearby residents or located too far away to be economically feasible. Additionally, the cost of site qualification is great because of stringent state and federal regulations.

The need for landfills will be reduced by increased emphasis on reclamation of reusable portions of the solid waste materials. The huge volume of dirt, rock and concrete could be diverted to future county and private development projects.

The County must conduct and maintain an ongoing study of new disposal methods now available through increased technology. The closing of many landfill sites and difficulty in establishing new sites leaves no other alternative to this continuing problem.

THE GRAND JURY RECOMMENDS THAT THE MEMBERS OF THE BOARD OF DIRECTORS OF THE COUNTY SANITATION DISTRICTS CONTINUE THEIR EFFORTS TO DEVELOP NEW DISPOSAL METHODS, SEEK ALTERNATIVE USES FOR REFUSE MATERIALS AND INTENSIFY THEIR EFFORTS TO EDUCATE THE CITIZENS OF THE COUNTY ABOUT THE NECESSITY FOR CAREFUL PLANNING AND DEVELOPMENT OF LANDFILLS.

Resource Recovery

The Environment Committee studied the subject of resource recovery as a possible solution to the projected water shortage, the increasing cost of energy and the diminishing capacity of existing landfills.

FINDINGS AND RECOMMENDATIONS

The potential for resource recovery extends to many substances and by-products, including water, metals, glass, paper, chemicals and methane gas.

The Environmental Protection Agency (EPA) has approved a grant for the Los Angeles County Sanitation District to study the feasibility of source separation of recyclables from trash before they are discarded. Source separation involves the placing of glass, cans, paper and other items in separate containers by residents and commercial establishments.

The cost per ton of solid waste disposal in Los Angeles County is very low compared to other areas. However, there is a decrease in available landfill sites close to populated centers. The cost of solid waste disposal will increase as more costly methods of disposal are implemented. The increased cost should be financed by imposing collection fees on those who generate the solid waste. The revenue generated should be utilized to develop alternate methods of disposal and resource recovery facilities.

The U.S. Supreme Court has ruled that a portion of Colorado River water will revert to Arizona in 1985; this will result in a significant loss of water to the residents of Los Angeles County. Authorization for completion of the State Water Project which was to replace Colorado River water with an increased flow from northern California has been repeatedly delayed. Authorization and financing for the project have been delayed by conflicting water use philosophies.

Authorities estimate that approximately three hundred thousand acre-feet of the one million acre-feet of water now being channeled through Los Angeles-Orange County sewer systems could eventually be available for reuse by industrial plants, parks and recreational areas. Existing reclamation facilities presently produce slightly more than twelve percent of this amount. A joint Los Angeles-Orange County survey indicates that once reclamation and distribution facilities are expanded, a ready market exists for the recovered water by municipal greenbelts, industrial plants, ground-water recharge sites and sea water intrusion barriers. Approximately ten percent of the total solid wastes going to the landfills consists of materials such as metals, glass and paper that can be recycled and reclaimed to reduce energy consumption. A limited amount of methane gas is now being recovered from landfills and sewage sludge digestion facilities but the potential exists for even greater recovery. Methane gas is used to generate electricity for operation of sewage treatment plants and surplus methane is sold to utility companies for power generation.

Recently, Los Angeles City received approval of and matching federal funds for construction of a solid waste disposal resource recovery facility in the Sepulveda Basin. This facility will reduce the volume of sewage solid waste that is now dumped into the ocean through the Hyperion outfall. The solid wastes will be reduced in volume and rendered harmless by sewage sludge digestion facilities designed to recover methane gas generated by the process. Water reclamation for industrial and greenbelt use is also incorporated in the plans for these new facilities.

There is a federally-funded study now in progress for a resource recovery facility to be located in Long Beach. This demonstration project, tentatively identified as the Southwest Resource Recovery Facility, would burn trash to generate both steam and electricity. The study includes the identification of customers for the steam and electricity to be generated and most comparisons to present methods. The proposed Long Beach Resource Recovery Facility is a positive approach to energy conservation, landfill overloading and long-haul transportation of solid materials to remote sites. The present scarcity and high cost of energy makes resource recovery an attractive partial solution to the increasing public service costs and more stringent regulations for the development of new disposal sites.

Southern California will suffer an acute water shortage unless additional water sources are found in the next five years. One source could be the extension of water reclamation from existing sewage treatment plants. To accomplish this, new water reclamation facilities should be constructed.

THE GRAND JURY RECOMMENDS THAT THE MEMBERS OF THE BOARDS OF DIRECTORS OF THE SANITATION DISTRICTS IN THE COUNTY PURSUE THE ENACTMENT OF ORDINANCES MANDATING SOURCE SEPARATION OF SOLID WASTES BY RESIDENTIAL AND COMMERCIAL USERS; FURTHER, THAT THESE ORDINANCES PERMIT THE IMPOSITION OF FINES FOR USERS WHO FAIL TO SEPARATE SOLID WASTES.

THE GRAND JURY RECOMMENDS THAT THE MEMBERS OF THE BOARDS OF DIRECTORS OF SANITATION DISTRICTS IN THE COUNTY IMPOSE FEES FOR REFUSE COLLECTION.

THE GRAND JURY RECOMMENDS THAT THE MEMBERS OF THE BOARDS OF DIRECTORS OF SANITATION DISTRICTS IN THE COUNTY SEEK FEDERAL FUNDS FOR THE EXPANSION OF SEWAGE TREATMENT AND RESOURCE RECOVERY FACILITIES FOR THE RECLAMATION AND DISTRIBUTION OF RECLAIMED WATER AND METHANE GAS.

THE GRAND JURY RECOMMENDS THAT THE MEMBERS OF THE BOARDS OF DIRECTORS OF SANITATION DISTRICTS IN THE COUNTY MAKE LONG-RANGE PLANS FOR CONSTRUCTION OF FACILITIES FOR CONVERTING SOLID WASTE INTO ENERGY.

Ruby R. Renetzky, Chairman
Elmer E. Drickey
Lillian Gindler
Joseph Lee, Jr.
Elizabeth H. Woodside

GOVERNMENT ORGANIZATION COMMITTEE

PURPOSE

The Government Organization Committee is delegated by the Grand Jury to follow up on selected recommendations of past grand juries and to study proposals including legislation in areas of concern not addressed by other committees.

FOCUS OF REVIEW

Sheriff-Marshal Consolidation

Paramedics

Alcoholism

Sheriff-Marshal Consolidation

The Government Organization Committee studied whether one county department should perform the necessary tasks of serving civil process and providing bailiffs for the courts, rather than continuing the current practice of using both deputy marshals and deputy sheriffs to provide these services.

The Committee recognizes that this subject has been studied by past grand juries and that enabling legislation granting the County the authority to consolidate these services has not been enacted by the State legislature. Reduction in revenue to fund local services makes this issue an urgent one for prompt attention and resolution.

FINDINGS AND RECOMMENDATIONS

The Sheriff's Department serves process and provides bailiffs for the Superior Court system in Los Angeles County with 24 officers, 324 sworn deputies and 43 civilian employees. The 1979-80 budget for this portion of Sheriff's Department services is \$7,785,077. Leadership responsibility for this function is with the County Sheriff, who is elected every four years in a county-wide election.

The Marshal's Department serves process and provides bailiffs for the municipal courts in the 26 judicial districts in Los Angeles County with 65 officers, 404 sworn deputies and 127 civilian employees. The 1979-80 budget for these services is \$12,931,908. Leadership responsibility for this function is with the County Marshal, who is appointed by the judges of the Municipal Court.

Approximately 85% of the process served by the Marshal's Department generates revenue which goes to the County general fund. In contrast, 75% of the process served by the Sheriff's Department is "no charge" governmental process resulting in no returned revenue. In addition, the Sheriff's Department must serve all process for the Juvenile Court and by law no fee can be charged for this service.

The Committee noted that both departments have offices in 12 of the same buildings and have duplicate administration, accounting, supply, payroll, training and investigation services. Deputy marshals and deputy sheriffs often serve process in the same areas, on the same streets and at the same time.

Estimated annual savings of consolidating the Marshal's into the Sheriff's Department from past proposals were:

Citizens Economy and Efficiency Commission - 1971 (2 million)

Los Angeles Area Chamber of Commerce - 1975 (3 million)

Economy and Efficiency Commission - 1978 (3.5 million)

Sheriff-Marshal Consolidation Position Paper — 1979 (4 million) (prepared by the Sheriff's Department)

The County has proposed State legislative action a number of times to allow the Board of Supervisors to consolidate the two departments. It is reported that these attempts failed because of lobbying efforts by the Marshals' Association and the Municipal Court Judges' Association.

In January of 1979, the Board of Supervisors, the Sheriff, the Presiding Judges of the Superior and Municipal Courts and the Grand Jury of Ventura County unanimously adopted a proposal to merge the Marshal's Office with the Sheriff's Department. Assemblyman Charles R. Imbrecht, R-Ventura, introduced Assembly Bill 1493 which will, if passed, give the Board of Supervisors the authority to accomplish this merger. This action will apply only to Ventura County but it sets a precedent to be followed by other counties.

A second major benefit of merging the Marshal's Department into the Sheriff's Department would be the increased flexibility offered by the transfer of about 400 uniformed officers and over 200 vehicles resulting in increased visibility and availability of law enforcement throughout the County.

It was the opinion of the Committee that the transfer of civil process and bailiff's services of the Sheriff's Department into the Marshal's Department would require a major expansion of the Marshal's Department, whereas the Sheriff's Department could absorb the Marshal's Department with minimum adjustments.

The Grand Jury commends the Superior Court, the Board of Supervisors, the Chief Administrative Officer and the Department of Personnel for developing a pilot program to replace 42 Sheriff's bailiffs in certain civil courts with court attendants. This will save Los Angeles County approximately \$420,000, which is a sufficient amount to offset the County's annual cost for 25 additional judges. This program is patterned on one implemented by Santa Clara County a year ago.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROPOSE LEGISLATION WHICH WILL GIVE THE BOARD THE AUTHORITY TO CONSOLIDATE THE MARSHAL'S OFFICE INTO THE SHERIFF'S DEPARTMENT IN LOS ANGELES COUNTY, WORK WITH OTHER COUNTIES SEEKING SIMILAR LEGISLATION AND ACTIVELY PURSUE ENACTMENT OF THIS LEGISLATION.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS EFFECT THE MERGER OF THE MARSHAL'S OFFICE INTO THE SHERIFF'S DEPARTMENT ONCE THE AUTHORITY TO DO SO IS PROVIDED.

Paramedics

The Government Organization Committee is concerned about the problems involved in providing paramedic services in Los Angeles County. Interest in this topic was generated by a review of the 1978-79 Grand Jury report on Emergency Medical Services.

The Committee visited the Paramedic Training Institute, Harbor-UCLA General Hospital and the USC County Medical Center emergency rooms and base stations. Interviews were conducted with the following persons: directors and staff of the Harbor-UCLA General Hospital Base Command Station, the Paramedic Training Institute, Chief of Emergency Services at USC County Hospital, representatives of the Department of Health Services, Emergency Medical Services Division, the director for the UCLA Emergency Medical Center, the president and vice president of the United Paramedics of Los Angeles, former members of the Paramedic Commission and the Los Angeles County Emergency Medical Commission and the chairman of the Health and Hospitals Committee of the 1978-79 Grand Jury.

Among the reports studied by the Committee were the following: The February 28, 1979, *Report of the Fire Commission Emergency Medical Services Committee*, statistical data of the Los Angeles City Fire Department for 1977-78, copies of the Education and Training Requirements for Mobile Intensive Care Paramedics in California, a study written in August, 1979, on Pre-hospital Care of Cardiovascular Emergencies prepared by Touche-Ross for the United Paramedics of Los Angeles and other articles and manuals on the subjects of emergency care and paramedic services.

FINDINGS AND RECOMMENDATIONS

There are 33 providers of paramedic services in the County. They neither operate in the same manner nor have uniform procedures. There is a lack of medically-oriented supervision in the various fire departments and the private ambulance companies.

The best approach to coordinate paramedic services is to establish a countywide, uniform system with medically-oriented supervision under the overall control of the fire departments. This will allow better utilization of the existing manpower.

The bulk of a fireman's duty time is stand-by service. Statistics indicate that one hour and fifteen minutes per day is spent on emergency service, of which at least 50% are for paramedic service and nonfire emergencies. In the City of Los Angeles there are 2,200 firemen and 194 paramedics. State legislation passed in 1970, authorizing pilot paramedic programs throughout the State, expired by its own terms as of December 31, 1979. There is no legal mandate requiring local jurisdictions to provide paramedic service. Presently, six communities in the county — San Marino, San Gabriel, Sierra Madre, Alhambra, Lynwood and Avalon — do not provide paramedics. There is no legal mandate requiring the regulation of paramedic programs or services. Uniform standards regarding the type of mobile equipment, the number of units per 100,000 population and the minimum distance where paramedic units are stationed with relation to the area served do not exist. The service is handicapped by jurisdictional boundaries and in some cases the nearest paramedics are not permitted to respond to a given location. Some mutual aid agreements are in effect and others are being worked on.

Initially paramedic systems were instituted to provide rapid, extensive care in the field to patients with cardiac emergencies. These systems have grown into general purpose, pre-hospital care units. There were 183,908 paramedic runs in the county during 1979, of which approximately 35,000 involved cardiac arrest patients. The other responses covered a range of medical and social problems, particularly trauma, respiratory emergencies and psychosocial ailments.

The mortality rate from primary cardiac arrhythmias, which are variations from the normal electrical rates and sequences of cardiac activity, is the basic measurement of the overall effectiveness of paramedic programs. Los Angeles County's current reporting system fails to acquire data and measure effectiveness.

In order to determine if the paramedic system is being used effectively, it is necessary to compile a data bank. Every element must be recorded, including the facts leading to the decision to administer care and all services rendered by the paramedics and the emergency room staff. This will permit better allocation of resources and determine citizen access and paramedic performance.

During a visit to the Paramedic Training Center, located on the grounds of Harbor-UCLA General Hospital in Torrance, the Committee noted critical space problems and conditions which were not conducive to learning. The Paramedic Training Institute located at the Training Center deals with the techniques that must be implemented to save lives in Los Angeles County. It is of utmost importance that the facilities used to train students in necessary life-saving skills be adequate.

The 30 paramedic students presently enrolled in the training phase are instructed in a 1,200 square-foot prefab building which contains classrooms, office space, a restroom and a student lounge. Workshops and simulations must be conducted in hallways, offices and outdoors. There are four toilets, two of which have no partitions. The lounge and study space, with an area of about 300 square feet, is inadequate. Because of a lack of space, audio visual materials and study aids are not set out permanently for ready use by the students and, therefore, are not fully utilized.

The Paramedic Training Institute is responsible for the training needs of prospective paramedics and the Mobile Intensive Care Nurses or base hospital nurses. Emergency Medical Technician I refresher courses, as well as special and continuing education courses, are given at this location. The physical plant of the Institute consists of three joined trailers totaling 1,650 square feet and a prefab building about 4,500 square feet in size. The trailers are crowded and noise from the air conditioner makes it almost impossible to hear the instructor. The trailer roof had major leaks with rain water seeping through light fixtures. It has recently been retarred. Water from faucets in both units is rusty and there is no water in the trailers. Leased trailers presently located at Martin Luther King Hospital will soon be vacated. To relieve the overcrowded conditions at the Center, at least three of these trailers should be relocated at the paramedic site in Torrance. The center also needs to develop and implement a data processing system to facilitate the processing of program exam results, certification and recertification deadlines.

Triage is the classification of wounded, ill or injured persons in order to insure the efficient use of medical and nursing manpower, equipment and facilities. Triage is a difficult job as it requires quick decisions. This assignment system is the responsibility of the dispatchers who answer emergency calls; therefore, they need proper training to help them in their dispatch responsibilities. Some cases are critical while in others time may not be of essence. This is a diverse new field so a representative group from major emergency medical institutions and paramedics should devise a training course and establish the series of protocols to be used by dispatchers to determine appropriate responses.

In the past, "cardiac arrest" was considered to be untreatable outside a hospital, but it has been proved that patient survival depends on the speed and appropriateness of the care delivered. Experts and data suggest that 43% of these victims could be resuscitated and survive if cardiopulmonary resuscitation (CPR) is started within four minutes and if paramedics reach the patient within eight minutes. Statistics indicate that a broad community knowledge of basic CPR is useful in saving lives and providing more effective pre-hospital care. Section 51202 of the Education Code, passed in 1977, requires that CPR instruction be provided for all school children at the appropriate elementary and secondary grade levels if appropriate equipment is available. Some school districts in Los Angeles County have no CPR program; others offer a range of instruction. Glendale School District teaches CPR to all students, 4th grade through high school. Instruction is also given at Glendale City College. Many districts are acquiring equipment and training teachers to conduct these classes. A uniform instruction program throughout the county should be the goal with an additional adult program promoted through all communities under the auspices of the various fire departments.

A current problem exists for a person who is in an unfamiliar area and needs to place an emergency call at a public telephone. Many times it is difficult to determine which fire department has jurisdiction in the area. Until the 911 emergency phone system is developed, the Board of Supervisors should work with telephone companies and fire departments to institute a program of posting the emergency number for the immediate area on every public phone in the county.

The Emergency Medical Services Commission has proposed that the number of base hospitals be expanded from the current number of 29 to 38. The designation of a facility as a base hospital entails an initial investment of at least \$75,000 with more than \$100,000 needed annually to provide the necessary physicians, intensive care nurses and emergency medical technicians.

Base hospitals are the paramedic's link to medical instructions and directions to stabilize the patient's condition. If necessary, the patient can be transported from the base hospital to the nearest hospital able to provide the needed care. Some authorities feel that four or five base hospitals could serve the needs of the County adequately. Hospital costs, already high, are increasing. Designation of additional base hospitals is a duplication of services which would not generate additional benefits. The commission should reconsider its proposal to increase the number of base hospitals.

Trauma Centers are 24-hour emergency medical and surgical facilities staffed and equipped to handle major injuries, burns and gunshot wounds. The Department of Health Services has been studying the classification and location of strategic hospitals to facilitate the delivery of the patients to the most appropriate site for treatment. Trauma patients are now taken to several hospitals within the County but no hospital has been designated as an official Trauma Center. The need for trauma centers is evidenced by studies which indicate that lives can be saved when more comprehensive medical care is available at a designated site.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ESTABLISH A COUNTY-WIDE CAREER PARAMEDIC SERVICE WITH A MEDICALLY-ORIENTED SUPERVISORY STAFF UNDER THE OVERALL MANAGEMENT OF THE FIRE DEPARTMENT; FURTHER, THAT MEMBERS OF THIS SERVICE NOT BE CLASSIFIED AS FIREFIGHTERS.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SUPPORT STATE LEGISLATION AUTHORIZING COUNTIES TO SET UNIFORM STANDARDS FOR PARAMEDIC SERVICE WITHIN THEIR JURISDICTION.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUIRE THAT ANY NEW MOBILE INTENSIVE CARE UNITS ESTABLISHED WITHIN THE COUNTY JURISDICTION HAVE PATIENT TRANSPORTATION CAPABILITIES.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUIRE THAT A DATA BASE SYSTEM BE DEVELOPED TO DOCUMENT ALL EMERGENCY CARE CALLS, NONRESPONSES AND SERVICES RENDERED, INCLUDING NONTREATMENT AND POST-TRANSPORTATION RESULTS, AND THAT THIS DATA BASE BE MONITORED AND PERIODICALLY EVALUATED BY THE EMERGENCY MEDICAL SERVICES COMMISSION.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES IN CONJUNCTION WITH THE PARAMEDIC TRAINING INSTITUTE DEVELOP A DATA PROCESSING SYSTEM.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES AUGMENT THE PARAMEDIC TRAINING INSTITUTE FACILITIES BY TRANSFERRING THREE TRAILERS, INCLUDING RESTROOMS, FROM MARTIN LUTHER KING HOSPITAL TO THE PARAMEDIC TRAINING INSTITUTE.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE EMERGENCY DISPATCHERS OF THE COUNTY FIRE DEPARTMENT TO USE CALL SCREENING PROTOCOLS SO THAT A TIERED RESPONSE SYSTEM CAN BE IMPLEMENTED.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS THROUGH APPROPRIATE COUNTY DEPARTMENTS PROVIDE SPECIAL TRAINING AND MEDICAL SUPERVISION FOR THE EMERGENCY DISPATCHERS.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INSTITUTE A COUNTY-WIDE BASIC CARDIOPULMONARY RESUSCITATION (CPR) PROGRAM PROMOTED UNDER THE AUSPICES OF THE COUNTY FIRE DEPARTMENT.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE COUNTY SUPERINTENDENT OF SCHOOLS TO DEVELOP A UNIFORM PLAN SO THAT THE REQUIREMENT THAT CPR INSTRUCTION BE PROVIDED TO ALL SCHOOL CHILDREN WILL BE FULLY IMPLEMENTED IN THE COUNTY.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS, WORKING WITH THE TELEPHONE COMPANIES AND THE FIRE DEPARTMENTS IN THE COUNTY, INSTITUTE A PROGRAM TO POST THE EMERGENCY NUMBER FOR THE IMMEDIATE AREA ON EVERY PUBLIC PHONE.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES REFRAIN FROM DESIGNATING ANY ADDITIONAL BASE HOSPITALS AND EVALUATE AND IMPROVE THOSE NOW IN EXISTENCE.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE DEPARTMENT OF HEALTH SERVICES TO ESTABLISH TRAUMA CENTERS TO PROVIDE MORE COMPREHENSIVE MEDICAL SERVICES TO THE SEVERELY INJURED.

Alcoholism

The Government Organization Committee's interest in alcoholism and its related problems began as a follow-up study of the 1978-79 Grand Jury report concerning the continuing shortages of facilities and services for the public inebriate, particularly in the Central Los Angeles area where the problem is greatest. The Committee considered the subjects of alcoholism, the public inebriate, the proposed El Rey Project and Occupational Alcoholism and Employee Assistance programs in the County.

The Committee visited the Volunteers of America Detoxification and Recovery Center and the Long Beach General Hospital. Representatives from the Center for Law in the Public Interest, several labor unions, Indian Service groups, the National Council on Alcoholism, the County Employee Assistance Program, the Sheriff's Alcoholism Program and the County Office of Alcohol Abuse and Alcoholism (OAAA) were interviewed. The proposal for the El Rey Project, the Grand Jury report of 1978-79, proposed legislation dealing with alcoholic services funding, studies concerning public inebriates and programs for them and reports of the Inter-Tribal Council of California Inc. and the Department of Health Services (DHS) were reviewed.

FINDINGS AND RECOMMENDATIONS

Statistics tell us that one of every ten persons becomes an alcoholic. It is estimated that there are a half-million alcoholics in Los Angeles County. The American Medical Association acknowledged alcoholism as a "disease" in 1956 and later this was affirmed by the World Health Organization, the National Department of Health, Education and Welfare, the American Psychology Association and endorsed by the American Bar Association. Although the cause is not known, it is a complex, chronic and progressive disease with psychological and sociological aspects. It is the third top killer after cancer and heart disease. If untreated, permanent damage, physical incapacities and even death may result.

The National Council on Alcoholism (NCA) and other noted authorities reveal that the alcoholic usually is powerless to stop the progression of alcoholism without assistance. Studies reveal the 40% of state mental hospital admissions suffer from alcoholism and 50% of all child and wife abuse cases, domestic violence, automobile deaths and murders are alcohol related. Seventy-five to eighty percent of all social, economic, health, personal and financial problems of the American Indian are directly related to the usage and abuse of alcohol. According to the American Medical Association, consumption of alcohol by expectant mothers is a cause of mental retardation (Fetal Alcohol Syndrome). The California Board of Equalization reports per capita consumption of alcohol has increased 45% since 1960.

Currently, the liquor tax that is collected by the Board of Equalization goes into the State General Fund. Cities and counties receive 90% of the proceeds from liquor license fees and fines to enforce Alcoholic Beverage Control Board (ABC) laws and the remaining 10% is earmarked for the State General Fund to support the ABC statewide. New license and transfer fees directly support the ABC Board.

It appears appropriate that a user's tax be levied on liquor to finance long-term permanent alcoholic treatment programs and services. Senate Bill 1745, authored by State Senator Alan Sieroty and sponsored by Los Angeles County, addressed this issue but was defeated in committee. If efforts to achieve state legislation on this subject continue to fail, then the initiative process should be considered to get needed financing for these programs.

The cost effectiveness of civil diversion alternatives for alcoholics has been publicly acknowledged by all major city and county officials and has been documented by studies in scores of jurisdictions. Estimates show that the cost of jail confinement per arrestee for a 72 hour period would be \$232 which can be compared to approximately \$83 for a person treated at a detoxification center. Hospitalization costs would amount to \$400 per day.

The *Sundance vs. Municipal Court* decision stated that criminal processing of public inebriates makes no social sense and stressed that the proper approach to the problem is "treatment instead of punishment". The Volunteers of America of Los Angeles (VOA) have provided a humane alternative with their Detoxification and Recovery Center located on Skid Row.

The VOA can accommodate six to eight females in the detoxification center and ten in the long-range residential recovery program. This represents between 10 to 15 percent of the total VOA program and the number of women that use these facilities. These figures should not be used to estimate the number of skid row women in need of this type of service as many find housing by other less desirable means.

As a result of the *Sundance* decision, the visibility of the public inebriate has increased five-fold with deaths and injuries on skid row tripling. The El Rey Project will be able to provide the all-inclusive programs to address the multifaceted needs of some public inebriates. The DHS, through the OAAA, administers all alcoholic services contracts and it is important that this department set definite objectives for all contracts issued with a mechanism to monitor these programs.

In response to the need for a larger humane treatment center near Skid Row for the public inebriate, the Volunteers of America will manage the proposed El Rey Project. The hotel, an 11-story, 621 room building valued at 2½ million dollars, has been donated by the Weingart Foundation, which has also agreed to spend up to \$1 million to refurbish it into a detoxification center with a network of coordinated alcoholic treatment services. The Los Angeles Community Redevelopment Agency (CRA) will fund the housing portion with the Federal Bureau of Community Health Services (BCHS) providing finances to establish the clinic.

Modeled on the present VOA programs, plans for the El Rey include expanded services such as shelter, treatment and rehabilitation to as many as 500 public inebriates per day. Supportive services will include screening for medical and mental health problems, meals, counseling, job training and placement, legal and consumer assistance, a DPSS outstation, a clinic and a bank. One-third of the existing floor space would be set aside for low-income housing. Ongoing financing of this project and its components must be provided by city, county, federal and private sources.

At present, there appears to be a need for additional alcoholism treatment services for women. All phases of the rehabilitation of alcoholic women should be reviewed to determine if adequate services are provided.

Alcoholic parents are hampered by the shortage of day care and foster home facilities to care for their children while the alcoholic parent seeks rehabilitation. This prevents many from participating in necessary treatment. The lack of a sufficient number of foster homes and day care centers must be

considered when alcoholism treatment programs are formulated. Providing children with counseling similar to that offered by Alateen or Alanon while at these locations would help both parent and child to make the necessary adjustments when they are reunited.

Occupational Alcoholism Programs are proving to be an effective method in addressing the destructive course of alcoholism. The main thrust of Occupational Employee Assistance is to identify those with problems in the early stages and to offer them the option of participating in treatment by trained personnel with the assurance of total confidentiality. These steps may alleviate the problem before it becomes so severe that job termination is required. The success of these programs, both public and private, arises from the fact that a job is valuable to the alcoholic who is motivated to avoid ultimate job loss and the resulting loss of income which he uses to buy liquor.

The alcoholic employee is absent two to four times more often, involved in on-the-job accidents two to four times more often and receives sickness and accident benefits three times greater than the nonalcoholic. This adds up to \$250 million in annual costs to industry in Los Angeles County.

Of the 71,000 persons employed by the County, 70% consume alcohol, 10% become problem drinkers and 5% have problems of physical health, family/marital, financial, legal or emotional nature. Using these statistics, the minimum annual cost to the taxpayer for employees directly affected by active alcohol related problems is set conservatively at approximately \$40 million. This is based on a 25% performance decline factor for employees directly affected by the problem. The County has an Employee Assistance Program but its availability is not effectively promoted and publicized. Although some departments have a statement of policy that guarantees that participation in the program will not jeopardize job security and promotional opportunities, there is no general statement of policy at this time. This deficiency could be a factor in the program's underutilization.

To insure better participation in the County's existing Employee Assistance Program, it is important that the Board of Supervisors review the Statements of Policy existing in various departments and initiate a general policy statement which assures all county employees that their job security and promotional opportunities will not be jeopardized by participating in the available substance abuse treatment programs and that confidentiality will be maintained.

Use of the job situation as a motivational tool is shown in the National Council of Alcoholism Labor-Management Task Force report which indicates that the average rehabilitation rate of those participating in 16 selected alcoholism treatment programs has been 74.8% compared with a recovery rate among jobless alcoholics of only 25%. The focus of these programs is job performance and the company's concern with alcohol is limited to its effect only in this area.

Clearly no segment of our society is free of the problem of alcoholism as 45% of the nation's alcoholics are in the professional, managerial and technological fields. Occupational Alcoholism Programs not only save and salvage lives but are cost effective as they restore the employee to full job efficiency. Management and unions work together to restore the individual into a healthy, productive employee.

The Committee has concluded that society must try to eliminate the social stigma of alcoholism so persons afflicted with this disease will feel free to seek treatment. Some provision must be made to create a safer environment for alcoholics so that they do not bring harm to themselves or to the community.

The Los Angeles County Grand Jury commends the Los Angeles County Board of Supervisors and the Los Angeles City Council for their efforts in obtaining funds for the El Rey Hotel Project.

Those in the field of Occupational Alcoholism cite Hughes Aircraft Company's program as an outstanding example of a well-run system. The Los Angeles County Grand Jury commends them for their foresight and humanitarianism.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONTINUE TO ACTIVELY SUPPORT LEGISLATION TO FUND ALCOHOLIC TREATMENT SERVICES THROUGH AN INCREASE IN THE TAX ON RETAIL SALES OF ALCOHOLIC BEVERAGES.

IF EFFORTS TO INCREASE THE ALCOHOLIC BEVERAGE TAX ARE NOT SUCCESSFUL, THE GRAND JURY RECOMMENDS THAT THE COUNTY SUPPORT LEGISLATION WHICH WILL EARMARK FOR ALCOHOLIC TREATMENT SERVICES A PERCENTAGE OF THE PRESENT TAX ON RETAIL SALES OF ALCOHOLIC BEVERAGES.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONTINUE TO SUPPORT THE EL REY HOTEL PROJECT, A MULTISERVICE ALCOHOL TREATMENT AND DETOXIFICATION CENTER.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES CLOSELY MONITOR THE ALCOHOLIC TREATMENT SERVICES PROVIDED AT THE EL REY HOTEL.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE DEPARTMENT OF HEALTH SERVICES TO MAKE A DETERMINATION OF THE NEED FOR ALCOHOLIC TREATMENT SERVICES FOR WOMEN.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROVIDE DAY CARE AND FOSTER HOME SERVICES FOR CHILDREN WHOSE PARENTS ARE RECEIVING ALCOHOLIC TREATMENT SERVICES.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROMULGATE A POLICY STATEMENT TO ASSURE ALL COUNTY EMPLOYEES THAT THEIR JOB SECURITY AND PROMOTIONAL OPPORTUNITIES WILL NOT BE JEOPARDIZED BY PARTICIPATION IN SUBSTANCE ABUSE TREATMENT PROGRAMS AND FURTHER, THAT AN EMPLOYEE'S PARTICIPATION IN SUCH PROGRAMS WILL BE KEPT CONFIDENTIAL.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS EXPLORE NEW APPROACHES TO PUBLICIZE THE AVAILABILITY OF ALCOHOLIC TREATMENT SERVICES THAT ARE OFFERED AS PART OF THE COUNTY EMPLOYEE ASSISTANCE PROGRAM.

Irene M. Almeida, Chairman

Jerry L. Adams

Mayme Lou Bruce

Isabel G. Callahan

Kathleen M. Ragsdale

Ruby R. Renetzky

HEALTH SERVICES COMMITTEE

PURPOSE

The Health Services Committee is delegated by the Grand Jury to review the operations of all components of the Los Angeles County health care system including hospitals, clinics and support services. The committee also studies programs administered by the Department of Health Services and the Department of Mental Health.

FOCUS OF REVIEW

- Mental Health Court**
- Tuberculosis**
- Nursing Homes**

Mental Health Court

The members of the Health Services Committee are concerned about conditions at the Mental Health Court and the emotional impact of these conditions on the people who appear in this court under the provisions of the Lanterman-Petris-Short Act.

FINDINGS AND RECOMMENDATIONS

The Mental Health Department of the Superior Court (Departments 95 and 95A) is located in a converted factory building at 1150 North San Fernando Road. The 27 year old building, which was originally a food processing plant, became the site of the Mental Health Court in 1976. It is the only court in the world that exclusively handles mental health cases, allowing court personnel to develop a measure of expertise in handling cases where the litigant may be heavily sedated or suffering from a mental illness. Of the approximately 7,000 separate cases heard per year in these courtrooms, about 6,000 are Lanterman-Petris-Short (LPS) cases. Under LPS, legal decisions about the patient's mental competency are determined by the Court. The only criteria used are danger to self, danger to others, or gravely disabled, which means that the person is unable to provide basic needs of food, shelter or clothing.

The Superior Court has the primary responsibility for providing services at this facility. The Sheriff is responsible for staffing the custody area. Other County departments involved in the daily operations are the County Counsel, District Attorney, Public Defender, County Clerk, Health Services, Mental Health, and Public Social Services.

Money for capital outlay projects is difficult to obtain because of severe County budget limitations. Building modification plans to improve the conditions in this facility have not been approved in past years because of the cost considerations. Arguments that improvements to the Mental Health Court are not of sufficient priority to be funded do not seem reasonable. The constitutional right to a fair hearing must be provided for those individuals who, by definition, require the protection of the legal system. The committee is concerned that the fragile state of these individuals is easily disturbed by an unpleasant and chaotic environment.

Modifications were not made four years ago when the use of this facility was changed from an arraignment court to the Mental Health Court. Neither courtroom has sound amplification equipment and the courtrooms have high ceilings, bare walls, and uncovered floors which create noise problems. Acoustics in the courtrooms must be improved. Sound-deadening materials need to be installed. Additionally, microphones for the witness stand, the judge's bench and the attorney's table should be installed in each courtroom.

Patients, witnesses and visitors use a central lobby which is adjacent to the courtroom as a waiting area. This room is large, stark, and furnished with uncomfortable benches. The committee found that patients awaiting court hearings come by bus from Camarillo and Metropolitan State Hospitals. As many as 30 hearings may be heard on a given day and patients must wait for substantial lengths of time in the central lobby. Persons appearing in this Court are taking medication, have trouble concentrating, are confused, speak indistinctly, or may be agitated. Hearings are sometimes complicated and testimony is technical. On occasion, noise from the lobby area interferes with the conduct of the court proceedings. The small rooms for doctor and attorney interviews are not used because the acoustical conditions make conversation impossible. Interviewing now takes place in hallway areas.

The tenuous state of mind of those served by this court demands a suitable environment which is not now provided. It is imperative that the patient be physically comfortable to promote a positive mental state. If implemented, existing plans for structural modifications will create a new patient waiting area separate from the main lobby. This should improve safety and noise conditions.

Agitated patients often need more space to move about than is available. These patients are now put in small rooms in the Sheriff's section of the building because the central lobby is not secure. Easy access exists from the lobby of the Mental Health Court to a parking area and beyond that to San Fernando Road, which is a busy thoroughfare. The Health Committee was informed that some patients have managed to run out of the lobby, cross the street, vault the fence and escape into the railroad yard which is directly opposite the court building. The proposed structural modifications for the new patient waiting area would also place new barriers between the patient and San Fernando Road, making escape more difficult.

During visits to this Court and from discussion with individuals working in or visiting the facility, the Committee became concerned about the safety of individuals and protection of property at this site. Vandalism was apparent. The Committee was informed of several thefts from the building and parking area. The addition of a fence around the parking areas will result in a more secure situation. The Committee believes that this fence, along with the structural modifications in the patient waiting area will provide another barrier to street access and thereby reduce the number of attempted escapes.

Transportation is provided back to the hospital for those persons who are successful in having their detention set aside, but there is no provision for transportation to any other destination. Often these persons have been disowned by family and friends because of their illness, and many individuals, who choose not to return to the hospital, are unable to get home or to another safe place. The Committee feels compassion for those persons found by this Court to no longer require involuntary incarceration in a hospital because there is no system to return them to a suitable environment.

Individuals with mental problems often improve dramatically while in the hospital where medication is routinely administered; however, symptoms frequently return when the patient leaves the hospital and stops taking medication. To compound the problem, individuals who have improved in a therapeutic setting often cannot function without support in the community. In the past, personnel assigned to the Mental Health Court developed a follow-up plan for patients released from involuntary commitment. Budget constraints have eliminated this service, leaving a void in the continuity of care available to individuals attempting to readjust to society. Individuals released from mental facilities need a follow-up plan to allow them to remain in the community rather than in mental health hospitals. Crisis evaluation and intervention services and outpatient treatment programs should be included.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS TAKE ACTION TO IMPROVE ACOUSTICS AND INSTALL A SOUND AMPLIFICATION SYSTEM IN DEPARTMENTS 95 AND 95A.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS TAKE ACTION TO IMPROVE THE WAITING ROOM AREAS OF THE MENTAL HEALTH COURT.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS TAKE ACTION TO PROVIDE SUFFICIENT SPACE IN THE DETENTION AREA OF THE MENTAL HEALTH COURT FOR AGITATED PATIENTS WHO REQUIRE FREEDOM OF MOVEMENT.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS TAKE ACTION TO IMPROVE THE ACOUSTICS IN THE INTERVIEW ROOMS AT THE MENTAL HEALTH COURT.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS TAKE ACTION TO INSTALL A FENCE TO ENCLOSE THE PARKING LOT AT THE MENTAL HEALTH COURT.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE APPROPRIATE COUNTY DEPARTMENTS TO DEVELOP PROCEDURES WHICH WILL PROVIDE TRANSPORTATION TO AN APPROPRIATE DESTINATION FOR THE PERSONS RELEASED FROM CUSTODY WHO DO NOT WISH TO RETURN TO THE HOSPITAL AND THAT NECESSARY FUNDING BE PROVIDED FOR THIS SERVICE.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE APPROPRIATE COUNTY DEPARTMENTS TO PROVIDE FOLLOW-UP SUPPORT SERVICES FOR PERSONS RELEASED BY THE MENTAL HEALTH COURT AND THAT NECESSARY FUNDING BE PROVIDED.

Recent court decisions *Jamison vs. Farabee* and *Doe vs. Gillinot* indicate that there are some concerns about the Lanterman-Petris-Short Act apart from the philosophical differences often found between legal and medical opinions. Although further judicial and legislative review is conceivable, the committee believes that such action would not affect the recommendations of this Grand Jury.

Tuberculosis

The Health Services Committee continued the study of tuberculosis which was begun by the 1978-79 Grand Jury. In addition to reviewing the recommendation of the prior grand jury and the response from the Board of Supervisors, the Committee considered the potential for an increase in the rate of active infection in the four sub-groups of the county population where tuberculosis is of particular concern. These sub-groups are immigrants from Southeast Asia, illegal immigrants from Mexico, Central and South America, the public inebriate and school age children. These groups are of particular concern because they are at greater risk to contract tuberculosis than the rest of the population.

FINDINGS AND RECOMMENDATION

Tuberculosis is a serious illness, associated with poverty, crowded living conditions and stress. It is an airborne bacillus transmitted by excretions from the respiratory tract to those who live in close contact with the infected person. Those who are infected may experience no outward sign of disease for several years; however, during the infected stage the disease may be transmitted to others with none of those infected feeling sick or realizing that they are contagious. Tuberculosis infection is determined easily by a positive reaction to a tuberculin skin test. Tuberculosis disease is the terminology used to describe the person who is made ill by gross changes in any of his organ systems by the tuberculosis organism. In Los Angeles County, the percentage of the population with tuberculosis disease is greater than in other metropolitan areas and it is estimated that approximately 15 percent of those infected will become diseased. Consequently, tuberculosis is a public health concern for the county and efforts must be continued to detect, treat, and prevent further occurrence and spread of the disease.

The immigrant population is the factor in Los Angeles County which appears to have caused the tuberculosis rate to increase here when it is decreasing in most other areas. Screening of the immigrants from Southeast Asia prior to their entry to the United States was either not done, or if done, the test results were not communicated to public health officials who could then provide follow up testing and care in Los Angeles County. Screening of the illegal alien population is difficult because this group desires anonymity. Public inebriates are a high risk group because they do not provide for their basic nutritional needs causing them to be more susceptible to infection. Since the *Sundance* decision, which required the public inebriates be offered an alternative to jail, there have been fewer persons incarcerated long enough to test for tuberculosis, thereby cutting down on this method of identification. In Los Angeles County, a greater percentage of infection is found among school age children than is the case in other metropolitan areas.

The Queen of Angels Hospital has made significant efforts to test and treat the Southeast Asian immigrants with support from the Department of Health Services. The success of the program appears to hinge on the use of medical personnel who can speak to the immigrants in their native languages. Follow-up and treatment services are provided by the Department of Public Health and sponsoring agencies.

Efforts to educate the illegal alien population have been undertaken by both the Department of Public Health and Los Angeles Unified School District. Fear of identification as an illegal alien may keep this group from seeking medical care even after they become diseased making it a difficult task to test and treat those suspected of having been exposed to an infected person. To make the task even more difficult, immigrant populations tend to be highly mobile making contact follow-up programs costly and complicated. Additionally, language barriers create problems with the public education programs.

The public inebriate is virtually impossible to treat because of his dependence on alcohol and related personality traits which do not encourage concern with health or facilitate routine medication. It is hoped that screening and treatment programs can be incorporated into detoxification programs where public inebriates may remain long enough to receive supervised treatment.

Los Angeles Unified School District has provided skin tests (Mantoux) for 40 years. This is not a mandated program and is offered to students in selected schools. Schools are selected on a rotational basis using those geographic areas with high incidences of positive reactors as the determining factor. Children are also given physical examinations as part of the Child Health and Disability Prevention Program and as a part of this examination they are offered the skin test. When a positive reactor is found, x-rays are provided. When an active case is found, a contact program is initiated and the entire school is tested the following year. All positive reactors are referred to the Los Angeles County Health Services Department for preventive treatment. Active cases are excluded from school until proven non-communicable and must be reviewed by the Advisory Chest Board before readmission to school. The Chest Board is a volunteer group of physicians who specialize in chest medicine. Several areas of concern exist for the school screening program: it is not mandated and school finances are extremely limited; the school nurse may be eliminated as finances are reduced; and testing requires parental consent, which has resulted in fewer than 50 percent of the students in the participating schools being tested. A skin test for tuberculosis is not among the immunizations for diseases required by the state before a child can be admitted to school.

Efforts to test, follow-up and treat tuberculosis in Los Angeles County have been successful and have resulted in a relatively constant incidence rate of those manifesting the diseased stage of the illness. Yet, the incidence of infection continues to rise. This is the group from which 90-95 percent of those who will become diseased will come and approximately 10 percent of those who are infected will become diseased within five years. Prevention is easily accomplished with proper testing and medication when those who are at risk are willing to participate in the programs which are available.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONTINUE TO SUPPORT AND PROVIDE FUNDING FOR TUBERCULOSIS TESTING AND TREATMENT OF IMMIGRANTS FROM SOUTHEAST ASIA, ILLEGAL IMMIGRANTS FROM MEXICO, CENTRAL AND SOUTH AMERICA, PUBLIC INEBRIATES AND SCHOOL AGE CHILDREN IN SELECTED SCHOOLS.

Nursing Homes

A skilled nursing home provides comprehensive nursing care under continuous supervision by registered nurse or licensed vocational nurse. The Health Services Committee is concerned that nursing homes meet the minimum standards of patient care required by State regulations. In addition, the Committee is concerned about the availability of 24-hour skilled nursing care for those who require it.

FINDINGS AND RECOMMENDATION

The State Department of Health Services is responsible for the certification and licensing of skilled nursing homes. All enforcement positions are funded by the State Department of Health Services and the Federal government. Inspections are conducted by the Health Facilities Division of the Department of Health Services in Los Angeles County by contractual agreement with the State Department of Health Services.

State and Federal regulations establish the standard of performance which must be met by nursing homes. Inspectors from the Health Facilities Division inspect all skilled nursing homes in the county on a regular basis each year and make follow-up visits when necessary to assure that problems observed on earlier visits have been corrected. Disciplinary actions are taken against facilities which do not correct deficiencies within a reasonable time limit. The annual inspection is conducted by at least two persons.

Two days are needed to complete the 180-page survey which is being reviewed by the State Department of Health Services with the goal of reducing the time, personnel and expense required for the current inspection procedures.

A shorter survey form would reduce the number of hours spent on inspections. While streamlining the inspection process might be cost effective, care must be taken to insure that the survey remains sufficient to determine and document compliance with minimum standards.

During the 1979 calendar year, the Health Facilities Division initiated actions which resulted in 14 criminal convictions, 16 referrals to the District Attorney and 12 misdemeanor referrals to the City Attorney. An additional 24 misdemeanor complaints were under investigation. The Division recommended nonrenewal of Medicare/Medi-Cal licenses for 52 skilled nursing homes, collected \$52,550 in penalties for violations, and conducted 111 informal office conferences with licensees.

It is often difficult to ascertain how many skilled nursing home beds are available in a particular area. It is misleading to use the number of licensed beds because that figure is often different from the total number of occupied beds. A patient may require a private room because of physical, emotional or social problems which precludes maximum utilization of beds. Certain patients have difficulty obtaining a suitable placement because of multiple physical or mental impairments. Additionally, certain geographical locations have large populations of elderly persons who create a greater demand for skilled nursing care than is available in the region.

The Health Facilities Division organized the Nursing Home Information Referral Service (NHIRS) in 1977. It provides necessary information for individuals, hospitals, and agencies throughout the County. Approximately 90% of all skilled nursing homes are registered with NHIRS which operates five days a week and handles as many as 500 calls per day. The service provides information free of charge to both vendors and the patients. A computer maintains a storehouse of information on skilled nursing homes which participate in this program including records of all deficiencies and violations of the nursing home code and regulations. When the number of notices for a particular facility reaches a certain level, patients are no longer referred to that nursing home.

Availability of skilled nursing home beds is adversely affected by the lack of alternative care facilities and programs. It has been estimated that a minimum of 25 percent of all placements are inappropriate and would be better served by alternatives to institutional care. Such alternatives include adult day care facilities, adult day health care programs, long-term care facilities, custodial care facilities, sheltered care facilities and in-home support services.

The existing shortage of skilled nursing beds would be substantially improved if alternatives were developed for those who require constant supervision but not skilled nursing care. Alternative care facilities and services should be a priority budget item within the County. The inappropriate placement of individuals in skilled nursing facilities is an unnecessary financial burden to the taxpayer as well as a drain on the supply of beds available to those who require skilled nursing care.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT APPROPRIATE COUNTY DEPARTMENTS TO DEVELOP ALTERNATIVES TO SKILLED NURSING HOMES AND THAT THE BOARD OF SUPERVISORS PROVIDE FUNDING FOR ALTERNATIVES.

Karen M. Durfee, Chairman
Marlyene Goodman
Arnett C. Iversen
Evelyn F. Schreiber
Ralph D. Webster

JAILS COMMITTEE

PURPOSE

The Jails Committee is delegated by the Grand Jury to review the conditions and management of all detention facilities in Los Angeles County and to insure the timely arraignment of all persons in custody. These duties are authorized by Penal Code Sections 919 and 921. The committee also investigates complaints from inmates and makes appropriate recommendations to correct the reported grievances.

FOCUS OF REVIEW

- Inspection of Jails**
- Complaints of Prisoners**
- Rotation of Deputies Assigned to County Jail**
- Affirmative Action**
- Sentencing Options**

Inspection Of Jails

Members of the Jails Committee made unannounced visits to each of the 106 detention facilities in Los Angeles County. These jails are maintained by the Los Angeles County Sheriff's Department, the Los Angeles Police Department and the other city police departments in the county.

During the committee's visits, members made visual inspections of the areas within the jail, reviewed booking sheets and spoke with officers on duty and persons in custody.

The Jails Committee recognizes that several agencies inspect jail facilities within the County including the State Board of Corrections, the County Institutional Inspection Commission, the County Health Department and local fire departments. Each agency has a particular concern. This system of multiple inspections of jails has resulted in a system in this County that is far superior to custodial systems in other large metropolitan areas.

The Committee found that the officers responsible for administering these facilities were well-trained, sincere and dedicated. They should be commended and encouraged in that many work under difficult administrative and financial limitations.

FINDINGS AND RECOMMENDATIONS

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT AVALON SUBSTATION

This small and inadequate facility on Santa Catalina Island was built in the mid-1920s and has never been substantially improved. It is adequately maintained considering its antiquated condition. It has been condemned by fire, building & safety and health agencies. In 1973, Sheriff Peter J. Pitchess stated that the jail situation in Avalon has been ignored far too long. It appears that steps are now being taken to correct this problem.

The Committee learned that an application has been made for a Federal grant to assist in constructing a new jail. The Board of Supervisors and the Sheriff's Department should intensify their efforts to improve this situation.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS AND THE SHERIFF'S DEPARTMENT REPLACE THE OUTDATED JAIL FACILITY ON SANTA CATALINA ISLAND.

LOS ANGELES POLICE DEPARTMENT
PARKER CENTER JAIL

This centrally located detention facility has three large cells, each accommodating approximately sixty persons. The Committee noted that the double bunks were not secured to the floor as suggested in the Department of Corrections standards. There were insufficient sanitary facilities for the number of prisoners placed in these cells. The department is considering replacing the sworn officers who staff this facility with civilian personnel. There is a serious concern about the training that will be given these new employees and whether they will be able to adequately handle any disturbances.

THE GRAND JURY RECOMMENDS THAT THE LOS ANGELES POLICE DEPARTMENT CONSIDER MODIFICATIONS IN THE PARKER CENTER JAIL THAT WILL ALLEVIATE CROWDING AND IMPROVE SAFETY CONDITIONS FOR THE INMATES.

THE GRAND JURY RECOMMENDS THAT THE LOS ANGELES POLICE DEPARTMENT PROVIDE ADEQUATE TRAINING PROGRAMS FOR CIVILIAN JAIL PERSONNEL.

LONG BEACH CITY JAIL

On September 29, 1979, the Jails Committee inspected the Long Beach City Jail located in the Public Safety Building. This facility has space for 202 males on the third floor. The fourth floor can accommodate 60 females in one section and 60 juveniles in another. The portion of the jail designated for male prisoners appeared to be in good condition and met the standards established by the State Department of Corrections. Conditions on the fourth floor needed immediate attention. The Committee observed a deteriorated fire hose, poor lighting and improper ventilation. Several small children were present during this inspection and only one officer was on duty in the juvenile section. He had responsibility for answering the phone, feeding and checking on the condition of the juveniles as well as changing infants, who were temporarily detained pending appropriate placement. In the Committee's opinion, the numerous tasks involved in caring for these youngsters could not be adequately performed by a single officer. The adult booking area was in close proximity to the juvenile detention section, which exposed children to unruly drunks, disorderly females and other unpleasant circumstances associated with the processing of adult and juvenile arrestees.

These conditions were brought to the attention of the lieutenant in charge of the jails who indicated that requests for additional personnel and funds to make necessary improvements had been turned down by city administrators.

On October 2, 1979, the Jails Committee, the Foreman of the Grand Jury, the Criminal Justice Committee and members of the County Institutional Inspection Commission met at the Long Beach City Jail to discuss the conditions with police and city officials.

A representative from MacLaren Hall and Commissioner Reuben Ortega were present to inspect the conditions in the juvenile section. The Presiding Judge of the Juvenile Court, Richard Byrne, had requested Mr. Ortega to inspect the jail to determine if it met the standards for use as a juvenile detention facility. Commissioner Ortega concluded that corrections needed to be made in the physical condition and operation of the facility. Officials were given 60 days to correct the situation.

On January 11, 1980, the Committee visited the Long Beach City Jail and found that the police department and city had corrected all the deficiencies noted by the Committee during earlier visits. Seven officers had been added to the fourth floor staff. A large window had been installed near the area for small children which permitted the desk officer to observe the children but prevented them from seeing the activities in the booking area. New video and sound equipment had been installed and the nursery was fully equipped to adequately care for babies and small children.

PASADENA CITY JAIL

On August 27, 1979, the Committee visited the Pasadena City Jail which is located on the fourth floor of the police building. Broken lights, unbolted bunks, inferior mattresses and a broken lock on one of the holding cells were noted. No emergency evacuation plan existed.

A male officer was responsible for watching both the men and women prisoners. State law mandates the presence of a woman employee when a man enters the women's section of a jail. The male officer on duty on the fourth floor had to wait for a female clerk to come from the first floor if he needed to enter the

The chart shows improvement in all areas. The ethnic imbalance becomes greater in the upper promotional brackets, but is more difficult to overcome because budget cuts have led to the elimination of approximately 140 positions of sergeant and above, resulting in a reduction of the number of possible promotions. All hiring and promotions must be within the constraints of Civil Service rules and regulations which further complicate the situation.

The Los Angeles County Grand Jury commends the Los Angeles County Sheriff's Department for its efforts to comply with the Board of Supervisors' Statement of Policy on Affirmative Action.

Sentencing Options

The Jails Committee reviewed post-conviction programs and sentencing alternatives available in Los Angeles County for situations where time in custody is imposed by Municipal or Superior Court judges. The Committee met with judges, representatives of the Probation Department and members of the Sheriff's Department to gather information on the Work Furlough Program and Weekend Sentences.

FINDINGS AND RECOMMENDATION

WORK FURLOUGH PROGRAM

The Work Furlough Program, which is administered according to the guidelines established by Penal Code Section 1208, was instituted in Los Angeles County in 1964. Sentenced prisoners who wish to participate in the program are referred by the sentencing judge to the Probation Department. An investigation is conducted to explore the individual's background and work experience so that the potential for success can be evaluated by the Court. The risk to the community of daily release is also considered. A report is then filed with the Court and the judge makes the final decision whether the inmate will be placed on work furlough.

Once in the program, the inmate is released daily at 6:00 a.m. to report to his or her outside employment. The person must return to the jail no later than 7:00 p.m.. Custodial officials receive the inmate's wages and, after deducting \$6.00 for meals, forward the remainder to the inmate's family or hold the money for the prisoner upon completion of the sentence.

The Jails Committee found that the Work Furlough Program was well managed and provided an excellent opportunity for sentenced prisoners to avoid termination of a job, thereby, ensuring continued employment after release. Further, the wages earned by the prisoner provide financial support for families and in many cases keeps them from turning to welfare grants to pay for housing, food and other needs.

WEEKEND SENTENCES

Rather than imposing a continuous period of time in custody, many judges specify that a person's sentence can be served on weekends. This sentencing alternative allows a person to continue working and residing in the community and fulfills the need for some punishment by incarceration in county jail.

The Sheriff must honor the order of a judge that time be served on a weekend. This responsibility to receive, house and release prisoners on a short-term basis causes some staffing problems at Biscailuz Center where most weekenders serve their time. The current number involved in this program is approximately 400 persons per weekend. The Sheriff's Department is continuing to work on resolving some of the problems associated with the weekend program. A recommendation has been made to the courts that community public service be ordered in lieu of time in custody. The final decision on such a change in sentencing alternatives rests with the legislature and the courts.

THE GRAND JURY RECOMMENDS THAT THE MUNICIPAL AND SUPERIOR COURT JUDGES, THE SHERIFF'S DEPARTMENT AND THE PROBATION DEPARTMENT MEET REGULARLY TO DISCUSS THE WORK FURLOUGH PROGRAM AND WEEKEND SENTENCES AND WORK TOGETHER TO RESOLVE PROBLEMS IN THE ADMINISTRATION AND OPERATION OF THESE SENTENCING OPTIONS.

Geraldine L. Branton, Chairman
William C. Bullock
Lillian Gindler
Joseph Lee, Jr.
Evelyn F. Schreiber
Ralph D. Webster

SOCIAL SERVICES AND JUVENILE JUSTICE COMMITTEE

PURPOSE

This Committee is delegated dual responsibilities by the Grand Jury; to study the County departments concerned with social services and to examine the components of the juvenile justice system including the courts, involved county departments and local law enforcement agencies.

FOCUS OF REVIEW

- Inter-Agency Council on Child Abuse and Neglect**
- Information and Referral**
- Adult Day Health Care**
- Concentrated Efforts in the Prosecution of Gang Violence**
- Foster Home Care**
- Hard to Place Children**
- Private Institutional Care for Children**

Inter-Agency Council On Child Abuse and Neglect

The Social Services and Juvenile Justice Committee's concern about the increase of child abuse and neglect led to a review of the current status of the Inter-Agency Council on Child Abuse and Neglect (ICAN). This study was also a follow-up to the report on ICAN prepared by the Social Services Committee of the 1977-78 Grand Jury.

FINDINGS AND RECOMMENDATIONS

In February of 1977, the Los Angeles County Board of Supervisors established the Inter-Agency Council on Child Abuse and Neglect as the County's official agent to provide overall County-wide guidance and coordination in the development and improvement of services for families and victims of child abuse and neglect. The Director of the Department of Public Social Services was designated as the Council Chairperson.

From a small base, ICAN has developed active representation from over 20 public and private agencies in Los Angeles County providing legal, law enforcement, social services, educational, health and mental health services. ICAN has generated active participation on its Policy Committee by department heads and on its Operation Committee by child abuse specialists from the numerous county departments involved in the area of child abuse and neglect. The combination of professional expertise, department-head endorsement and support of the Board of Supervisors has enabled the Council to effect broad-based positive changes throughout the County's child-protection system.

During the past two years the accomplishments of ICAN have included:

- Development of the first inter-agency on child abuse treatment program in Los Angeles County
- Development of a county-wide effort to improve and coordinate child abuse services within the mental health system.
- Development of a coordinated and ongoing effort in the County Department of Health Services to improve prevention and treatment services to families and victims of child abuse and neglect.
- Development of a comprehensive directory of community resources for the prevention and treatment of child abuse and neglect in Los Angeles County
- Development of guidelines for use by county departments and agencies for evaluating pending legislation affecting child abuse and neglect.

In 1979, ICAN established a unique relationship with the community and private industry through the creation of ICAN Associates, a privately incorporated, fund-raising arm of the Council. A group of well-known and highly respected citizens in the business and entertainment fields organized for the purpose of securing private and corporate funds to support programs endorsed by ICAN. In its first six months of existence, ICAN Associates raised approximately \$400,000 in cash and in-kind donations for the ICAN endorsed child abuse programs.

NEIGHBORHOOD FAMILY STRESS CENTERS

Under the sponsorship of ICAN, a study was conducted by ten inter-disciplinary child abuse specialists in Los Angeles County. This team of experts focused on developing recommendations for a program which would provide immediate protective intervention and follow the family through the treatment system.

One specific program proposal called for the establishment of twelve neighborhood family stress centers, each offering a complete spectrum of public and private services to abusing and potentially abusing families on a 24-hour basis. Each center would be locally administered, and funded by a private corporation. Professional services would be provided by public agencies such as DPSS, law enforcement, Health Services and Mental Health.

These centers would facilitate the provision of maximum protection for children with minimum disruption of the family unit. They would provide a locally accessible resource for families who would receive a continuum of comprehensive, protective, preventive and treatment services. The continuum of services is of major importance because abusing and potentially abusing families, often isolated and reluctant to seek help, are ill-equipped to follow through with a complicated and segmented program involving multiple referrals and disconnected treatment efforts.

Cedar House, located in Long Beach, was designated by ICAN as a model for its proposed network of Neighborhood Family Stress Centers. Cedar House has been in operation since January of 1975. As a result of financial support from Los Angeles County, the cities of Long Beach and Lakewood, the Junior League of Long Beach and Mattel Corporation and a dedicated staff of specialists, the needs of abused children and their families are being addressed on an out-patient basis with specialized counseling and continuing support.

Many families who have been in the program at Cedar House are now willing and even eager to speak to groups about their experiences. Some have volunteered to take part in other groups to help get them started. Large numbers of volunteers from the community have done very sensitive work with the families at Cedar House. There is a large and ever-growing corps of people in this community who can draw on their own experience to help look for answers to the problems of child abuse and child neglect. It has taken the combined efforts of many people to make Cedar House work. With the interest, dedication and commitment of many people, Cedar House continues to keep children safe and families together.

The Social Services and Juvenile Justice Committee commends the Inter-Agency Council on Child Abuse and Neglect and the ICAN Associates for their outstanding efforts in the continuation and funding of unique approaches for identifying, treating and preventing child abuse and neglect.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONTINUE TO RECOGNIZE AND SUPPORT THE EFFORTS OF THE INTER-AGENCY COUNCIL ON CHILD ABUSE AND NEGLECT (ICAN) IN PROMOTING A COOPERATIVE AND COORDINATED COUNTY-WIDE RESPONSE TO THE NEEDS OF ABUSED AND NEGLECTED CHILDREN AND THEIR FAMILIES.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONTINUE TO SUPPORT THE DEVELOPMENT OF NEIGHBORHOOD FAMILY STRESS CENTERS.

Information And Referral

The 1977-78 Grand Jury recommended that the Board of Supervisors direct appropriate County departments to work with United Way to develop a county-wide comprehensive information and referral service with a toll-free line and community outreach to assure that any person in need would get help. The Social Services and Juvenile Justice Committee, although aware of the magnitude of this project and the necessity for long-range planning, is concerned that the service has still not been implemented.

The committee met with representatives of the Department of Public Social Services and the Department of Senior Citizens Affairs. Reports of the Information and Referral Federation Steering Committee were reviewed, as well as a *Guide for Senior Citizens* prepared and distributed by the Los Angeles City Council.

FINDINGS AND RECOMMENDATIONS

Information and Referral is a general term used in human and social services to describe the process of informing people about appropriate resources. Usually these resources are social service agencies which can help with a particular set of problems. Information and Referral (I & R) service may be given in person, by telephone, or in writing. It is currently performed by a wide variety of agencies and individuals

causing a fragmentation in the delivery of service. The primary purpose of some agencies is to provide I&R services; in others, it is but one of many programs within the agency. The precise nature of I&R service varies greatly depending upon the persons seeking help, their problems and the skill and knowledge of the providers.

In July, 1976, a plan for a joint study by the Department of Public Social Services and United Way to ascertain the need for a single, comprehensive I & R service within Los Angeles County was approved by the Board of Supervisors. The study actually began in February of 1977 and the results were presented to the Board of Supervisors on April 26, 1979. The Board approved the concept and requested DPSS to explore all components necessary for implementation.

DPSS and United Way have established an Information and Referral Federation Steering committee which is meeting on a regular basis. This committee is composed of representatives of local, state and federal agencies and private industry. The Federation, a nonprofit corporation with a Board of Directors composed of volunteers from both the public and private sectors, would create a 24-hour, comprehensive I & R Nucleus which would be accessible by means of a local telephone number.

The function of this information and referral nucleus is to provide an entry point for people who do not know where to turn for help. The committee determined that to perform its function effectively, the nucleus must provide immediate response to all callers, have the capability to handle crisis situations, be available 24 hours a day, seven days a week, have sufficient telephone and staff capability to prevent busy signals, provide quality caring response to everyone, be inventive and aggressive on behalf of the caller to assure access to service and have bi-lingual language capabilities available on staff.

All those involved with the I & R Federation Steering Committee believe it is the responsibility of the existing 253 I & R providers and their funding sources to commit themselves to this joint effort. Some of those providers include Help-Line Contact Clinic, City and County Area Agencies on Aging (AAA), Senior Line and Libraries.

The I & R Federation Steering Committee study has identified the critical technical features, developed job descriptions and calculated costs. When implemented, the current plan calls for the use of federal funds (Title XX) for 75% of the cost and United Way funds for 25% of the cost. The target date for implementation is January, 1981, when all contracts must be signed by United Way and the Board of Supervisors.

The necessity exists to provide a centralized, 24-hour I & R service with a toll-free line and community outreach to assure that any person in need can get appropriate help. There is also a need to pull the fragmented pieces of the many existing providers together into a coherent, effective I & R system which will serve the needs of the entire community.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE DEPARTMENT OF PUBLIC SOCIAL SERVICES TO AGGRESSIVELY WORK TO COMPLETE ALL NECESSARY PLANNING TO IMPLEMENT THE CONSOLIDATION OF INFORMATION AND REFERRAL SERVICES WITHIN THE COUNTY.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS APPROVE THE CONTRACT WITH UNITED WAY, THEREBY, ASSURING THE CONSOLIDATION OF INFORMATION AND REFERRAL SERVICE BY THE TARGET DATE OF JANUARY, 1981.

Adult Day Health Care

The Social Services and Juvenile Justice Committee is concerned that Los Angeles County has not implemented the California Adult Day Health Care Program which was adopted by the Board of Supervisors on October 10, 1978. Adult day health care (ADHC) is a community-based daytime program for citizens over the age of 55. It provides therapeutic, social and health activities and services to elderly persons with functional impairments, either physical or mental, for the purpose of restoring or maintaining maximum independence.

The Committee visited several private adult day health care centers and spoke with members of the administrative staffs of these facilities. Information was also obtained from the Department of Public Social Services and the Department of Health Services.

FINDINGS AND RECOMMENDATION

Long-term institutional care facilities, skilled nursing homes and other types of custodial care programs are overly utilized by many older persons who are capable of living at home. This results in a shortage of space for those persons who really need institutional care as well as being costly in financial and human terms. Destruction of continuing family relationships and loss of the capacity to live independently are often the consequence of premature institutionalization. Adult day health care serves as an option to a long-term institutional care facility when 24-hour skilled nursing care is neither medically necessary nor viewed as desirable by the recipient or his family. When provided on a short-term basis, adult day health care can serve as a transition from a health facility or home health program to personal independence.

Adult day health care is not a mandated service. The Board of Supervisors in each county must initiate action to establish a public adult day health care program. The California Adult Day Health Care Act gives the County Board of Supervisors the authority to initially appoint a planning council. The 15-member Los Angeles County Council was established on April 1, 1980, and is responsible for developing a county plan according to State guidelines. The development of a county-wide plan is a prerequisite to the licensing of any adult day health care center within the County. All license applications received by the State are referred to the Planning Council for review and recommendation. Any city, county, or nonprofit corporation may apply to operate an ADHC center. The Planning Council is expected to provide a priority list of the names and addresses of potential city, county and nonprofit adult day health care providers and a potential operation site for each. The Council's recommendations significantly influence the decision of the State review committee whether to approve individual license applications.

The County plan must show the existence of a need for adult day health care centers and the extent of that need. It must also demonstrate a plan to show the coordination of these centers with existing health and social support services, suggest a system to utilize existing resources and demonstrate that centers will be located in a manner which will make them accessible to the greatest concentration of the economically disadvantaged elderly persons. The State review committee must approve the proposed plan before the adult day health care services can be provided in the community.

The law provides reimbursement under the Medi-Cal program to those persons who apply and receive eligibility certification from the State Department of Health Services. No license can be issued or renewed for an adult day health care center which is not approved as a Medi-Cal provider of these services.

The State Department of Health Services is required to report to the legislature on the progress of the implementation and success of the Adult Day Health Care programs.

The first report was submitted in March, 1980, and the second is due in March of 1982. This program will remain in effect only until January 1, 1983, unless further legislation is enacted. The stated intent of the legislature is to evaluate the report submitted in March, 1982, to determine whether adult day health care programs conducted under provisions of this Act have had sufficient positive impact to warrant their continuation.

The sunset provision written into the legislation makes time of the essence in establishing a viable adult day health care program in Los Angeles County. A successful program will help convince the Legislature of the need to continue this worthwhile program.

The Social Services Committee believes that a critical need exists to establish a community based system of quality day health care which would provide a viable alternative to institutionalization for those older persons with medical or psychiatric impairments. Many of these persons could live at home with aid of appropriate health care or rehabilitative and social services. These services could be provided at less monetary expense to the taxpayer and less emotional expense to the individual and family. Thus, the implementation of an adult day health care program would enhance the quality of life for many elderly citizens of Los Angeles County.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SUPPORT THE PLANNING COUNCIL IN ITS EFFORTS TO DEVELOP AN ADULT DAY HEALTH CARE PROGRAM IN LOS ANGELES COUNTY.

Concentrated Efforts In The Prosecution Of Gang Violence

The Social Services and Juvenile Justice Committee learned of the alarming growth of street gang violence in Los Angeles County and undertook a study of the steps taken by local law enforcement agencies to investigate and prosecute these senseless crimes.

FINDINGS AND RECOMMENDATION

The dramatic growth of gang violence is staggering. Statistics indicate it is the single most identifiable cause of violence on the streets in Los Angeles County. During 1979, in excess of 250 persons were killed as a result of gang violence, which constituted a 30 percent increase over 1978. Approximately 50% of the victims were not gang members.

Captain Tom Ferry of the Gang Activities Section of the Los Angeles Police Department described the gang problem in the City of Los Angeles in the following manner:

“The chances of becoming a statistic as a result of gang violence in a large metropolitan city is greater today than ever before. During the period of January through September of 1979, this city has experienced 1,439 violent gang crimes. This figure includes 85 homicides involving known gang members. Gang-related homicides have increased 35 percent over last year, January through September, and 60 percent in the last two years, January through September. Police files are jammed with reports of random gunshots being fired into homes, knifings, shootings and unprovoked attacks at parks and on school grounds. Gang homicide victims range in age from a 15 year old youth to a 65 year old woman who was beaten to death during a burglary. Gangs are no longer restricted to urban areas but have spread like cancer throughout the state. The problem of violence perpetrated by members of gangs is one of the most serious social and crime problems facing our city today.”

Sheriff Peter J. Pitchess, in a report presented to the State Senate Committee on Children and Youth, described the gang crime problem in the following words:

“In the past decade gang violence has increased at an alarming rate. Where in the past gang fights involved fists, feet, chains, some knives, and very few guns, today's gangs are well armed. Once a death due to gang warfare was rare. Today hardly a week goes by without one or more deaths occurring due to gang violence. Brutal, senseless, wanton acts of violence are becoming a daily occurrence rather than the exception.”

The committee focused its attention on the Hardcore Gang Section of the Los Angeles County District Attorney's Office. This unit was formed in January of 1979, as a response to the drastic increase in the number of violent gang-related crimes. Initial funding was provided by a grant from the Law Enforcement Assistance Administration.

The attorneys assigned to this section work closely with police investigators to identify cases which fit the criteria for assignment to this specialized section. Cases generally involve a serious gang-related felony, such as murder, robbery or aggravated assault. Another factor considered is whether a firearm was used during the commission of the crime.

Once the case is filed, the same attorney handles the case to conclusion. This concept is known as “vertical prosecution”. This differs from most cases in the District Attorney's Office, where one attorney might file the case, another might present the evidence at the preliminary hearing and still another attorney might represent the prosecution at the trial. Vertical prosecution permits a coordinated effort by the police and the prosecution in the litigation of the case in court and the protection of witnesses.

Successful prosecution of violent hardcore gang offenders is often hampered by intimidation of witnesses. In most cases, the persons who can relate the facts necessary to prove the commission of a crime are either hostile gang members or terrified civilians residing in gang territory. Special efforts have been taken by the personnel assigned to this unit to give special attention to the needs of these witnesses. In some instances, money has been allocated to relocate witnesses. In other situations, transportation to and from court is provided along with protection for the witnesses and their families.

During the first year of operation, the Hardcore Section has tried 54 hardcore gang members with a record of 53 convictions and one acquittal. This is a dramatic change from the conviction rate of just under 50% in 1977 and 1978 for gang-related murders in the City of Los Angeles. This success is attributable to the concentrated vertical prosecution, the increased investigation, and the efforts of the attorneys and other personnel assigned to the Hardcore Section to recognize and deal with the witness problems inherent to cases involving violent hardcore gang offenders.

The Los Angeles County Grand Jury commends the Hardcore Gang Section attorneys, investigators and staff for their significant achievements in the prosecution of gang-related crimes.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONTINUE TO SUPPORT AND FUND THE HARDCORE GANG SECTION OF THE DISTRICT ATTORNEY'S OFFICE.

Foster Home Care

The Social Services and Juvenile Justice Committee is concerned about the problems related to the placement and care of children in the Foster Home program. In studying this topic, the Committee reviewed articles, books and audio-visual materials and met with administrators and staff of the Department of Public Social Services and foster parents. In addition, the members of the Committee attended a Foster Parents Seminar where foster parents openly discussed their difficulties in caring for and coping with the youngsters entrusted to them for shelter, nutrition and around-the-clock care.

FINDINGS AND RECOMMENDATIONS

In March of 1980, the Department of Public Social Services was responsible for the placement and treatment of 9,584 children with about 80 percent of these young people residing in foster homes in Los Angeles County.

Foster parents currently attend an initial one-day orientation program conducted by the Foster Care staff of the Licensing Division of Department of Social Service and are required to complete a minimum of eight hours of training per year. This training is offered through the 11 chapters of the Foster Home Association with each chapter offering training sessions. County-wide conferences are held twice a year as part of a continuing education program. Early Childhood Education courses given in local colleges meet the criteria established under current Foster Parent training standards.

This training is adequate for the average placement but is not sufficient for foster parents caring for the increasing number of emotionally disturbed children. These youngsters have deep-seated problems. Many have been victims of physical or sexual abuse. Special abilities are required to work with the special problems presented by these children. In 1977, DPSS observed this critical need for specialized training and began working with UCLA on the development of a comprehensive foster parent training curriculum. There is pending federal legislation, HR 3434, which carries a foster parent training provision. If successful, Federal and State funds will be provided to develop this necessary program. This additional training will make a substantial and measurable contribution to the alleviation of many placement problems currently faced by DPSS.

The payment structure now in effect for foster homes ranges from \$213 to \$325 per month for the average placement; \$402 for the developmentally disabled and physically handicapped child; \$478 for the severely developmentally disabled or physically handicapped child who has exceptional physical problems; \$613 for the severely developmentally disabled or extremely physically handicapped child who also is in need of psychiatric treatment; and \$726 for the developmentally disabled or physically handicapped child with all the above problems and who is also nonambulatory. The present allotment for foster care is linked to the rate of Aid to Families with Dependent Children payments, so the needed increase in foster placement rates cannot be granted unless the AFDC payments are also increased.

In the current foster home licensing structure, a license is valid for one year. Regulations state that renewals are to be issued only after a restudy of each home and family. This regulation is not being strictly enforced and the Committee found that licensing becomes practically automatic after the initial license is issued.

The Department of Public Social Services operates an emergency Hot Line for foster parents, which is funded under Title XX. The foster parent in need of assistance places a call to a County operator who then connects the party with the social worker on duty. Foster parents expressed continued frustration in their efforts to reach a social worker through this Hot Line.

In interviews with foster parents, the Committee learned that foster children need constant adult supervision and that foster parents must be available 24 hours a day, seven days a week. The use of therapeutic day treatment programs should be considered as a means of offering both a respite for foster parents and a different environment for the child for part of the day.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THE STATE DEPARTMENT OF SOCIAL SERVICES TO ESTABLISH ADDITIONAL TRAINING STANDARDS FOR FOSTER PARENTS LICENSED TO CARE FOR CHILDREN WITH SEVERE EMOTIONAL PROBLEMS.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROPOSED LEGISLATION WHICH WILL REMOVE THE LINK BETWEEN THE AID TO FAMILIES WITH DEPENDENT CHILDREN FUNDS AND THE AMOUNT OF PAYMENT AVAILABLE FOR FOSTER CARE.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE FOSTER HOME LICENSING DIVISION OF THE DEPARTMENT OF PUBLIC SOCIAL SERVICES TO STRICTLY ENFORCE THE PROCEDURES FOR THE RESTUDY OF EACH FOSTER HOME IN THE COUNTY PRIOR TO THE ANNUAL RENEWAL OF THE FOSTER HOME LICENSE.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE DEPARTMENT OF PUBLIC SOCIAL SERVICES TO PROVIDE SUFFICIENT STAFFING FOR THE FOSTER PARENTS EMERGENCY HOTLINE.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SUPPORT HR 3434 WHICH WILL PROVIDE ADDITIONAL FUNDS FOR FOSTER PARENT TRAINING.

Hard To Place Children

In an effort to learn about the available facilities for Hard to Place children, the Social Services and Juvenile Justice Committee visited Dependency Court and inspected institutional care facilities, such as MacLaren Hall, Maryvale, McKinley Home for Boys and Children's Village. The members of the Committee spoke with Juvenile Court judges and commissioners, administrators and staff of child care facilities and psychologists and psychiatrists who specialize in the treatment of emotionally disturbed children.

FINDINGS AND RECOMMENDATIONS

The Hard to Place Child is a product of the societal changes which encompass a broken home with the single parent working, a lack of summer school and after-school activities, less supervision, and an increase in drug abuse. Using current surveys developed by the Department of Public Social Services, the Mental Health Department and the Probation Department, social workers have identified approximately 1,150 children as having characteristics of the "hard to place". The characteristics of this group include a history of running away, assaultive behavior, homosexual or aberrant sexual behavior, fire-setting, self-destruction, and profound retardation. There are some children whose behavior creates such problems that nobody want them. Mental hospitals, such as Camarillo, do not accept a patient who is not "treatable." If a child is given this label, where can he go?

MacLaren Hall, the only county-operated multi-purpose facility for non-delinquent, dependent children is administered and staffed by the Department of Public Social Services. This facility, located in El Monte, provides a broad range of services from intake through short-term placement of 21 days or less to long-term placement which exceeds 30 days. The cost of these services is approximately \$3,000 per child per month, which includes medication and schooling. There are a total of five consulting psychiatrists at MacLaren Hall who spend a total of 48 hours per week at the facility. Twenty-four hour psychiatric counseling and treatment service is not currently available at MacLaren Hall.

Children coming into MacLaren Hall today have multiple problems. They may be mentally ill or developmentally disabled. These children are diagnosed by either a psychiatrist on the premises, an outside psychiatrist or a court-ordered psychiatrist. The diagnoses include depressive neurosis, schizoid personality, severe character and personality disorders, psychotic depression, schizophrenia, mental retardation and combinations of these; also, patterns of chronic assaultive, suicidal or homicidal behavior are not unusual.

MacLaren Hall is not a psychiatric hospital. Its primary purpose is to be a temporary home for children awaiting a court decision or an alternative placement. Although it was understood that some of the more troubled children might not do as well in foster care and would need the more intensive program of the Youth Services Center, the intent was never to offer an on-site psychiatric unit. While the DPSS should not be in a position of offering such a service, it is in no position to turn away children who have no other

place to go. The only possible means of handling these children was to convert eight of the fourteen infirmary rooms to an Intensive Care Unit. The infirmary was not designed for this purpose. The staff is providing close supervision and continues to seek more appropriate long-term placements.

MacLaren Hall may house children for a period varying from a few hours to several months, depending on the case situation and the problems encountered in placement. Due to the special needs or more serious problems of some children and the scarcity of other placement resources, youngsters may be referred by their Children's Service Worker to the Youth Services Center. The YSC treatment program, which can handle a maximum of 47 children, encompasses a six-month schedule of specialized treatment. Youngsters 13 to 18 years of age, who have experienced placement difficulties due to behavior problems, but who appears to be amenable to change within the six-month treatment period, are referred to the center. Individualized treatment plans keyed to the identified problems of each individual child are provided in an effort to prepare these children for successful community placement.

State mental hospitals have the responsibility for treatment of the mentally ill and the regional centers have the responsibility of meeting the needs of the developmentally disabled. When there is a dual diagnosis and neither of these resources accept the responsibility for treatment of these children, they are returned to MacLaren Hall where they are placed in the Intensive Care Unit apart from the other children.

There are a number of existing private facilities whose administrators have expressed a willingness to consider providing more intensive services to severely disturbed children; however, these facilities require an increased rate of placement to attract qualified staff and develop an appropriate physical environment.

Among the criteria for Certified Treatment Counselors is a Master's Degree in Social Work or one year's experience in child care. Civil Service class specifications dictate that Certified Treatment Counselors I work with primary children and Certified Treatment Counselors II work with junior children. There is no provision permitting an employee who is promoted to the level of Certified Treatment Counselor II to continue to counsel and treat primary children. This creates a problem, in that, as CTC I's are upgraded, it necessitates staff reassignment. This practice prevents the best utilization of staff resources and causes an almost never-ending changeover of staff in the primary cottages at MacLaren Hall. The Department of Public Social Services is working with the Civil Service Commission and the Department of Personnel to eliminate this problem in classification of counselors:

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ALLOCATE FUNDING FOR 24 HOUR PSYCHIATRIC STAFF AT MAC LAREN HALL AND THAT ONCE THE FUNDING IS MADE AVAILABLE, THE DEPARTMENT OF PUBLIC SOCIAL SERVICES FILL THESE POSITIONS.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SUPPORT THE DEPARTMENT OF PUBLIC SOCIAL SERVICES IN THEIR NEGOTIATIONS WITH CIVIL SERVICE AND THE DEPARTMENT OF PERSONNEL TO IMPLEMENT A CHANGE IN THE CIVIL SERVICE REQUIREMENTS FOR CHILDREN'S TREATMENT COUNSELORS.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INITIATE STATE LAW CHANGES TO ESTABLISH AGENCY RESPONSIBILITY FOR CHILDREN WITH DUAL DIAGNOSIS PROBLEMS INCLUDING EMOTIONALLY DISTURBED AND DEVELOPMENTALLY DISABLED CHILDREN.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS URGE THE APPROPRIATE STATE AGENCIES TO ALLOCATE SUFFICIENT FUNDS TO PROVIDE THE RESOURCES TO CARE FOR PROFOUNDLY MENTALLY RETARDED AND SERIOUSLY MENTALLY ILL CHILDREN.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SUPPORT LEGISLATIVE CHANGES TO ASSURE INCREASED PLACEMENT RATES FOR INSTITUTIONS WILLING TO DEVELOP SPECIAL PROGRAMS FOR HARD TO PLACE CHILDREN.

Private Institutional Care For Children

The Social Services and Juvenile Justice Committee studied the subject of private institutional care for children.

Los Angeles County contracts with private treatment facilities to care for children who are too severely abused and psychologically damaged to function in a family situation. Many of these youngsters have repeatedly failed in foster care placement and need a structured and professionally supervised environment. Current contract institution rates vary from \$864-\$1,704 per month, with \$1,200 being the average monthly payment.

FINDINGS AND RECOMMENDATION

The Committee visited three of these institutions, McKinley Home for Boys, Maryvale and Children's Village U.S.A. McKinley Home for Boys is a private, non-profit, children's agency specializing in residential care for boys, ages 8 to 18. They have the capacity to care for 99 children. Three educationally handicapped classrooms are provided on the grounds; all others attend public schools in the area. A psychiatrist is at the facility on Monday, Tuesday morning, Tuesday evening and on call the remainder of the time.

Maryvale is a private, non-profit, residential center with the capacity to care for 95 children with special needs; girls ages 3 to 18 years of age and boys 3 to 8 years old. There are three high school classrooms, three elementary and junior high classrooms and an intensive pre-school program conducted at the facility. Psychiatric care is provided by two psychiatrists two day a week and two psychologists two days a week.

Children's Village, which has a capacity of 72 children, is a comprehensive interdisciplinary, residential treatment center not only for chronically disturbed children ages 2 to 12 but also for their troubled families. There are two specialized classrooms plus a pre-school on the grounds. Psychological care is provided by one live-in psychologist plus three additional full-time psychologists who interact with the children and an additional psychologist who provides therapy for parents. This program for parents is a distinguishing feature of Children's Village. Eventual reunification of the family unit is encouraged by participation of the parents and children with this psychologist in weekend therapy sessions. This program is enhanced by the availability of overnight facilities for the family and transportation for those parents unable to arrange their own. Children's Village also has a Research and Development Division which is concerned primarily with applied research, which means that the principal focus is on what is happening to parents, children and staff in various treatment settings.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INCREASE CONTRACT PLACEMENT RATES FOR PRIVATE INSTITUTIONS WILLING TO DEVELOP PROGRAMS FOR THE EMOTIONALLY DISTURBED CHILD; FURTHER, THAT THESE PRIVATE INSTITUTIONS BE UTILIZED IN SITUATIONS WHERE SPACE IS NOT AVAILABLE IN COUNTY FACILITIES.

Arnett C. Iverson, Chairman

Marlyene Goodman

Alice M. McCormick

Elizabeth H. Woodside