

LOS ANGELES COUNTY

GRAND JURY



FINAL REPORT

1972

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
PABLO A. CARTAGENA
JULIAN N. COLE
MRS. GLORIA M. COODLEY
MICHAEL J. DILLON
MRS. GLORIA L. EINSMANN
LAURENCE T. "TOM" GREINER
RALPH L. INGLIS
LESLIE E. KELLY
MRS. BERNICE LOFTON
MRS. BEVERLY LOGAN
MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES

1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

November 2, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

The Honorable Charles A. Loring
Presiding Judge of the Superior Court
and
The Honorable James G. Kolts
Supervising Judge, Criminal Division

Gentlemen:

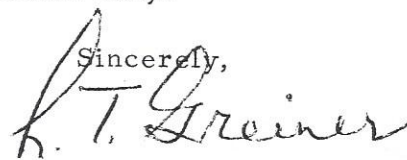
The 1972 Los Angeles County Grand Jury respectfully submits its final report and summary of activities.

The detailed and well-defined committee reports to follow will reflect many constructive suggestions and recommendations which we trust will warrant immediate review and favorable response.

This year's Grand Jury, consisting of seven women and sixteen men, has experienced a highly interesting year. It has been stimulating, exciting and educational. While sometimes exhausting and a bit frustrating, it has been most challenging in every respect.

As a panel we have earnestly and sincerely endeavored to discharge our responsibilities, in both criminal and civil areas, in a creditable and professional manner. It is our hope that our efforts will bring results beneficial to the citizens of our community.

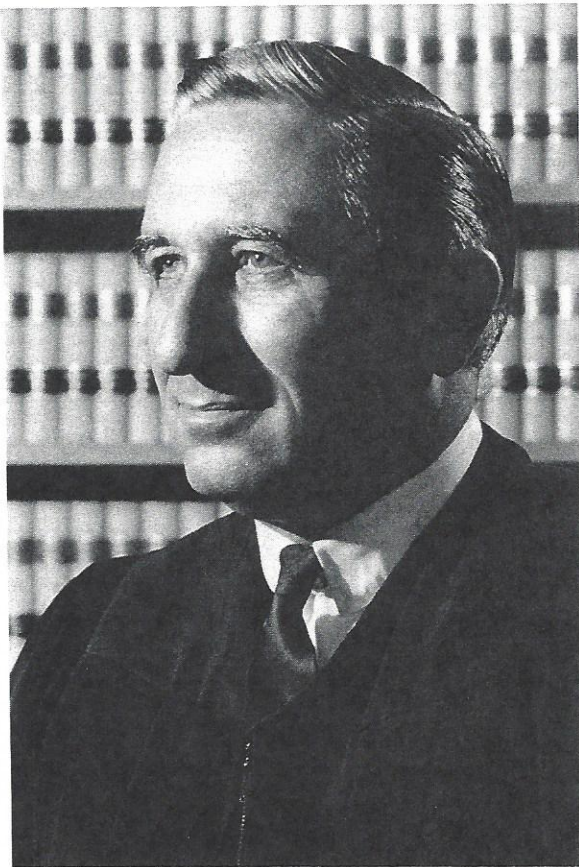
We urgently request and invite officials of the Court, the Board of Supervisors and other important people in the government of this highly populous county, to review and consider the problems that have been of serious concern to all members of the Grand Jury.

Sincerely,


Laurence T. Greiner
Foreman

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The Honorable

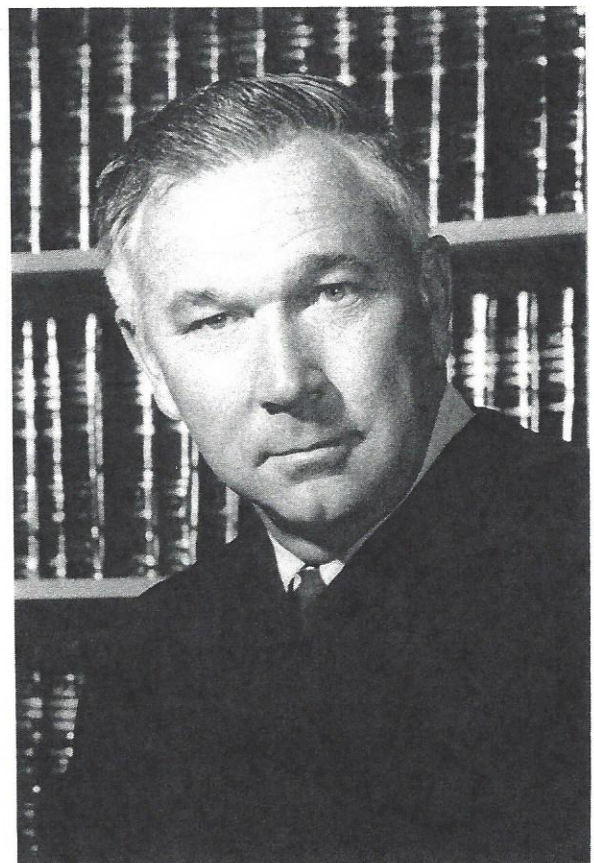
CHARLES A. LORING

Presiding Judge of the Superior Court

The Honorable

JAMES G. KOLTS

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



LOS ANGELES COUNTY GRAND JURY

| MEMBER | RESIDENCE | NOMINATING JUDGE |
|---------------------------|-----------------------|-------------------------|
| William J. Braddock | Encino | Stephen R. Stothers |
| Pablo A. Cartagena | Carson | Raymond Choate |
| Julian N. Cole | Los Angeles | Max F. Deutz |
| Gloria M. Coodley | Los Angeles | Julius M. Title |
| Michael J. Dillon | Whittier | John L. Donnellan |
| Gloria L. Einsmann | Los Angeles | L. Thaxton Hanson |
| Laurence T. "Tom" Greiner | Arcadia | Joseph A. Sprankle, Jr. |
| Ralph L. Inglis | Pasadena | Arch R. Tuthill |
| Leslie E. Kelly | Pasadena | William A. Caldecott |
| Bernice Lofton | Altadena | Frank Wickham |
| Beverly Logan | Long Beach | Robert A. Wenke |
| Margaret B. Lusk | Tarzana | Goscoe A. Farley |
| Walter Maier | Los Angeles | Ben Koenig |
| Robert G. Metzner | Beverly Hills | Edward R. Brand |
| Frank G. Morales | Long Beach | Jack E. Goertzen |
| Ernest Paik | Whittier | W. James Turpit |
| George M. Peacock | Culver City | Bernard Lawler |
| George A. Peck, Jr. | Pasadena | H. Burton Noble |
| Ruth Rickles | Beverly Hills | Sidney W. Kaufman |
| Marie Y. Shibuya | Rolling Hills Estates | Allen Miller |
| Murray H. Strasburg | Los Angeles | Marvin A. Freeman |
| Earle Y. Sullivan | Long Beach | John F. McCarthy |
| Charles R. Wheeler | Downey | Caroll M. Dunnum |

THE 1972 LOS ANGELES COUNTY

GRAND JURY



Standing: (L to R)

| | | | | | |
|-------------------|--------------|--------------------|-------------------|---------------------|---------------------|
| Robert G. Metzner | Ernest Paik | Pablo A. Cartagena | Frank G. Morales | George A. Peck, Jr. | Murray H. Strasburg |
| Beverly Logan | Walter Maier | Michael J. Dillon | Earle Y. Sullivan | Marie Y. Shibuya | Julian N. Cole |

Seated (Rear) (L to R)

| | | | |
|-------------------|--------------|-------------------|-------------------|
| George M. Peacock | Ruth Rickles | Gloria M. Coodley | Gloria L. Einsman |
|-------------------|--------------|-------------------|-------------------|

Seated (Front) (L to R)

| | | | | |
|-----------------|---------------------|----------------|-----------------|--------------------|
| Ralph L. Inglis | Laurence T. Greiner | Bernice Lofton | Leslie E. Kelly | Charles R. Wheeler |
|-----------------|---------------------|----------------|-----------------|--------------------|

Not Pictured:

| | |
|---------------------|------------------|
| William J. Braddock | Margaret B. Lusk |
|---------------------|------------------|

GRAND JURY OFFICERS



RALPH L. INGLIS
Foreman Pro Tem

BERNICE LOFTON
Secretary

LESLIE E. KELLY
Sergeant-at-Arms

LAURENCE T. GREINER
Foreman

ADMINISTRATIVE COMMITTEE



GEORGE A. PECK, JR.

RALPH L. INGLIS

GEORGE M. PEACOCK

LESLIE E. KELLY

MARIE Y. SHIBUYA

GLORIA M. COODLEY

LAURENCE T. GREINER, Chairman

MURRAY H. STRASBURG

ROBERT G. METZNER, Secretary

TO THE GRAND JURY STAFF

Members of the 1972 Los Angeles County Grand Jury are sincerely appreciative of the staff services provided for us during our year of service.

The efficient and dedicated day-to-day work, patience and support of the following members of our staff have made all phases of our work — both criminal and civil — more efficient and productive.

| | |
|---------------------|--|
| Michael Montagna | Deputy District Attorney and Legal Advisor |
| Craig Turner | Investigator |
| Joyce Shannon | Executive Secretary |
| Charlesetta Johnson | Stenographer |
| Max DeCamp | Court Reporter |

To our staff for their capable guidance and assistance, we say "thank you". We've enjoyed having you as part of our amiable and hard-working family.

* * * * *

Also, we owe a debt of gratitude to the Honorable Charles A. Loring, Presiding Judge of the Superior Court, and to the Honorable James G. Kolts, Supervising Judge, Criminal Court, for their constant direction and supervision. Both have contributed substantially to whatever success or results we have attained.



MICHAEL J. MONTAGNA
Depty District Attorney
Legal Advisor to the Grand Jury



GRAND JURY STAFF

J. Craig Turner
Investigator

Charlesetta Johnson
Stenographer

Joyce M. Shannon
Secretary

Max DeCamp
Court Reporter

OBSERVATIONS BY THE FOREMAN

Throughout the year I have been studying and reviewing the final reports of other Grand Juries over the past ten years. I have paid particular attention to the reports by the foremen, knowing that I would be expected to prepare a final summation of the activities of the Jury which I have had the pleasure of serving in the same capacity.

The excellent reports of the committees take care of my responsibility of reporting; they tell the full story. They tell all those interested what we have done and what we are recommending and suggesting to the people in government who have the responsibility of answering to the citizens of Los Angeles County. All reports have been carefully reviewed. I have followed the day-to-day and month-to-month progress of all committees and it is with much pride and satisfaction that I give them my full support and endorsement.

Reports are sometimes difficult to read. We have tried to make these easier. Copies of each separate section are available to interested parties. We intend to give them wide distribution. The separate section listing all the recommendations of the various committees will provide a quick index to areas of interest.

Grand Jury reports, by necessity, are voluminous in nature. Many of them have received only a cursory reading in the past. As a result, the year's work of 23 jurors is literally wasted. We are hopeful this report of our activities and recommendations will receive proper consideration.

It has been a pleasure and most gratifying to have "quarter-backed" the 1972 team of "twenty-three". It has been a devoted and hard-hitting team from start to finish. Fortunately, we have experienced no personnel problems. While we have not always agreed on all issues, all Jurors have respected the viewpoints of their associates. It has been an independent panel, not a "rubber stamp" Jury in any respect.

From the start of the year we attached special emphasis to our important civil responsibilities. Our committees went to work early; they established definite goals and objectives and worked continuously toward them until they were attained. The committee reports, if carefully analyzed, will furnish evidence of hundreds of hours of research and field work. I might add that our Administrative Committee, consisting of all committee chairmen, followed regularly the monthly progress of all groups. Quarterly reports were presented before the entire panel, to keep all members properly informed.

The keen interest and dedication of all Jury members has been evidenced in the exceptionally high daily attendance figures. Most Jurors took only a few days of vacation; most worked on an average of four days a week, while some averaged five.

Our Jury has let our "voice be heard" through the news media on several occasions.

We firmly believe an effective Grand Jury should express its feelings and opinions to the public at various times of the year — not wait to include them in the final report which may not receive the necessary attention.

WE STRONGLY RECOMMEND: That future Grand Juries appoint a standing committee to serve in the important area of public relations. Such a committee, with the full support of the Court and the Board of Supervisors, could perform a valuable public service in keeping the citizens informed on what the Grand Jury is all about. It could and should sponsor programs of public interest for civic organizations, service clubs, and educational institutions.

We, as previous Grand Juries, are concerned about the problem of “continuity of effort”. Naturally we realize each Jury must initiate and develop its own programs and objectives. However, there is much to be gained when an incoming Jury takes advantage of work and research done by the outgoing group. A lot of valuable effort may otherwise have gone “down the drain”. In this connection we offer our assistance and cooperation to the new 1973 panel — or panels, if there should be two — in order to fully capitalize on the suggestions and recommendations we are making and which warrant continued attention.

We wish to express our sincere thanks and gratitude to the many officials of county government and to the many speakers who have appeared before us for their wonderful cooperation and support in helping us to carry out our objectives. They have been of tremendous help and have made our work most interesting and hopefully, more productive.

I want to thank the Honorable Joseph A. Sprankle, Jr. for placing my name in nomination — and the Honorable Charles A. Loring and James G. Kolts for their confidence in selecting me as the 1972 foreman. Most of all I am happy to praise all members of our group for their serious, devoted and enthusiastic efforts and performance — truly an outstanding Jury and a loyal group of citizens who have provided me with the most enriching and rewarding experience of my life.

For all of us our biggest reward will come when and if we see the results of our efforts in the favorable action and response to our suggestions and recommendations.

We are most grateful and highly honored for the distinct privilege and opportunity to have served in this important area of public service.

Laurence T. Greiner

1972 LOS ANGELES COUNTY GRAND JURY

OFFICERS AND COMMITTEES

Laurence T. Greiner, Foreman
Bernice Lofton, Secretary

Ralph L. Inglis, Foreman Pro Tem
Leslie E. Kelly, Sergeant at Arms

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Ralph L. Inglis
Leslie E. Kelly
George M. Peacock
George A. Peck, Jr.
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Ralph L. Inglis
Walter Maier
Robert G. Metzner
Frank G. Morales
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Murray H. Strasburg
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Leslie E. Kelly
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Gloria M. Coodley
Michael J. Dillon
Gloria L. Einsmann
Bernice Lofton
Ernest Paik

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George A. Peck, Jr.
Ruth Rickles
Earle Y. Sullivan
Charles R. Wheeler

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Pablo A. Cartagena
Michael J. Dillon
Margaret B. Lusk
Walter Maier
Ernest Paik
Ruth Rickles

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DINNER

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George A. Peck, Jr., Co-chairman
Laurence T. Greiner
Julian N. Cole

SCHOOL REFERRALS

Murray H. Strasburg, Chairman
Gloria M. Coodley
Marie Y. Shibuya

BAIL BONDING SYSTEM REFORM

Ralph L. Inglis, Chairman
Gloria M. Coodley
Laurence J. Greiner
George A. Peck, Jr.

FINAL REPORT

Marie Y. Shibuya, Editor
Gloria M. Coodley, Associate Editor
Laurence T. Greiner
Beverly Logan
Robert G. Metzner

GRAND JURY RECOMMENDATIONS

Beverly Logan, Chairman
Gloria M. Coodley
Ralph L. Inglis
Leslie E. Kelly
Robert G. Metzner
George M. Peacock
George A. Peck, Jr.
Marie Y. Shibuya

STANDING COMMITTEE REPORTS



EARLE Y. SULLIVAN

GEORGE A. PECK, JR.

JULIAN N. COLE

GLORIA M. COODLEY

PABLO A. CARTAGENA

MARIE Y. SHIBUYA

RALPH L. INGLIS

RUTH RICKLES

Chairman

Secretary

THE CRIMINAL COMPLAINTS COMMITTEE

REPORT

CRIMINAL COMPLAINTS COMMITTEE REPORT

This Committee is designed to deal directly with problems of law enforcement as they relate to the District Attorney and also to the concern of problems of the County arising from its many and varied functions and activities.

Comprised of nine of 23 members of the Grand Jury, the Committee meets at regularly scheduled times each week to consider applications for Grand Jury hearings requested by the District Attorney's Office seeking indictments for presentation to the Superior Court. The indictment procedure is in lieu of preliminary Municipal Court hearings. This process of the Grand Jury permits (a) judgment of evidence developed by investigation, precluding ill-founded charges of crime, (b) the protection of witnesses and (c) avoidances of delays incident to preliminary hearings in Municipal Courts. In addition to the consideration of requests for criminal indictments by the District Attorney, this Committee receives and reviews communications addressed to the Grand Jury. These contain a wide variety of inquiries, complaints and requests, specifically and routinely identifiable with a particular County agency or department. Indeed, many communications are not limited to County matters but treat a very broad range – social, economic and political structures of the State and of the County.

All inquiries are accorded consideration by the Committee. Often the inquiries lead to further investigation and usually result in direct answer by the Committee. Occasionally, a request is referred to the appropriate County division or department for action or response.

During the first ten months of 1972, the Committee heard 39 cases presented for indictment. In addition, one investigation and indictment was initiated by the Grand Jury. One presentation was denied a hearing by the Committee. The evidence was deemed insufficient to warrant either indictment or prosecution. Extraordinarily, in one case heard by the Grand Jury, indictment was voted but prosecution was dropped on two principal defendants on motion of the District Attorney's Office.

The number of cases heard for indictment in 1972 was comparable to those heard by the 1971 Grand Jury. However, there were fewer indictments for pandering and pornography in 1972. This may be derivative of the change in the attitude of the courts and of the public toward criminality attributable to vice.

The character of the cases heard provide a measure of the activity of the Grand Jury's indictment function. During 1972, cases brought to the Grand Jury included most of the common major offenses – (a) kidnapping, (b) bank robbery, (c) fraud (including defrauding or public agencies), (d) police shootings, (e) narcotic traffic and smuggling, (f) illicit manufacture of dangerous drugs, (g) forgery, (h) armed robbery, (i) burglary and (j) murder.

During the year, the Committee has discerned what appears to be an extraordinary lack of rapport among the many departments and divisions of County government and the administrative functions thereof. Los Angeles is an enormous County, one of the largest political subdivisions, measured by population, in the entire country. It is understandable that many of its parts become self-sufficient and rather independent operating units. This in itself may not be faulty, either with relation to the cost of government or its effectiveness. Still, it would appear to impair, even negate the economy and effectiveness of large size, which the private sector of our economy uses so advantageously. The means of attaining the efficacies available under circumstances of the magnitude of operations might be largely assisted by a concentration of authority. Therefore,

WE RECOMMEND: A Chief Executive with an overview of all County functions and operations with the concomitant responsibility and authority of coordinating all County divisions and to which all departments report.

This would result in efficiency and economy in government.

The Criminal Complaints Committee of the 1972 Grand Jury expresses serious concern in the area of law enforcement policy by the police — both the Los Angeles City Police Department and the County of Los Angeles Sheriff's Department. The Committee bespeaks the contingency of programs designed to curb the incidence of crimes as distinct from apprehension of criminals after the fact of crime. Los Angeles is not only a very large community, it is the home and work place of hundreds of thousands of people of different racial, religious, linguistic and economic backgrounds. Consequently, there is an understandable but monumental problem of obtaining an understanding of and conformity with the laws, and more importantly, the rules and regulations of those who make the policy of law enforcement agencies. Those agencies are the Los Angeles City Police Department and the Los Angeles County Sheriff's Department and the policy makers of those agencies — with respect to the Police, the Mayor and his Police Commission and with regard to the Sheriff, the Supervisors of the County. The executives who are charged with carrying out those policies are the Chief of Police and his staff for the Los Angeles City Police Department and the Sheriff and his assistants for the County.

It is critical that both the policy makers and the executives understand and accept the nature and dimensions of the current critical need of quieting hostility in this large community; of attaining law and order by guidance and understanding rather than by harassment and intimidation, i.e., prevention, or at least moderation, of social unrest rather than emphasis upon punishment, even to the end of beatings and shooting as well as the more common "durance vile" of incarceration.

WE RECOMMEND. That the Board of Supervisors, the Sheriff, the Mayor of Los Angeles and his Police Commission and the Chief of Police establish the necessary positive policy of minimizing harassment and intimidation and enforce its implementation on all levels.

From acquaintanceship with the particulars of a crime of fraud, an impression was gained that there was failure in many areas of the business community to accept or even recognize private responsibility for the avoidance or curtailment of fraud. On the discovery of evidence of fraud, private commercial businesses, financial institutions, banks, insurance companies, even merchants, appear to accept the fact of fraud as an inevitable incidence in commerce. They simply take such deprecations as business expense — chargeable in the pricing of goods or services. Such is patently not in the public interest.

Accordingly, the Grand Jury bespeaks the inhibiting of opportunities for fraud. This will minimize, if not totally eliminate, the cost of fraud to the consumer of goods or the user of services. The costs in the aggregate are large. It is simply not enough that there be an occasional incidence of fraud referred to the District Attorney's Office for investigation and prosecution. Rather, there must be increased emphasis on prevention before the fact manifests itself in a noneconomic cost and burden on law enforcement agencies.

The District Attorney's office can further the preventative process by informing the pertinent public and private institutions of known fraudulent activities. When means of correction are apparent, the agency should be supplied with this information. This will close avenues of potential fraud.

WE STRONGLY RECOMMEND: That the District Attorney establish a policy which will provide for dissemination of information to appropriate sources regarding fraudulent practices.

Within the mechanisms of the Criminal Complaints Committee, communications addressed to the Committee historically have been checks and reviewed by the staff of the Grand Jury, i.e., by people other than the members of the Grand Jury. While there is no appearance of impropriety, still, direct access to the Grand Jury must be available. All communications addressed to the Grand Jury must reach the Grand Jury directly without interruption or review by anyone other than members of the Grand Jury. To accomplish this,

WE RECOMMEND: That future Grand Juries designate one of their members as Corresponding Secretary, responsible for initial receipt of all communications to the Jury.

During the year there have been many cases brought to the Grand Jury, primarily to expedite the progress of the case to the Superior Court. It would seem the Grand Jury functions are of such magnitude and importance that

WE RECOMMEND: That criminal cases brought to the Grand Jury be limited to:

- (a) Those necessitating the secrecy-quality of the Grand Jury review of evidence

- (b) Cases involving public officials
- (c) Cases in which it is advisable, even necessary, to afford protection to witnesses
- (d) Cases in which there is substantial and important public interest.

Therefore, the Grand Jury should be spared the numerous minor cases which can be readily brought to preliminary hearing. The Jury's limited time may be much more advantageously used for matters of larger concern to the County.

All indictments brought by the Grand Jury must be based on evidence formally presented. A policy has been established by the 1972 Grand Jury that all discussions and questions regarding any case must be "on the record", i.e. recorded by the Court Reporter.

WE RECOMMEND: That "off the record" discussions not be permitted.

During hearings of bank robbery cases, we found that federal law did not make provisions for institutionalization of those determined to be legally insane. These offenders, if tried and found not guilty by reason of insanity, would be released into the community. These cases were brought to the Grand Jury because California law provides for treatment of such individuals. It is understood that modification of the federal laws has been proposed which will bring these laws into accord with the State law. The Grand Jury urges expeditious adoption of such a law.

In a very important case involving procedures of bail bonding, evidence was presented which, while not directly relevant to the particular case, suggested desirability of review of the bail bond system in this State. The private business of surety bonds for bail of arrestees is common throughout most of the United States and has a long background of use. Not only are the costs great but the mechanics of the present bail bond system is one which fosters questionable practices. It has been replaced in at least one state and in some other countries by a public system rather than a private system of suretyship. Therefore,

IT IS RECOMMENDED: That there be initiated an inquiry specifically leading to reformation of the bail bond system from commercial suretyship to public administration. (See Bail Bonding System Report, page 95).

Proposals for a second Grand Jury drawn from registered voters' lists were examined. Apart from criticism of indictments as not being the product of the judgment of one's peers, there was no finding of value in the proposals. Therefore,

WE RECOMMEND: That the practice of impaneling one Grand Jury be continued.

The premise that a Grand Jury chosen from the lists of registered voters would be more representative of the community than one chosen by random drawing from some 200 nominees of the Superior Court bench is not only "not necessarily so", but is invalid by statistical criteria and historical fact. Judges are reasonable presumed qualified and conscientious in nominating candidates who are representative of the communities in which the courts sit. A statistical sample of 200, so preselected, is a valid index of the very much larger total quantity represented. This conclusion is supported by the composition of the 1972 Grand Jury which has a broad ethnic diversity. Therefore,

IT IS RECOMMENDED: That the practice of random selection of 23 Grand Jurors from nominees selected by Superior Court judges be retained. They are addressed to name persons representative of the broad spectrum of Los Angeles County.

The relationship of investigative and indictment functions is such as to be well nigh inseparable. While much of Grand Jury activities in inquiry, audit and investigation are not involved with indictment, all indictments are involved with investigation and inquiry. Divestiture of the indictment role would be ill-advised to the point of critical damage to the Grand Jury purpose. The work load of indictment hearings which was well within the capacity of the 1972 Grand Jury, did not impair the performance of the Jury's inquiry and investigative functions.

IT IS RECOMMENDED: That both civil and criminal powers be retained in one County Grand Jury.

Respectfully submitted,

Ralph L. Inglis, Chairman
Ruth Rickles, Secretary
Pablo A. Cartagena
Julian N. Cole
Gloria M. Coodley
Margaret B. Lusk
George A. Peck, Jr.
Marie Y. Shibuya
Earle Y. Sullivan



ERNEST PAIK MURRAY H. STRASBURG BERNICE LOFTON CHARLES R. WHEELER GEORGE M. PEACOCK

BEVERLY LOGAN
Secretary

MARIE Y. SHIBUYA
Chairman

WALTER MAIER

THE EDUCATION COMMITTEE

REPORT

EDUCATION COMMITTEE REPORT

INTRODUCTION

Committees of the Grand Jury have the responsibility to look into various functions of County government. Their purpose is to make recommendations and to inform citizens and the people directly involved of the observations made during the course of the year. This Committee then, focused on areas which need improving as well as on matters which compel comment. Therefore, this report's thrust will be in the nature of constructive criticism and attainable recommendations.

This year the Grand Jury established an Education Committee in lieu of the former Schools-Juvenile Committee. It was felt that this approach would enable the Committee members to widen the scope of their activities with the resultant flexibility offered by this new structure.

We decided to do a study on "The System of Justice for the Juvenile" — the scope to include an examination of:

1. WHAT FACTORS DIRECT THE CHILD INTO THE SYSTEM
2. WHAT HAPPENS TO THE CHILD WHILE IN THE SYSTEM
3. WHAT HAPPENS TO THE CHILD "GRADUATING" FROM THE SYSTEM

It became apparent that both the schools and juvenile institutions are not meeting the needs of their clients. This situation can be improved by relatively simple changes. These attainable recommendations will be described.

RESEARCH

The major part of the Committee's time was devoted to gathering pertinent research data. We visited all 12 of the juvenile facilities — some of them several times. We also visited Juvenile Court and three of its branch courts. In addition, Camp Fenner, Factor-Brookins, Incentive One, Los Compadres, Community Day Center programs, Family Treatment sessions, were visited. The Committee interviewed knowledgeable people in related fields as well as the detained students, potential detainees and "graduates" of the system. We visited Fred Nelles School for Boys (California Youth Authority) for comparison purposes. We listened to speakers, all experts in their fields. They ranged from those who spoke from their inside knowledge of the juvenile criminal courts system — judges, a deputy district attorney, a deputy public defender — to educators, probation personnel, students and advocates of students' rights. The Committee made an exhaustive study.

FINDINGS

As the year progressed, we recognized that the system of justice affecting the young person is not confined solely to the criminal system. Some school practices are channeling students into delinquency. Institutions charged with the responsibility of redirecting the young person's life are not doing so. The Committee was unable to complete the study as delineated by the scope because of the magnitude of the problem.

The schools fail to interest the student in the desire to learn. The schools also fail to create a climate conducive to stimulate this desire. This helps to create the reservoir of candidates for the criminal justice system.

In April 1971, the principals of the Special Schools reported on the percentages of students testing *at grade level* in reading, mathematics and spelling. For illustrative purposes, the following are quoted:

| | Reading | Math | Spelling |
|------------------------------|---------|------|----------|
| Central Juvenile Hall, Boys | 20% | 15% | 20% |
| Central Juvenile Hall, Girls | 20% | 40% | 19% |
| Afflerbaugh-Paige | 15% | 20% | 35% |

The figures speak for themselves.

Discipline transfers are related to students who are "turned off" by school. More often than not, the discipline problems arise out of boredom and/or the inability to keeping up with their peers because they do not have the basic foundation with which to do so. School administrators have failed miserably in their responsibility by choosing to ignore the reasons leading to the disciplinary measures and addressing themselves only to the results instead of the causes. They transfer difficult students to avoid dealing with the problem. Each time a student is issued an "opportunity transfer" or "social adjustment" transfer without the proper ancillary services, he loses out in the classroom work and continues to fall farther and farther behind his classmates. This frequently leads to dropping out of school, which puts him into the streets, which leads to a progression of contacts with law enforcement, the courts, Juvenile Hall and probation camps. This results in the rejection by the "straight world" and consequent anti-social behavior which puts him back into the criminal justice system again — finally as an adult.

David Bazelon, Chief Judge, U.S. District Court of Appeals, District of Columbia, says: "Almost every juvenile court client has a poor school record, truancy, poor grades, misbehavior with teachers and classmates. What is the school's response now? Usually to single him out very early

for the wrong kind of attention; bad marks, reprimands, petty scoldings and humiliations. Later come the 'special adjustment classes', the 'twilight schools', the suspensions and expulsions, finally the referrals to juvenile court. In between may come sporadic, hurried and usually unsuccessful counseling. The child's miserable record follows him from teacher to teacher and becomes its own self-fulfilling prophecy".

The Committee recognizes that this is not exclusively a school-originated problem. Other important factors, i.e., the home environment, the economic situation, the housing patterns, all contribute. Before he can read a child needs a decent place to sleep, an adequate diet, clothes to wear and maybe glasses. He may even be in need of medical or psychiatric care. Enrichment of his pre-school experiences are essential.

The sense of urgency felt by this Committee is not reflected in the efforts generally exerted by those entrusted with the job. The Committee felt the need for an immediate reordering of priorities; the need to change the practice of adopting procedures merely to make it easier to do the job (which is understandably appealing), versus the adoption of procedures which are in the best interest of the child. We advocate an aggressive program of eliminating from the system anyone who is not fully committed to this philosophy.

It is absolutely essential that a better climate for sound education be created. Institutions are in trouble. Money is only part of the problem. Probably it is not the biggest part. A definition of purpose, a discovery of new standards independent of political designs, and the courage to recognize the value of coordination and cooperation are important ingredients in the search for survival. A reordering of properties must be effectuated. This does not automatically require an increase in financing.

We do recognize the existence of good programs and outstanding dedicated personnel. A few come to mind immediately (there may be others of the same caliber). Either because of their leadership capacity and/or successful innovative programs, we commend the following:

Gerald Leavitt, Director, Camp Kenyon Scudder

George Ige, who while Interim Principal, Central Juvenile Hall Girls School developed the Special Training in Intensive Reading program; also chaired the Program Definition Committee

Frank McCabe, Basic Skills teacher, Camp Kilpatrick

Arnold Schindler, Boys School Principal, Los Padrinos

Beatrice Jett, teacher, Los Padrinos

William Hunter, Standard Oil employee who is devoting his time to teaching the Standard Oil training program at Camp Miller

Community Day Center (CDC) pilot program located near the University of Southern California. This program is unique because of the participation of the Department of Special Education at USC.

Unfortunately, these programs and efforts are too isolated and too few.

Community Day Center programs are operated in conjunction with the Special Schools Division of the Office of the County Superintendent of Schools and the Probation Department. CDCs are organized to service pre-delinquent and delinquent youth. A Center will provide educational services for twenty youths, 13 to 16 years of age, based on Court Order. Instead of placement in Juvenile Hall or sentence to a juvenile camp, the youths participate in a work-study program within a classroom setting located within their own communities. The terminal objective of CDC programs is for the youth to attain the requisite skills for dealing with society, in school, at home and in the community. The ability to use skills and techniques for decision making is the primary target. Remedial reading and math provide vital supportive roles. Acceptable academic and social behavior within the classroom will be rewarded. This procedure is based on the premise that the teenage delinquent has become antagonistic to school and the tasks related to school.

An individualized program is an essential part of the USC-CDC pilot program. The deputy probation officer functions as an integral partner in this relationship and often acts as a part-time teaching aide. This is a prime example of effectively erasing artificial lines in the delineation of jobs. For the youth, in the quickest way possible, to become a contributing member of society is more important than the preservation of job slots in a department.

The particular program,¹ aided by its proximity to the campus of USC, has access to the available resources of the University's Special Education Department. The personnel from the Department plans, develops and supervises a model CDC program and develops a training model in educational programming, behavior management, behavioral decision making and contingency contracting. This is being developed for probation officers, Special Schools teachers and USC graduate students. The Department will collect academic and behavioral data, including program evaluation research. They will encourage CDC program participation by various juvenile-oriented personnel at USC and in the community. Importantly, they will coordinate the training of USC students in new roles for direct service to juveniles, i.e., probation officers, classroom teachers, liaison teachers, CDC evaluators and vocational education specialists.

The resources contributed by their participation is immeasurable. This is an excellent example of cooperation in coordinating appropriate available resources. Those involved deserve special commendation.

1. "Development of Community Day Center Program Objectives Utilizing Behavior Modification Principles and Techniques": USC and Crenshaw Area Probation Office.

Unfortunately, no appropriate space has been approved by the Los Angeles County Real Estate Management Department for this program. The young people who might have had a concrete opportunity for redirection of attitude and behavior are being denied this opportunity. The children lose. Society loses. Law enforcement and the criminal justice system workload increase. The sense of urgency is not understood. The Committee urges the Real Estate Department to weigh the immediate cost of renovating the South Vermont Street location against the ultimate dollar costs of recidivism. We suggest that the adage "penny wise and pound foolish" applies.

The Committee spent considerable time in observing the USC-CDC program, learning about the principles of Behavior Modification (which include student response to stimulus as well as teacher response to situations) and listening to speakers. We concluded that such an approach was of sufficient magnitude in preparing one to become an effective teacher, that a recommendation be sent to Dr. Wilson Riles, State Superintendent of Instruction.

We recommended that a course in Behavior Modification principles become a prerequisite to credentialing. Several invitations were issued to Dr. Riles requesting an exchange of his ideas on this subject. We are still hoping to have this exchange.

We have charged that the institutions are failing the young person. The young person who is failing in regular school — attitudinally and academically, will be as much a failure after going through the criminal justice system and perhaps even more so. His environment remains just as conducive to perpetuating the conditions which initially pushed him into the criminal system. In reality, the negative attitudes have been reinforced in these institutions. If any hope for another chance has managed to survive, it certainly is quickly killed when the youth is returned to his community. The attitudes on the part of both the school administrators and teachers, together with the lack of curriculum articulation, are discouraging factors.

Written programs and policies may read well. The Committee noticed a discrepancy between the written word and the deed. Frequently people in responsible positions are rationalizing to the point of believable deception. The recipients of those non-existing services remain unbelievers.

The experts admit and recognize that the efforts expended and the programs devised for the purpose of redirecting the youth are ineffective. Yet, policy makers continue to spend money in the same proportions. In the September 13, 1972 edition of the Los Angeles Times, an article appeared regarding the cost of reform schools. California reported a figure of \$7,000 annual costs per youth. Harvard currently lists a yearly cost of \$5,395, including tuition, room and board and personal expenses. This fact, coupled with the high recidivism statistics, should be sufficient incentive to explore other avenues.

The County of Los Angeles is spending 62 million dollars involving 5,000 positions in our protective care program; 16 million dollars with 787 positions for placement

care and only 9 million dollars and 511 positions for delinquency prevention programs. Everyone benefits more by spending the money in the areas which will keep most young people out of the criminal justice system. It would be wiser to convert our archaic system into a viable one — one which provides the full range of services that children need to become decent and law-abiding citizens.

There should be a reallocation of funds. Monetary support should be placed in areas where there is a better chance for success. The youth should be given the opportunity to get a sound education — be given a fair chance not to be channeled into the criminal justice system.

In a letter dated September 20, 1972, the Grand Jury requested the Board of Supervisors to direct the Chief Administrative Officer and the County Superintendent of Schools to convene a task force to investigate, specifically for this purpose, ways and areas of inter-agency, intra-community resources cooperation and coordination. (See page 123 for text of original communication.)

On October 11, the Chairman unexpectedly had the opportunity to informally discuss with Supervisors Debs and Dorn the concept and the basis for this recommendation. They expressed support of the concept and urged Chief Administrative Officer Arthur G. Will to explore this matter more thoroughly. The following day, at a previously scheduled meeting, the Foreman and the Chairman met with CAO Arthur G. Will and Vincent Terry, Liaison official from the Office of the Chief Administrative Officer. The results of that productive meeting were two-fold:

1. The CAO will convene a meeting with County Superintendent of Schools Richard Clowes and pertinent staff. Chief Probation Officer Kenneth Kirkpatrick and pertinent staff. Director of Health Services Liston Witherill and pertinent staff and Herbert Carter. Executive Director Human Relations Commission, together with the Education Committee of the Grand Jury. The purpose of this meeting will be to: (a) share the observations and experiences of the Committee resulting in the recommendations, and (b) explore ways to implement the recommendations. This meeting will be convened November 9.
2. The second phase will follow. The Superintendent will convene (in early December) a meeting of a few identified school districts' administrators and related private/public agencies for the purpose of: (a) exploring ways of community implementation of the recommendations, and (b) exploring methods of greater cooperation and coordination.

In 1970, Charles E. Silberman authored the book, "Crisis in the Classroom." This was the result of a three-year survey of public education in our country. In it he noted that the formal classroom environment in most schools is a detriment to education. The present system creates discipline problems rather than control. The

report recommended that public education reorder itself along more informal lines, freeing the student to pursue his own interests. It further stated that this is possible within the present system if teachers and administrators receive adequate support and encouragement to make learning more individualized. This is only one of many books advocating similar changes.

When the decrease in the population in probation camps (attributed to the State Subsidy Program), it appears to the Committee that individualized teaching is feasible, practical and absolutely essential. We recommend that this method be implemented immediately by incorporation of the concept of learning centers.

We commend the attempts made by the County Superintendent of Schools to rectify an almost intolerable situation. The Superintendent established the Program Definition Committee consisting of dedicated personnel who recognize the student's needs. This Committee has made pertinent and realistic recommendations.² These recommendations should be a guideline for the establishment of priorities. Implementation of these recommendations should be supported aggressively by the Superintendent.

Present programs are suffering because they lack cooperation between agencies. For example, in one Special Schools classroom situation which the Committee observed, the teacher was basically in a baby-sitting situation — not a teaching one. Had she had the cooperation and the assistance of a deputy probation officer in the classroom as a teaching aide, the student, the teacher and the probation officer all would have been using the time in a productive way.

Another example in support of this observation is illustrated in the following situation. The goal of this particular camp is to help the young person develop the tools which will enable him to remain in the community successfully. In order to accomplish this goal, the program requires cooperation and support by all personnel. An important feature of the plan is the Casework Team which includes the teacher as an integral part of the team. The student, his counselor and his teacher should participate in regularly scheduled conferences. These sessions are devoted to discussing his progress; the improvements that are occurring, the areas to be improved, the failure to meet the mutually agreed upon goals, the reasons for them. Problems that arise in the classroom also need to be discussed.

The Director rightly feels the academic educational process need not and should not be interrupted for these important discussions. Consequently, these discussions are usually scheduled after classes. The teachers not only leave the facility at 3:00 p.m. but also refuse to participate in conferences during school hours. This lack of cooperation and participation endangers the success of this program.

The above are examples of situations all too frequently found in the educational and rehabilitation system.

2. Report of the Program Definition Committee of the Los Angeles County Division of Special Schools, April 28, 1971, revised December 17, 1971.

The California Council on Criminal Justice has funded a project to study the Special Schools in probation camps. The purpose is to determine how better to meet the needs of the students in these schools. The study should be completed next year.

WE RECOMMEND: That the Education Committee of the 1973 Grand Jury study this report.

Other recommendations pertaining to follow-up on actions already initiated by this year's Grand Jury Education Committee will be found in the files.

CONCLUSIONS AND RECOMMENDATIONS

Based on information evolved from the Study, the Education Committee drew certain conclusions and submits the following recommendations:

1. That school administrators examine the extent of and the root causes for the use of the disciplinary transfer practice.
2. That the Special Schools and regular public schools initiate more effective in-service training for teachers.
3. That the learning center concept be implemented immediately in the Special Schools and the regular public schools.
4. That better articulation of curricula between the Special Schools and regular public schools be established.
5. That every effort be expended by all concerned in assisting the youth to make a more effective transition back into regular public school.
6. That the Probation Department, the County Superintendent of Schools and all school administrators immediately notify all personnel that those who cannot adjust to the commitment of helping to break the delinquency cycle *will be counseled out of the system.*
7. That a policy be established by all concerned that in matters affecting the juvenile that primary consideration be given to the best interests of the juvenile. Other considerations must be secondary.
8. That the Board of Supervisors direct that a Task Force be formed immediately to address itself to the assignment of creating the optimum climate for development of a sound educational environment for children.

9. That a course in Behavior Modification principles be a prerequisite to credentialing.
10. That the probation officers act as a teaching aides in Special Schools classes where needed.
11. That the County Superintendent of Schools aggressively support and implement The Program Definition Committee's recommendations.

Respectfully submitted,

Marie Y. Shibuya, Chairman
Beverly Logan, Secretary
Bernice Lofton
Walter Maier
Ernest Paik
George M. Peacock
Murray H. Strasburg
Charles R. Wheeler

ADDENDUM TO THE EDUCATION COMMITTEE REPORT

On November 13, 1972, the Chief Administrative Officer convened a meeting (pursuant to a Board directive, September 26) with the following in attendance:

| | |
|---------------------|---|
| Richard Clowes | County Superintendent of Schools |
| Richard Horne | Asst. Supt. Business and Financial Services |
| Thomas Ross | Asst. Supt. Administration of School Operations |
| Kenneth Kirkpatrick | Chief Probation Officer |
| Liston Witherill | Director, Department of Health Services |
| Laurence T. Greiner | Foreman, 1972 County Grand Jury |
| Marie Shibuya | Chairman, Education Committee |
| Bernice Lofton | Education Committee |
| Beverly Logan | Education Committee |
| Walter Maier | Education Committee |
| Ernest Paik | Education Committee |
| George M. Peacock | Education Committee |
| Murray H. Strasburg | Education Committee |
| Charles R. Wheeler | Education Committee |
| Vincent Terry | Liaison, Office of the Chief Administrative Officer |

The purpose of the meeting was to: (a) discuss the deficiencies in the County's educational system which were identified in the Grand Jury's report and (b) develop approaches to solutions to these problems.

After a very fruitful discussion, it was determined that a working committee be formed. This committee would be composed of representatives from County Schools Office, Probation, Health Services, specific school districts within the County and the Chairman of the Education Committee.

The charge to this committee is to seek ways in which to develop cooperative efforts to redirect the educational system (Probation facilities, Special Schools and regular public schools) so that meaningful inroads can be made into the juvenile problem. A report will be submitted to the Board of Supervisors within a month with suggested plans.



EARLE Y. SULLIVAN MICHAEL J. DILLON LESLIE E. KELLY ROBERT G. METZNER PABLO A. CARTAGENA

MURRAY H. STRASBURG

GEORGE A. PECK, JR.
Chairman

GLORIA L. EINSMANN

THE ENVIRONMENTAL COMMITTEE

REPORT

ENVIRONMENTAL COMMITTEE REPORT

It is not only time for the romance between the American public and the motor car to be legitimized or at least controlled, it is possibly too late. Very soon that romance must develop into a suicide pact. At the present rate of increasing performance of the majority of production cars and the increase in octane rating of regular gasoline from seventy to ninety-two during the past thirty years, soon all cars will have to be potential "Indy" winners just to compete on the market. Emissions and performance are in a direct relation; the higher the performance the higher the emissions.

In urban areas the major, and the only uncontrolled, sources of air pollution are motor vehicles. Within this County, stationary sources of air pollution have been reduced to a very commendable minimum, these sources being under County control. The major pollutor, the motor vehicle, is slightly controlled by changing standards set at state and federal levels of government. Very commendable emission standards set for 1975 possibly may be achieved, but probably will be negated shortly thereafter by the geometric increase in County population and the requirement for transporting that population.

The solution to this problem will be disruptive to the economic picture and to personal preferences. It will be expensive and extremely difficult to achieve but must be undertaken immediately. It may already be too late.

Previous Grand Juries have attacked the Los Angeles County Air Pollution Control District as the culprit in the smog problem. It is our feeling that they have missed the point. The APCD certainly does not produce smog, they merely monitor it. That portion of emissions over which they have authority is well under control.

Previous attacks on the APCD have been annual, repetitive and extremely critical. They seem to have missed another point. The APCD and the Hearing Board are, from our observation, more interested in obtaining rapid compliance with their regulations (and are very successful in that aim) than in instituting long, expensive and sometimes fruitless legal proceedings. However, when the APCD had to resort to action by their Enforcement Branch, it has a magnificent conviction rate of over 97% in the more than 1200 cases prosecuted in 1971.

Early this year, the Coalition for Clean Air quoted the recommendations of the 1971 Grand Jury as their main allegations against the APCD. These charges were referred to the State Air Resources Board. This Committee felt that further investigation of the APCD while the Air Resources Board Commission was hearing those charges would be unnecessary harassment. This Committee also feels that as of late October the Air Resources Board Commission is being extremely deliberate in arriving at its final conclusions.

This Committee has noted and commends the many steps toward a better environment within the County, for instance, the City of Long Beach for, its continuing program of improvement of the water quality of the harbor, its positive approach to possible oil pollution from off-shore drilling sites, its use of reclaimed water from the Sanitation District and the conversion of its fleet vehicles to natural gas. We also commend the City of Los Angeles for the considerable improvement of water quality within its harbor area. The County also should be complimented for maintaining the purity of the waters within Marina del Rey.

This Committee has been impressed by the expertise and competence of the higher level officials of the County and the City of Los Angeles in the Departments of Sanitation and Harbors. Los Angeles County seems to be doing very well in maintaining water quality with the exception of the difficulties at the Terminal Island Outfall. That condition will be corrected when facilities now under construction are completed. The sanitation districts are under expert and competent direction. They have, under current legislation and appropriations, more funding than they can expend with present construction and labor restrictions.

We believe that the APCD accomplishes more toward the goal of restricting emissions from stationary sources by encouraging compliance with their regulations (through the APCD Hearing Board) than they would be able to through court action.

WE RECOMMEND: That they be given adequate funds to enlist public support by showing their record of accomplishment.

The County of Los Angeles is particularly well endowed with academic institutions of note. Many have branches, departments, or separate facilities completely devoted to the study of environmental problems.

WE RECOMMEND: That the County utilize these experts to the fullest extent possible, including grants of financial support for studies of County environmental problems.

WE RECOMMEND: That the Board of Supervisors create the position of and appoint an Ombudsman for Environmental Matters, to:

- (a) Advise the Board of Supervisors as to questions and companies from the residents of the County
- (b) Act as a liaison among the Board, Department Chiefs and experts in their fields from various university or college faculties
- (c) Be nominated by the Environmental Faculties of UCLA, USC and Cal Tech. Final selection to be made by the Board of Supervisors from those nominees.

It must be accepted that the major contributor to our smog problem is the internal combustion engine. In the foreseeable future no practical alternative to the over use of single passenger vehicles exists.

WE URGENTLY RECOMMEND: That the Board of Supervisors take immediate action to implement a viable, expandable Mass Transit System not dependent on passenger revenues for its operation and expansion. Mass transit within fifteen years is mandatory for the County of Los Angeles. By that time population growth, even if restricted, will negate any reduction made possible by improved emission standards because the number of vehicles required to move the population will be increased. Any alternatives for control, i.e., gas rationing, enforced car pools, smog production taxes or exorbitant parking fees, would be extremely unpopular and probably unenforceable. Finally,

WE RECOMMEND: That the Board of Supervisors initiate a study of the feasibility of concentrating all electric power plants (preferably atomic power plants) for the Southern California area on a suitable Channel Island. Such a location is beyond the active earthquake area and is remote enough to minimize the effects of any nuclear accident.

Respectfully submitted,

George A. Peck, Jr., Chairman
William J. Braddock
Pablo A. Cartagena
Michael J. Dillon
Gloria L. Einsmann
Leslie E. Kelly
Robert G. Metzner
Murray H. Strasburg
Earle Y. Sullivan



GEORGE A. PECK, JR.

RALPH L. INGLIS

GEORGE M. PEACOCK

LESLIE E. KELLY

MARIE Y. SHIBUYA

GLORIA M. COODLEY

LAURENCE T. GREINER

MURRAY H. STRASBURG
Chairman

ROBERT G. METZNER

THE ISSUES COMMITTEE

REPORT

ISSUES COMMITTEE REPORT

INTRODUCTION

Early in the year it became apparent to the Grand Jury that, in the normal course of our activities, we acquire special knowledge and perspective with respect to many issues of vital importance. We considered it our duty to speak out on such matters.

A committee, composed of the Foreman and all eight committee chairmen, was formed to determine on which of these matters we would make public expression of our views. We addressed ourselves to the following issues.

ISSUES

GUN CONTROL

Participating in criminal hearings involving charges of armed robbery, assault with a deadly weapon and homicide, it was palpably apparent to the Grand Jury that guns, and in the main hand guns, were the most common weapons used in these crimes. The unrestricted sale of these weapons is the major contributor to the ever-increasing number of violent crimes.

Our reading and analysis of voluminous material written by competent and qualified authorities added to our conviction that there must be legislation for controls. The sale and private possession of hand guns should be made illegal. Strict licensing controls on rifles and shotguns should be required. Without such regulations the gun threat can only grow along with the toll of innocent victims of shootings.

On June 20, 1972, the Grand Jury passed the following resolution and caused it to sent to State Assemblymen and Senators of Los Angeles County, Los Angeles County Representatives in Congress, Senators Cranston and Tunney, Governor Reagan, Attorney General Younger, the Board of Supervisors, Los Angeles Police Chief Edward Davis, District Attorney Joseph Busch and Sheriff Peter Pitchess and all news media.

RESOLUTION

WHEREAS the Grand Jury of the County of Los Angeles is shocked and outraged at the surging rise in violent crime in Los Angeles County, in the State of California and nationwide; and

WHEREAS there are currently 90 million guns in civilian hands in the United States with 2.5 million more being purchased every year, unrestricted as to ownership or possession; and

WHEREAS evidence of the role of the gun in crime, both as a stimulus to violent crime and as a means of inflicting crippling injury and death, is overwhelming; and

WHEREAS public agitation against the unrestricted availability of guns has been systematically thwarted and suppressed by special interest groups; and

WHEREAS too many of our public officials have abdicated their leadership responsibilities and have failed to address themselves to the national carnage resulting from the unrestricted availability of guns, all at the price of thousands of lives; and

WHEREAS Los Angeles County Sheriff Peter J. Pitchess, on the basis of his extraordinary experience in law enforcement, unintimidated by threats and steadfast in his opinions, has publicly stated, "This Country must enact legislation to end the sale and possession of handguns...we can no longer live with the constant threat of death...I'm not even opposed to the elimination of rifles if the murder rate continues to climb". Now therefore be it

RESOLVED: That we, the Grand Jury of the County of Los Angeles, publicly express our firm support for strong and effective gun control legislation; that Sheriff Peter J. Pitchess be commended for his courageous stand in favor of gun control legislation; that we entreat the Legislature of the State of California and the Congress of the United States to heed our plea for immediate action to enact the necessary legislation to safeguard our citizens.

CONSOLIDATION OF SHERIFF-MARSHAL FUNCTIONS IN LOS ANGELES COUNTY

On June 16, 1972, at the invitation of the Orange County Grand Jury, representatives of the Grand Juries of Los Angeles, San Diego, San Bernardino and Riverside met with them for the purpose of exchanging ideas on subjects that mutually affect our respective counties. It was immediately apparent that there are many areas in which further discussion would inure to the benefit of all.

On September 8, 1972, the Los Angeles County Grand Jury hosted the second meeting. The subject of consolidation of the Marshal's and Sheriff's Departments was extensively discussed and a decision was made that, on the approval of the total

membership of each Grand Jury of each County, those concurring would simultaneously issue a resolution. This resolution reads as follows:

WHEREAS the Economy and Efficiency Committee of the County of Los Angeles conducted a five-month study in 1967 on the possible merger of the Bailiff and Civil Process functions now under the Marshal's Department into the Sheriff's Department; and

WHEREAS in spite of the fact that the Los Angeles County Board of Supervisors supported the consolidation which would save the taxpayers of Los Angeles County alone over \$2 million annually, and in spite of the fact that legislation was introduced in the State Senate and Assembly, this desirable legislation has been thwarted in the State Legislature since 1968; and

WHEREAS although ten counties in California have already efficiently consolidated the functions of the Marshal's Department into the Sheriff's Department (San Francisco County is an example), vested interests have defeated all efforts by citizens' groups representing nine million citizens to have such enabling legislation enacted for all counties who find such action desirable; and

WHEREAS the Grand Juries of the Counties of Los Angeles, Orange and San Bernardino support this move toward consolidation since all employees of the Marshal's Office would be absorbed with no loss of jobs, tenure, seniority, or other civil service rights: Therefore be it

RESOLVED, That the Los Angeles County Grand Jury does hereby join the Grand Juries of Orange and San Bernardino in requesting that the Boards of Supervisors of these counties pass resolutions proposing the necessary legislation be introduced anew at the 1973 session of the State Legislature and actively supported to insure passage by both Houses and that the legislative representatives energetically devote their efforts and support the desires of nine million of the state population.

Copies were sent to the respective Boards of Supervisors, elected representatives to the State Legislature, Governor Reagan, the Marshal, Sheriff and to Municipal Court judges.

The duplication of services in the Marshal's Department and the Sheriff's Civil Division is a classic example of waste and inefficiency in government. The two organizations perform almost identical functions. Consolidation would result in an annual savings of at least two million dollars in Los Angeles County.

For several years, previous Grand Juries have made this recommendation. The Los Angeles County Citizens' Economy and Efficiency Committee conducted an in-

depth study and forcefully recommended this move to the Board of Supervisors. They unanimously approved the merger.

The consolidation of the two Departments requires a change in State law. For several years, bills to effect this change have been blocked in the Legislature. The 1971 Grand Jury supported the recommendation for consolidation. The reply from the Board of Supervisors consists of one terse sentence: "The Board has continually supported this position". We do not think this reply will result in action. In summation, we urge the Board to redouble its efforts in this, an area of inexcusable waste of public money.

Following publication of the three Grand Juries' resolution, the Marshal issued a public statement condemning this action. On October 30, 1972 the Los Angeles Times published the following editorial supporting the position of consolidation.

Consolidation Makes Sense

The town marshal in those ever-popular television Westerns is a rough, tough, compassionate and fearless servant of court and community. His modern counterpart, the county marshal, serves primarily the court—not all courts, just the municipal courts in a dwindling number of California counties.

Now the county marshal may be just as brave and dedicated as his shotgun-toting predecessor, but his duties have been greatly reduced. The county marshal provides bailiffs for municipal courts and serves civil writs issued by those courts. This is the same service provided the Superior Court system by the sheriffs' departments in the various counties that are still saddled with a marshal's operation. And the sheriffs serve all criminal warrants issued by both courts.

Why not, then, consolidate the two similar services? Why not merge the outmoded marshal's offices into the larger and more efficient sheriffs' departments? Ten counties, including San Francisco, have done so. Merger would save money—in the case of Los Angeles County, at least \$2 million annually.

The answer is not complicated. Consolidation has been and remains bitterly opposed by county marshals and municipal court judges. Because an act of

the Legislature is required to permit consolidation, the marshals and judges, aided by the lawyers' fraternity in the Legislature, have staved off merger year after year. Next year, though, they may not be able to avoid the inevitable. New demands for merger have picked up the added strength of grand jurors representing 9 million Southern California residents.

Grand juries in Los Angeles, Orange and San Bernardino counties are urging consolidation of the marshals' and sheriffs' departments in their counties. They have asked the Board of Supervisors in each county to pressure the Legislature for enabling legislation at the 1973 session.

Reaction from the embattled marshals is traditional. Los Angeles County Marshal Timothy Sperl accused the jurors of ignoring the facts and propitiating local political interests.

"I am appalled," Sperl said, "by what apparently is happening to our grand jury system."

We are not appalled. Nor, we suspect, are the taxpayers who are forced to foot the bills for wasteful duplication. All that is needed to end that duplication and halt a cozy relationship between marshal and bench is a bill giving the counties authority to consolidate the twin services, if they so desire.

WE RECOMMEND: The Board of Supervisors publicly issue a position paper extolling the merits of the consolidation and condemning the delaying tactics and the lobbying against these bills by the Municipal Court Judges' Association and the Marshals' Association.

AREAS OF CONCERN

Time and cost did not permit us to make in-depth studies in many other areas of vital concern to the County. However, we believe the following observations have merit to all who will read this report.

FINANCING AND CONSTRUCTION OF COUNTY BUILDINGS

Preceding Grand Juries have repeatedly warned the Board of Supervisors that it is pursuing a dangerous fiscal course in its methods of financing the building of major structures for County use. After voters have rejected the General Obligation Bonds (the least expensive method of borrowing) the Board has resorted to other and more costly methods of financing (such as Joint Powers agreements). Too often, the cost of these buildings has exceeded construction cost estimates by as much as 100 percent.

This Grand Jury does not condemn the use of Joint Powers agreements; they have resulted in the completion of many worthwhile projects. We are severely critical however, of the *abuse* of this method of financing. Despite warnings as early as 1964, the County is presently in debt for almost one billion dollars with several hundred million dollars in proposed construction on the planning boards.

MASS TRANSIT

The Supervisor-appointed Air Pollution Control Board has contended for several years that 90 percent of the County's air pollution is produced by the automobile. It would seem elementary to state that fewer automobiles on the road would mean less air pollution. Mass transit would be a big step forward in the reduction of the pollutants in the air.

Millions of dollars already have been wasted on studies. Twenty million dollars in new gasoline taxes have accrued to this County. Now we are told that instead of using these funds on the beginning of a new system, they are to be spent on yet another study.

As of today, the first spadeful of dirt has not been turned for the creation of an adequate mass transit system. Why not?

A CHIEF COUNTY EXECUTIVE AND BETTER REPRESENTATION

This Grand Jury is increasingly concerned about the lack of checks and balances traditionally provided in most areas of government by the existence of executive,

legislative and judicial branches. The present Board of Supervisors holds all three of these traditionally separate powers.

We noted with dismay the recent action of the Supervisors who, by a vote of three to two, refused to put on the ballot the questions of enlarging the Board and adding a Chief County Executive. These three votes, in effect, deprived 3,600,000 voters of their constitutional rights to decide this issue for themselves.

The Board of Supervisors has consistently refused to enlarge itself. Until this year the Board membership had not changed and its members had been in office continuously from 1958 to 1972.

It is worth noting that Los Angeles County has 15 Senators and 31 Assemblymen in the State Legislature. Even the Los Angeles City Council has 15 members. It is just not possible for five men to give adequate representation to over seven million people.

The growth of the County has been meteoric. The Supervisors have not kept pace. One thing that distinguishes Supervisors from other interested citizens is that Supervisors have been elected to a position of political leadership. They have failed to meet the challenge or to provide the leadership necessary for efficient administration of County government. They have not been a group which grappled with fundamental difficulties — problem solvers. Their forte is to “keep the game going”, avoiding the worst confrontations.

There are three factors that come into play:

- (1) With seven or more Supervisors the work load might conceivably be better distributed; they would not be overwhelmed by sheer mass of detail.
- (2) We feel that a more responsive government would ensue if Supervisors were limited to two terms in office and did not have a “lifetime job”.
- (3) The Grand Jury is the only “conscience” of the community, but without veto power over Supervisors’ decisions. A Chief County Executive (County Mayor) would provide the necessary checks and balances.

(See recommendation in Criminal Complaints Committee Report)

If we do not renew our faith in our country’s fundamental principles by a continual examination and reaffirmation of them and make adjustments under critical dialogue, our institutions will grow senile and lifeless.

SUMMARY

This Committee was formed to determine matters of concern on which the Jury would publicly express its views. These issues included the following:

- (1) *Gun Control*. A resolution was passed calling for restriction of all hand guns.
- (2) *Consolidation of Sheriff-Marshal functions in Los Angeles County*. The duplication of their functions is wasteful and inefficient. The Supervisors should publicly condemn further delays and request legislative action.

The five Southern California Grand Juries sent representatives to two meetings to discuss mutual problems. Joint action was urged on issues of concern to all. The consolidation of the Sheriff-Marshal Departments was urged simultaneously by three Grand Juries (Los Angeles, Orange and San Bernardino).

Other areas of concern were discussed; however, there was neither time nor money to make in-depth studies of all issues. The following observations were made;

- (1) The Grand Jury is concerned over abuse of the Joint Powers agreement by which County buildings are being financed.
- (2) An adequate mass transit system cannot be delayed any longer. There have been too many studies and no action.
- (3) The County could be run more efficiently with additional Supervisors and a Chief County Executive.
- (4) Supervisors should be limited to two terms in office.

It is necessary to continually reexamine our principles and make adjustments to keep our institutions vital and functioning.

Respectfully submitted,

Murray H. Strasburg, Chairman
Gloria M. Coodley
Laurence T. Greiner
Ralph L. Inglis
Leslie E. Kelly
Robert G. Metzner
George M. Peacock
George A. Peck, Jr.,
Marie Y. Shibuya



MICHAEL J. DILLON ERNEST PAIK JULIAN N. COLE BERNICE LOFTON GLORIA L. EINSMANN

BEVERLY LOGAN
Secretary

GEORGE M. PEACOCK
Chairman

GLORIA M. COODLEY

THE JAILS COMMITTEE

REPORT

JAILS COMMITTEE REPORT

INTRODUCTION

Prisons and jails have come under scrutiny again this year with continued riots and complaints by prisoners coupled with concern by the public about crime in the streets and increasing violence. The controversy over whether prisons should punish or rehabilitate still goes on, but it is a question, not an answer.

Fortunately, California is among the more enlightened states in terms of prison reform, and particularly noninstitutional programs (probation and parole). Men and women in the probation programs are being supervised in their own communities with the State paying the County for each case so handled. Still, many offenders must be incarcerated for the safety of society.

Personnel of the Los Angeles County jail system, under the direction of the Sheriff's Department, also display dedication and progressive attitudes. It is gratifying to know that these attitudes exist at high levels within the Department. They have been most receptive to our suggestions and have shown patience with our questions and an interest in experimental and innovative programs.

REVIEW OF MAJOR FACILITIES

The Grand Jury, through its Jails Committee, is required to inspect every place of adult detention within the County, as provided in the California Penal Code. In order to comply with this charge, our Committee of eight members was divided into four teams of two members each, so that all the approximately eighty facilities might be inspected.

Prior to beginning our visits, top law-enforcement officials spoke to us and advised us as to structure, functions and procedures of their various departments, their problems and their future plans.

The entire Jury visited the major facilities. They were as follows:

COUNTY FACILITIES

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

OTHER FACILITIES

Parker Center
Chino Institute for Men (State Prison)
Terminal Island Federal Penitentiary

The custodial responsibilities for all prisoners in the County are divided into two divisions:

- (1) The Jails Division is responsible for pre-sentenced inmates
- (2) The Corrections Division is responsible for sentenced inmates

CENTRAL JAIL

This is the largest facility where all new male bookings enter the county system. It accommodates approximately 3,000 prisoners. It has a maximum-security custodial unit, a 251 bed hospital and an area housing about 40 mentally disturbed patients. Although this is one of the newest prisons and the largest in the United States, it is already overcrowded, particularly in the booking area. When the extensive additions and construction are completed, the inmate capacity will total about 5,200 with a 512 bed hospital. One complete floor will be allocated to the booking area. This will overcome some of the endless complaints of terrible overcrowding during booking proceedings. Unfortunately, the completion date is a long way off.

The bookings average 750 per day, with possibly as many as 1300 on some week-ends. Approximately 1000 prisoners go in and out of waiting areas daily for court proceedings. Inevitably, the overcrowding takes place during these periods. We reiterate that this problem will *eventually* be alleviated by larger areas in the new building.

Heat and stifling atmosphere are problems. Large portable fans are used in very hot weather. Upon completion of the building program, air conditioning will be installed throughout the present buildings as well as in the new sections.

Deputies assigned to the jails now have a day-long orientation which includes philosophy of jails and a tour of the entire system in order that they may understand the whole process and the relationship of various departments. This is a good idea, but one day is probably not sufficient.

Last summer several first-year law students participated in an internship program. Three were assigned to Central Jail and each chose the area in which he wanted to work. They assisted the deputies, without having actual power or responsibility. At the end of the ten-week period, they made recommendations to the officials. These recommendations were considered and, where feasible, acted upon.

The Grand Jury received letters concerning an article that appeared in a local publication by a prisoner in Central Jail. Chief W.J. Anthony of the Corrections Division and Chief John Knox of the Jails Division were contacted to discuss the accusations. They felt that some of the charges were the result of considerable "literary license". However, a thorough investigation was conducted. The complaints about the overcrowding and air conditioning have already been discussed. Some rules and regulations are not understood by the prisoners. For example, it was alleged that the clocks

were removed so that inmates would not know the time, nor the amount of time allowed for meals. Actually, they were removed because they had provided the basis for a signal for staged incidents among the prisoners – synchronized agitation, noise or harassment of the deputies.

In regard to the allegations of mistreatment by the deputies, there is absolutely no condoning of brutality. Admittedly, there is a tendency for guards to become callous and insensitive. To overcome this "occupational syndrome", there is an effort being made to rotate some of the guards frequently, especially in the critical booking area. So far, observations have substantiated a lessening of incidents since the rotation system has been put into effect. It is hoped that it can be expanded. Also,

WE RECOMMEND: That special training be given for jobs which require particular sensitivity, e.g., booking officers and jailers who deal with large masses of inmates who may be hostile, confused, disoriented, ill and otherwise difficult to handle.

WAYSIDE HONOR RANCHO

The Maximum Security section is badly overcrowded. Much unrest and prisoner resentment pose grave potential and real problems.

WE RECOMMEND: That every effort be made to alleviate the overcrowding.

MIRA LOMA

The Positive Mental Attitude program, which is optionally available to inmates, has proven to be highly successful, not only in motivating them to successful rehabilitation, but in reducing the rate of recidivism for those participating in the course. We feel the implementation of this program in all the correctional facilities could be accomplished with a minimum of expense and effort compared to the benefits and results derived.

WE RECOMMEND: That other jails institute the Positive Mental Attitude program.

BISCAILUZ CENTER

The library was very unsatisfactorily stocked with limited quantities of donated books, i.e., old hardbacks and cheap paperbacks of poor literary quality. There were no books dealing with ethnic groups, their activities and problems. We urge that these deficiencies receive attention.

WE RECOMMEND: That a budget be provided for immediate improvement of this library or that the County supply books through its library system.

We visited the Sheriff's Training Academy at Biscailuz Center and were impressed with the scope of their program. The Jury felt a real effort was being made to promote the much-needed feeling of professionalism among the officers.

We were most interested to learn that, over the years, the training time has been lengthened. Now it is a full six-month course and includes college credits upon completion. The excellent results which have been achieved since the discontinuation of "stress training" have resulted in officers displaying more compassionate attitudes and more initiative in the field.

HALL OF JUSTICE JAIL

This jail, built in 1925 to house 1350 prisoners, has frequently been the target of justifiable criticism by past Grand Juries, mainly because of the extreme overcrowding. In past years, as many as 4000 prisoners have been housed here. Since the beginning of 1972, the population has been held at about the 1200 mark. In addition, extensive remodeling and renovation have been in progress to update electrical wiring, provide dining halls, enlarge the canteen and equip a hobby room. Trustees are now allowed night visits which lessens the congestion in visiting areas on weekends and reduces tensions. All these changes should make the jail more acceptable.

SYBIL BRAND INSTITUTE

This facility, the only jail for women, houses both pre-sentenced and sentenced inmates and is under the supervision of the Jails Division. It is a modern institution with a capacity of 979 women.

When the entire Jury visited Sybil Brand we requested, and received, permission to "rap" with some of the inmates following our tour. The Staff was most cooperative in arranging an unsupervised session in a private room where the Jurors and a group of inmates discussed topics of mutual interest. The inmates seemed surprised but pleased with this type of meeting and were relaxed and frank in their comments. This practice was followed at all major jails thereafter.

WE RECOMMEND: That future Grand Juries arrange for private discussions with inmates during visits to major jails.

Following our visit, a summary of our observations was sent to Sheriff Pitchess with specific recommendations. The women had expressed great need for personal and vocational counseling, pre-release counseling and expansion of the vocational program to include more useful trades.

In the seven-month interim since our visit much has been achieved. Many of the needs had been apparent to the staff. Extensive intelligence, aptitude and grade-level testing have been initiated. The results provide the two new counselors with valuable information which aids them in personal counseling and employment guidance. A Job Finding Workshop has been instituted. Relevant vocational training has been added as per the Grand Jury's suggestions.

GENERAL OBSERVATIONS ON MAJOR JAILS

We are fully cognizant of the problems encountered by authorities in attempting to institute educational and vocational programs when some inmates are sentenced for only thirty, sixty or ninety days. When serving longer sentences, it is far easier to enroll inmates in meaningful programs, such as the schools and shops at Wayside. However, even when they are not able to take advantage of long-term training, it is still necessary to prepare them for their return to society.

The Committee was extremely impressed with the previously discussed Positive Mental Attitude program at Mira Loma and with the new counseling procedures recently initiated at Sybil Brand.

WE RECOMMEND: The increased use of case workers, pre-release counseling and job placement assistance in all County jails.

Many private organizations, unions and self-help groups could be enlisted to participate on a voluntary basis, thus reducing the cost to the County.

Recent statistics indicate an increase in the minority population in jails and prisons. Racial tensions have added to the number of jail uprisings. One stabilizing influence seems to be increased numbers of minority personnel. We appreciate the effort extended to date and

WE RECOMMEND: That an aggressive and innovative program for recruitment of minority members into law enforcement be continued.

In making visits to the jails it was inevitable that we would become concerned about issues that are currently in the news. Questions regarding censorship of mail, visiting regulations, access to the telephone, overcrowding, inadequate medical care and indifference or worse on the part of guards, repeatedly cropped up.

It has been felt that an informed public can better understand and deal with prisoner problems. The Grand Jury cannot devote the time that is needed to handle what is partially a "public relations" job. Other people could perform this service, which would be mutually advantageous to the inmate, the jail personnel and the public. The Jails Committee suggests an Ombudsman.

Recently, Minnesota Governor Wendell Anderson found his office deluged with inmates' complaints that were difficult, if not impossible, to investigate. He felt that potential trouble might be in the offing. He appointed an ombudsman to provide a channel for inmates to express grievances, a man who was *OUTSIDE* the corrections department. Though the office has been in operation only three months, officials express satisfaction with the concept. The ombudsman has no legal authority to make changes himself but he is in a position to suggest changes to the officials. He has the recourse to go directly to the Governor or the press, but this has never been necessary. All problems have been worked out within the prisons. The Minnesota ombudsman operates in a large state system with only three staff helpers.

WE RECOMMEND: The appointment of an Ombudsman to serve in the County jails system. He should be completely impartial in his background, having no connection now or in the past with the corrections system. He is to be appointed by the Board of Supervisors.

Two pilot programs for jails have recently been tested. One is a forty-hour course for cadets in custodial and jail operations. The other is an optional program in jail management for officers of the rank of sergeant or above.

The Committee has been convinced of the sincere efforts of administrators to upgrade and improve conditions in this gigantic system of jails. As in all "big business", top level policy is not always implemented at lower levels. Where there are areas of weakness (and there are), continuing efforts are being made to correct them. We feel the problem has two aspects: Therefore,

WE RECOMMEND: (1) That there should be better lines of communication between jail personnel and inmates and (2) That more effort be expended to insure that top level policy is being implemented at all lower levels.

Both the Sheriff and Los Angeles Police Department training courses include some training in human relations. These utilize rap sessions and role-playing techniques. They are geared especially toward dealing with members of minority communities. Considerable effort is spent to impress new officers with maintaining good attitudes in difficult situations. However, until recently the Sheriff's course was only six hours. The Committee is pleased that it is being lengthened, as are the new programs of LAPD. We commend the added Human Relations courses and,

WE RECOMMEND: That they be given as in-service training as well as to cadets. We feel instruction should be given by highly skilled teachers. This is absolutely vital to bring about changes in attitude on the part of police and citizens.

PSYCHIATRIC JAIL PRISONERS

The personnel in the Men's Central Jail have become increasingly disturbed that they have become the caretakers for a large group of mental patients who have been jailed for crimes. These men must be incarcerated, but they need a psychiatric jail ward at a hospital with psychiatrists on duty and trained attendants to handle them if they become violent. Correctional officers in the jail should not be expected to do this. It is to the discredit of our County that so many years have gone by without correction of this situation.

Now, with cooperation and foresight from the Mental Health Services, a three-phase program has been proposed. Under the plan, 90% of the operational costs will be funded by Short-Doyle (State) money and only 10% will have to be paid by the County.

Phase I can be immediately implemented and perhaps will be completed before publication of this report. It creates four positions (psychiatrist, social worker, psychiatric nurse and secretary) for the present jail, to deliver short-term crises intervention in jail, assist the jail staff, develop programs and handle treatment. Phase II (interim) will entail selection of a few appropriate cases for treatment in existing medical-surgical jail wards. Phase III provides for remodeling of part of the 13th floor (Jail Ward) at the Los Angeles County-USC Medical Center for mentally ill patient-inmates.

There have been suggestions that available space in other hospitals might be used. The Committee feels this is not practical since Sheriff's deputies would be needed for 24 hour security duty which is already provided in the USC Medical Center jail ward.

WE RECOMMEND: That the entire proposal of the Mental Health Services be accepted with an urgency clause for immediate implementation.

VAN NUYS JAIL

Several years ago, all Los Angeles City jails were closed and inmates were transferred into Sheriff's (County) jails except for overnight stays at temporary holding centers. Van Nuys jail was once a large City jail with a capacity of 357. It is a modern building with complete kitchen and medical dispensary facilities. As a holding center, it usually houses 25 to 50 inmates.

It seems inappropriate that this jail is not being fully utilized during a period when some jails are overcrowded and there is a shortage of money for new construction.

The so-called "weekender" program provides an opportunity for judges to sentence some offenders to weekends in jail while they work at regular jobs during the week.

The Sheriff's Department has discouraged judges from using this program regularly because it caused a hardship in terms of keeping 150-200 beds empty during the entire week in order to have them available for the weekenders.

WE STRONGLY RECOMMEND: That the County contract with the City for the use of the Van Nuys Jail for the weekend program.

These minimum-security prisoners can be used to man the kitchen, prepare and serve food and be responsible for keeping their own quarters clean. This program could then be encouraged for use since this jail could easily handle 150 or even 200 inmates.

If, for some reason the above plan is not feasible, the Committee still feels the empty cells should be utilized. The facility can at least be used as a regional jail for those who are awaiting adjudication in Valley courts. This would save bussing to and from downtown.

NONINSTITUTIONAL PROGRAMS

The concept of prisons for society's sake has been questioned. Rehabilitation rather than incarceration is not a new concept. Currently there is increasingly vocal expression of the inadequacies of our "rehabilitation" programs which return to society an unemployed, unemployable, unskilled ex-convict. The man or woman who ends up in the revolving door of crime, imprisonment and release, does so at enormous cost to the taxpayer, to society and in human suffering. President Nixon has described the present system as "a convincing case of failure".

Society's primary goal is to provide a place where the ex-convict can assume responsibility and maintain his own self-esteem. We recognize that this is not possible in all cases and that some offenders must be imprisoned for public safety. Our concern here is for the offender who is not a threat to public safety and who can be rehabilitated through skills and education.

Some people have an instinctive fear of overly permissive treatment of criminals. Yet, interestingly, seven years ago 1252 prisoners were released from a Florida prison on a constitutional technicality. Two and one half years later their recidivism rate was 13.6% compared to 24.4% for a similar group of convicts who served out their sentences. Florida's Chief of Corrections commented, "This mass exodus from prison may prove that there are many inmates presently in prison who need not be there in order to protect society."

We are not suggesting the release of prisoners into the streets, but we feel that non-institutional correctional programs which have been developed locally and nationally may provide more satisfactory results than our current jail system. In Los Angeles County excellent programs have already been developed in work-furlough and week-

ender plans. There are other programs, such as (a) half-way houses which are integrated into the community, (b) "restitution houses" where inmates live while they repay costs on damages related to their crimes and (c) school-release programs, similar to furlough. The Committee encourages such programs for appropriate inmates. We commend innovative programs of all kinds and the open-minded approach which inevitably lead to better means of accomplishing our goals.

WE RECOMMEND: Constant reexamination and upgrading of existing programs and experimentation with new, creative plans for rehabilitation outside the institutional setting.

GENERAL OBSERVATIONS ON SMALL JAILS

The majority of the jails visited are small, overnight holding centers. Suspects are brought in, booked, photographed and fingerprinted and held until the next day (or Monday if on a weekend) until the Sheriff's bus transports them to the Men's Central Jail or to Sybil Brand.

These jails may be operated by the Sheriff's Department (in unincorporated County areas), the local municipality, or Los Angeles Police Department (if within the City limits).

After visiting 70 of these jails and six detention camps, the Committee compiled general comments which seemed to be common to most small jails.

TELEPHONE CALLS

The teams observed that there was considerable lack of information regarding rules about telephone calls. (1) Inmates did not understand the regulations, (2) The inmates were often refused a second chance to complete their call if they got a busy signal or no answer and (3) some calls were not allowed to be placed within the allotted legal time. It was explained to us that many times it presents a security problem to remove a prisoner from his cell to make a call. Therefore,

WE RECOMMEND:

1. All jails should requisition the readily available and inexpensive portable pay phones so that calls can be made from any cell.
2. Signs in the booking area should clearly state the rules regarding phone calls. They should include the information that (a) Two calls are allowed, (b) that they must be allowed within three hours after booking, (c) That the call may be made again later if not completed and (d) That it may be made at station expense if the inmate is without funds.

PRISONER CHECKS

Most jails check the prisoners every hour. These checks are usually logged in order to assure compliance by the deputy on duty. However, there has been an increasing incidence of suicide and attempted suicide in small jails. Statistics show that most jail suicides occur within the first 24 hours of incarceration. More frequent checks would lessen this possibility as well as other problems, such as vandalism. Many jails have 30 minute prisoner checks.

WE RECOMMEND: That all jails conduct prisoner checks at thirty minute intervals with logging (unless equipped with closed-circuit T.V.).

JAIL PERSONNEL

Many small jails now employ civilians to handle jobs which do not require the skills of law-enforcement officers. Some municipal jails use civilians for all booking procedures, as jailers, release desk clerks and other desk jobs. This releases trained officers for duty in patrol cars and other police work.

WE RECOMMEND: Increased use of civilian personnel wherever possible.

TRUSTEES

The regular County jails use sentenced prisoners as trustees who perform all types of work on the premises. Municipal jails also have trustees who, once sentenced, are returned to the jails for their period of confinement. The LAPD, since closing the city jails for sentenced prisoners, hires civilian workers for these tasks. Many of the LAPD jail personnel expressed a preference to have trustees returned. Our brief investigation into the problem suggested it is not possible to do so. We feel the issue should be further investigated.

During the visit to municipal jails which had trustees, we found that often the inmate was sentenced directly from the local court and did not actually go to Central Jail. In those cases the inmate was not given a health examination or chest x-ray. Since duties include serving of food, the Committee felt these examinations were necessary. In each case this was suggested to the Chief of Police, adding that such services were available free of charge from the Health Department. It was extremely gratifying to find that, in every instance, shortly after our letters were received a procedure was set up whereby all trustees received chest x-rays.

COMMUNITY PROGRAMS

Our teams often spoke to the police division connected to the small jails. We were all

extremely impressed by the many community programs which have been developed. The Police and Sheriff's Departments should be commended for their fine reserve programs which save taxpayers thousands of dollars every year.

The Los Angeles Police Department has a new experimental program in Palms, "Team 28", which is a cooperative effort between police and residents to reduce burglary. In a brief two-month period, burglaries have dropped over 60%. Some of the other municipalities in the County have similar programs.

Other programs include the Basic Car Plan, Explorers, Student-and-the-Law courses, Officer Bill, DAP's and Ride-Along (citizens ride in the squad cars on regular patrols). Though LAPD has many valuable programs we feel that Ride-Along is very valuable in high-crime areas. The Committee has been informed that the reason LAPD has not instituted this program has to do with liability. There is apparently a way of handling this problem since so many other agencies have the program.

WE RECOMMEND: That the LAPD consider adding Ride-Along to their present programs.

The jails visited are as follows:

| SHERIFF'S STATIONS | LOS ANGELES POLICE DEPARTMENT | DETENTION CAMPS |
|---------------------------|--|--|
| Altadena | Central | These are run by the Sheriff's Department and are for sentenced prisoners. |
| Antelope Valley | Foothill | |
| Avalon | Harbor | |
| East Los Angeles | Highland Park | |
| Firestone | Hollywood | |
| Industry | North Hollywood | Camp 11, Saugus |
| Lakewood | Rampart | Camp 13, Malibu |
| Lennox | Seventy Seventh | Camp 14, Azusa |
| Malibu | University | Camp 15, Tujunga |
| Montrose | Van Nuys | Camp 17, Saugus |
| Newhall | Venice | Camp 18, La Canada |
| Norwalk | West Los Angeles | |
| San Dimas | West Valley | |
| Temple | Wilshire | |
| West Hollywood | | |

MUNICIPALITIES

| | | |
|---------------|----------------------|----------------|
| Arcadia | Glendora | Pasadena |
| Alhambra | Hawthorne | Pomona |
| Azusa | Hermosa Beach | Redondo Beach |
| Bell | Huntington Park | San Fernando |
| Beverly Hills | Inglewood | San Gabriel |
| Burbank | La Verne | Santa Monica |
| Compton | Long Beach | Signal Hill |
| Covina | Lynwood | South Gate |
| Culver City | Manhattan Beach | South Pasadena |
| Downey | Maywood | Torrance |
| El Monte | Monrovia | Vernon |
| El Segundo | Montebello | West Covina |
| Gardena | Monterey Park | Whittier |
| Glendale | Palos Verdes Estates | |

Each year when the above listed jails are visited a detailed report is filed, listing inadequacies, suggestions for improvements, needs as stated by jail personnel and appropriate commendations. A letter based on the report is composed and directed to the local Chief of Police, the Sheriff or the Captain of the station. In every case, a reply has been received stating either that the recommendations have been carried out or the reason it is not feasible to do so. These letters are kept on file in the Grand Jury office.

In the past, it has been the practice to include abbreviated versions of comments on these jails in the Final Report. These do not adequately describe the problems. It is the feeling of the Jails Committee that these reports are more valuable if read in full, with the letters and responses, by the next year's Grand Jury teams. Therefore, the excerpts are being omitted this year.

SUGGESTIONS TO FUTURE JAILS COMMITTEES

Previous Grand Juries divided the Jails Committee into several teams. This is a very effective plan. Each of our four teams visited about twenty jails.

The Jury as a whole visited many of the larger County facilities for sentenced prisoners. A state and a federal prison were visited for educational and comparative purposes. We found the full Jury visits to be interesting. The Jury appreciated the courtesy and hospitality extended by the Sheriff's Department. However, it was felt such a large group made it difficult for the Jails Committee to adequately complete its inspection. Some Jurors are not as interested in jails as the members of the Committee.

We feel that it would be preferable if a few members of the Jails Committee made several unannounced visits to the major jails during the course of the year at different hours of the day (to include the booking period, recreational periods, etc.). This would be most helpful at such jails as Sybil Brand, Men's Central, Hall of Justice and Wayside Honor Rancho.

The Committee also suggests that future Jails Committees follow a precedent we have established whereby a group of prisoners (of our own selection if desired) is brought into a room with the Jurors for a "rap session". (See Sybil Brand Institute). This practice was followed at every large jail (it can be done right in the cells in the small jails). The jail personnel were extremely cooperative about arranging the sessions and we were always given complete privacy during these interviews. A great deal of insight was gained into the problems and feelings of the inmates.

On a few occasions we were able to expedite reasonable requests of the prisoners. Though this was gratifying to us, we were disturbed by the fact that these changes were not easily made through proper channels, either because the prisoner did not know how to proceed or because the request was lost in red tape. This again points up the need for an Ombudsman.

SUMMARY OF RECOMMENDATIONS

WE RECOMMEND:

Special training for jobs which require particular sensitivity, e.g., booking officers and jailers who deal with large masses of inmates.

Efforts be made to alleviate the overcrowding in Maximum Security at Wayside.

That other jails institute the Positive Mental Attitude Program now used at Mira Loma.

Budget be provided for improvement of library at Biscailuz Center or the County supply books through its system.

That future Grand Juries arrange for private discussions with the inmates during visits to major jails.

Increased use of case workers, pre-release counseling and job placement assistance in all jails.

An aggressive and innovative program for recruitment of minority personnel.

The appointment of an Ombudsman to serve in the County jails system.

Better lines of communication between jail personnel and inmates.

More effort be expended to insure that top level policy is being implemented at lower levels.

Additional Human Relations courses with skilled instructors for cadets and in-service personnel.

Immediate acceptance of the Mental Health Services plans for a psychiatric jail ward.

The use of the empty cells at Van Nuys jail for the weekender program.

Constant reexamination and upgrading of existing programs and experimentation with new, creative plans for rehabilitation outside the institutional setting.

Requisition for portable pay phones in all jails.

Signs in the booking area stating rules regarding phone calls.

Thirty-minute checks of prisoners.

Increased use of civilian personnel in jails.

LAPD consider adding "Ride-Along" to their present programs.

IT IS ESSENTIAL THAT THIS REPORT BE READ IN FULL IN ORDER TO PROPERLY EVALUATE AND UNDERSTAND THE BRIEF SUMMARY OF THE RECOMMENDATIONS LISTED ABOVE.

Respectfully submitted,

George Peacock, Chairman
Beverly Logan, Secretary
Julian Cole
Gloria M. Coodley
Michael J. Dillon
Gloria L. Einsmann
Bernice Lofton
Ernest Paik



BEVERLY LOGAN EARLE Y. SULLIVAN CHARLES R. WHEELER RUTH RICKLES FRANK G. MORALES

GEORGE A. PECK, JR.

GLORIA M. COODLEY
Chairman

JULIAN N. COLE

THE NARCOTICS AND DANGEROUS DRUGS COMMITTEE REPORT

NARCOTICS AND DANGEROUS DRUGS COMMITTEE REPORT

INTRODUCTION

The problem of drug abuse continues to be of major concern in Los Angeles County as it is in the nation. Experts estimate that there are in Los Angeles County a minimum of 30,000 heroin addicts and at least 40,000 barbiturate addicts. The latter group represents the most serious school problem. Barbiturate addicts require inpatient detoxification since sudden abstinence can result in convulsions and even death. The statistics become almost too staggering to contemplate when users of amphetamines, "speed", cocaine, psychedelics and hallucinogens (LSD, MDA, STP, etc.), marijuana, are added to the figures above along with the hundreds of thousands of alcoholics (our most common drug abusers).

In February, 1972, there was a conference on drug abuse held at the San Clemente White House. Myriad of problems were presented. The solutions were few. There was considerable discussion of the existing societal problems which are felt to be at the root of the drug abuse syndrome. There was general agreement that drug abuse cannot be legislated out of existence. The only consensus that evolved was that the treatment delivery systems and programs were uncoordinated, fragmented, underfunded, unevaluated and uncontrolled. Massive amounts of federal, state and county funds must be poured into the system, but only if centrally coordinated. With this in mind, the Narcotics and Dangerous Drugs Committee (hereafter referred to as the Narcotics Committee — or the Committee) of the Grand Jury agreed to concentrate their major efforts in the area of coordination.

THE COMPREHENSIVE PLAN

The Grand Juries of 1969, 1970 and 1971 had also stressed the lack of a comprehensive drug plan. This lack resulted in the recommendation of the 1971 Narcotics and Dangerous Drugs Committee for the creation of a new Department of Drug Abuse. Early this year it became apparent that this would not be feasible. The Chief Administrative Officer, Arthur G. Will, emphasized that not only were new departments out of the question, but the long-range County plan is to consolidate existing departments wherever the functions can be jointly administered. The first of these mergers was already nearly completed. The old Departments of Health, Hospitals, Mental Health and Veterinary Medicine have functioned since September 1 under the aegis of the new Department of Health Services, whose director is Liston Witherill. At the same time, Mr. Witherill also assumed the position of Drug Abuse Coordinator for Los Angeles County.

This Committee began to investigate the alternatives to a separate department and thus became aware of a newly formed group, the Inter-Agency Task Force on Drug Abuse. This group consists of representatives from: all public and private agencies

in the County which deal with drug abuse; other interested County departments (DPSS, County Counsel, CAO); law enforcement; schools; courts; and the Narcotics and Dangerous Drugs Commission. The meetings were sponsored by Mental Health, which was requested by the CAO to develop a comprehensive plan utilizing the Task Force to assist in its preparation. The Grand Jury's Narcotics Committee closely followed the progress of the plan. Early in the year we agreed to abandon totally the suggestion for a separate department and to encourage the County plan being developed. The outstanding feature of the plan was that it did not require a separate department but would bring together the more than 187 independent drug abuse programs and treatment resources into a comprehensive network, focused on delivering services to the entire County.

The plan is unique, creative and workable. It allows for communities to appraise their own needs, to develop programs which will fill those needs and then to submit their proposals for approval and funding. Among other things, it provides for:

- (a) A County-wide data retrieval system
- (b) A central referral agency
- (c) A research, evaluation and advisory panel
- (d) A set of sub-committees on methadone, schools, law enforcement and criminal justice, detoxification and after care, paraprofessionals and half-way houses.

The critical aspect of the plan is the input from the level where services are actually provided. The Research, Evaluation and Advisory Panel (REAP) is unprecedented in its composition of eight university-level representatives and eight paraprofessionals currently working in private programs.

It was repeatedly stated that "it couldn't be done", but the planning continued. The result was the acceptance of The Comprehensive Plan on Drug Abuse by the Board of Supervisors on July 25, 1972 — a red-letter day for Los Angeles County!

The Task Force continues to be the vehicle for coordination and planning. It fulfills the requirements of pending state legislation under which it may evaluate proposals and make recommendations to the County Drug Abuse Coordinator.

The Plan is in its infancy. The Task Force is at present a fragile instrument and must be nurtured by recognition of its functions by County agencies and the Board of Supervisors. Among other things that means that agencies will, of necessity, submit their grant requests for review by the REAP in order that they be considered on the basis of quality, need and priority. This may involve a sharing of responsibilities and a voluntary relinquishment of egocentric priorities for the common good — a most difficult process, but one which has already been tested successfully. It will result in the orderly disbursement of massive sums of money where it is most needed.

WE RECOMMEND: That the Board of Supervisors immediately provide funds for the preliminary phase of staffing the Task Force and implementation of the Plan. The Narcotics and Dangerous Drugs Committee applauds the Plan in concept, endorses the Task Force and urges total cooperation in bringing all aspects of the plan to eventual fruition.

NARCOTICS AND DANGEROUS DRUGS COMMISSION

The Narcotics and Dangerous Drugs Commission was established by the Board of Supervisors in 1963, primarily for the purpose of recommending to the Board, *legislation* and stronger programs in the fields of medication, rehabilitation and enforcement related to the use of dangerous drugs.

In its early years the Commission was instrumental in the passage of a legislative program which included changes in the civil commitment procedure (removing it from the Penal Code) and a change which required that Percodan prescriptions be issued in triplicate. The Commission also encouraged the development of drug education programs, conducted studies of treatment programs, sponsored conferences and developed the concept of the Narcotics Information Service. These valuable contributions to County drug problems in an early period showed foresight and initiative on the part of Commission members.

When the 1971 Grand Jury recommended the formation of a new Department of Drug Abuse, the Narcotics Commission concurred. At that time, the Narcotics Commission proposed that the Commission itself be given administrative powers in order to direct this new Department. No Department was created. The Commission, nevertheless, continued to request administrative powers. During the development of the County Drug Plan, the Committee suggested that the Commission have the power to review recommendations in program evaluation. Subsequently, the Plan was finalized and the evaluative functions were delegated to the REAP subject to review by the Drug Abuse Coordinator. We were impressed with the composition of the REAP panel (a group of highly qualified people) and concluded that the evaluative function must be kept in the hands of medical and program experts. The Committee concurs with the County Health Department position that "the abuse of drugs is essentially a medical problem, with serious medical consequences and constantly changing medical procedures".

Though we highly commend the Commission on its past accomplishments and its members on their sincerity and dedication, we do not now feel that, as a group, the Commission has the expertise to evaluate drug treatment programs any more than the Grand Jury's Committee, and that this function is better left to the Research, Evaluation and Advisory Panel and the Drug Abuse Coordinator.

We are more seriously concerned with the Commission's lack of attention to important legislative bills. Several vital measures have been introduced this year.

Senate Bill 714 (the Administration's major drug abuse bill) was not placed on the Commission's agenda for study until it had been amended five times. In each phase of the bill, a review of the changes was made by the Task Force and our own Committee and recommendations were made to the Board of Supervisors and/or the appropriate committee in Sacramento. Those amendments affected Los Angeles County programs. The consideration and advice of the Commission might have been beneficial to the County. Other important bills were AB 400 and AB 262 (both involving methadone treatment). The major legislative action by the Commission involved their lobbying for AB 884, a bill mandating drug abuse courses for teachers. Perhaps the Commission might have been interested in the provision for teacher training contained in SB 714.

The Commission has stated that "to perform the vital work in the field of legislation would require many hours of work each day by a well-trained and qualified person, even with the active assistance of lawyers on the commission". We disagree.

The Committee suggests that every legislative bill of major importance be given a day or more of hearings at the regular meetings of the Commission and that all interested agencies be notified in advance and invited to testify. The Commission may then make recommendations or send summaries to the Supervisors. Such committee meetings constitute an excellent open forum and opportunity for those who will be affected by the legislation to publicly express their positions. These bills represent potentially huge sums of money for the County. The Commission has the unique opportunity to advise on whether or not certain bills are in the best interests of this County before the money is appropriated.

We also feel that the Narcotics Commission should develop closer working arrangements with the treatment community from which it has held itself far too aloof. It might benefit the community if a Commission member were to be appointed as a "contact person" in each area of drug abuse treatment (e.g., methadone, detoxification, etc.) and that a list be circularized with a phone number at which the person may be reached. In this way, anyone in the community could immediately communicate with the contact person and present his problem for immediate action or agenda time at the next meeting. These members will become increasingly knowledgeable in each special field.

The Narcotics Commission should review legislation and serve as liaison between the community and the Board. They should not have the power of approval over grant applications and the evaluation of treatment programs. These powers should be in the hands of experts. If the Commission insists on retaining these powers we recommend it be abolished.

TREATMENT FACILITIES AND PROGRAMS

The Committee visited several different community treatment programs. In every

case we were impressed by the dedication, effort and degree of success. We commend the innovative, ex-addict-staffed programs which have led the way in drug abuse treatment. It has been increasingly clear that no single method of treatment is effective with all drug abusers. One of the great strengths of current programs in our County is in their diversity.

The Committee strongly recommends the encouragement, at all levels, of diversity and innovation in treatment programs.

At the same time, we find the problem of evaluation to be critical. Regardless of how much money is spent on a given program it must be evaluated, not only on its own terms but in comparison to other programs.

Certain programs work better for some clients than others. It will be necessary to determine who will be referred to given programs. Certainly, methadone is not for everyone, nor is Synanon. Standards are required. Hopefully, the computer will provide the answers to some of these problems.

PREVENTION

The Committee fully recognizes that prevention is far preferable to treatment and that education is one way of preventing drug abuse. Unfortunately, we have seen little evidence of preventive educational programs which can be shown to be effective. There are virtually no statistics that can demonstrate concretely that any method of prevention has been particularly successful.

The data system may provide some evidence of effectiveness. We strongly urge that the necessary evaluative procedures be instituted which will provide this kind of information. Certainly the schools would wish to utilize any educational materials or devices which could show a demonstrable decrease in drug abuse in any given group.

DETOXIFICATION

Since the 1971 earthquake destroyed Olive View there has been a critical need for in-patient detoxification beds. We have been informed that twenty new beds will soon be available in the West Valley area. We are pleased that there is some progress. However, the Committee believes more contracts could be entered into with the private sector for these beds.

We concur with the blueprint of the Comprehensive Plan and recommend a detoxification center in each geographical coalition region.

PARAPROFESSIONALS

It is evident that there has been a minor revolution in treatment methods for addicts. The old Federal Narcotic Hospital at Lexington proved to be a miserable failure with a 95% recidivism rate. New ideas such as Synanon-type "families" (Mendocino, Camarillo, Metropolitan State Hospitals), resident care centers, neighborhood clinics and methadone programs early recognized and utilized the ex-addict's value as therapist or case worker.

Certain programs include courses for ex-addict paraprofessional trainees. The Committee strongly favors some central training program, staffed by experienced people in the field, in conjunction with a placement service for trained workers. Though we heartily endorse the use of ex-addicts, we urge caution and strict regulations to prevent the possibility of drug usage by them.

METHADONE

It is shocking to note that the waiting list for methadone treatment has increased in 1972 from 3,985 to 4,930 (as of June 16). This figure does not take into account the increase since June 16, nor the fact that some agencies will no longer accept new names on their wait lists. There are seven programs in the area, two of which accept only veterans. The largest program, that of the County Health Department (which operates out of several locations), presently has about 600 patients in treatment (it is expected to double within the year). There are 4,300 on the waiting lists and an estimated five years wait if one registers now.

Additional money may come into the County. Governor Reagan has cut the methadone appropriation bill, AB 262, by \$5 million until there are strict rules and regulations imposed to guard against diversion of the methadone into street sales. SB 714 provides for these safeguards and will be ready for final action when the legislature reconvenes in November. This Committee has urged passage of the bill.

We fully recognize that methadone is not a panacea and that it in itself is a narcotic substance. Nevertheless, it is the only successful medical treatment now available; there is evidence of its efficacy in reducing drug-related crime; a large percentage of addicts have been socially rehabilitated. Methadone maintenance has been shown to be fully effective only in conjunction with ancillary services. These include therapy and job placement which hopefully lead to a change in life style of the heroin addict. Private programs have led in providing these services.

WE RECOMMEND: A further increase in the number of methadone treatment centers and suggest that the County contract with private agencies for this purpose.

Finally, the Committee has noted that there is increasing research being done in the

field of nonnarcotic blocking agents, narcotic "antagonist" drugs and vaccines. Breakthroughs occur daily. We feel that any promising results in these areas should be considered for funding an experimental program, probably in conjunction with a university-based research project.

MARIJUANA

The 1971 Grand Jury recommended that simple possession of marijuana be reclassified from a felony to a misdemeanor. This classification already applies in over forty states and in federal laws. This would remove all cases from the Superior Court and into the less crowded Municipal Court. A bill providing this change passed the Assembly this year but failed in the Senate by four votes. Although we urged legislators in Sacramento to vote for it as a step in the right direction, the 1972 Grand Jury has taken a stronger position in favor of complete discrimination. Our Resolution reads as follows:

1. That marijuana for personal use should not be considered a crime.
2. That the use of marijuana in public should not be allowed.
3. That the Grand Jury agrees with efforts to discourage the use of marijuana and does not recommend legalization.
4. That the recommendation in no way suggests changes in present laws with regard to cultivation or sale.
5. That a plea of marijuana intoxication should not be used as a defense in any criminal proceedings.
6. That state legislatures which have improperly classified marijuana as a narcotic immediately redefine it according to the standards of the recently adopted (Federal) Uniform Controlled Substances Law.

The Grand Jury heard numerous speakers and were convinced that medical evidence is to the effect that casual adult users suffer no harm of physical dependency. Less than 2% of the estimated 24 million Americans who have used marijuana use it more than once a day. Therefore, its use does not constitute a major threat to public health. There is no record of any death ever occurring as the result of an overdose of the drug, yet millions of dollars are spent annually to arrest, prosecute, incarcerate and "rehabilitate" marijuana users. This money could and should be better spent on apprehension in more serious offenses, particularly crimes of violence.

Present laws are not uniformly enforced. There is variation in the sentence depending upon the Judge. The lack of uniformity breeds disrespect for the law in general. The Committee believes this attitude is harmful to the public good, particularly when coupled with the feeling that personal use of the drug is not a public threat.

Law enforcement agencies state that they are more interested in apprehending the seller than the possessor. Statistics contradict this: Nationally, of 200,000 arrests 93% were for possession, 88% arrested were under 25 years old and had *no prior record*, and 66% possessed under one ounce. It appears that the cure may be worse than the disease in terms of human suffering imposed on otherwise law-abiding citizens. We feel we should learn the bitter lesson which Prohibition taught us before further damage is done. Since it has not been possible to achieve elimination of marijuana, it would appear that the drug's relative potential for harm to individuals and society does not justify a social policy designed to seek out and punish those who use it.

The Grand Jury recognizes that our recommendation is not popular among all groups, particularly law enforcement agencies, but the matter has been studied carefully and we feel that this position is justified.

The National (President's) Commission on Marijuana and Dangerous Drugs' "decriminalization" recommendation has also been endorsed by (1) the Committee on Alcoholism and Drug Dependence of the American Medical Association, (2) the American Public Health Association, (3) the Institute for the Study of Health and Society, (4) Dr. Bertram Brown, director of the National Institute of Mental Health and (5) John Finlator, who retired this year as deputy director of the Justice Department's Bureau of Narcotics and Dangerous Drugs. He stated, "I know I'm the first lawman of my stature to speak out, but it's about time -- the ineffectiveness of the criminal laws as a deterrent is astounding". We agree.

Some others in favor of decriminalization include: Department of Social Relations, Episcopal Diocese of Los Angeles; Executive Committee of the Christian Church (Disciples) in Southern California; Los Angeles Junior Chamber of Commerce; KNBC-TV; KABC-TV and eleven state legislators.

It appears that the concept of decriminalization is being accepted by the courts in Canada. In addition, the prestigious national organization, Consumer's Union, has just announced its advocacy of complete legalization of marijuana. They state that "No conceivable law-enforcement program can curb its availability."

We feel that by refusing to actually legalize marijuana, its use can still be discouraged. Perhaps, as a fad, it will pass. The Jury's primary concern is that the private user be totally removed from possible prosecution by the criminal justice system.

Some members of the President's Commission recommended a *civil fine* for possession (similar to a parking ticket). This is an idea which has already been adopted by the city of Ann Arbor, Michigan. The Committee might accept this plan as a reasonable alternative.

For further documentation and complete explanation of our recommendation, read the original statement of the National Commission on Marijuana and Dangerous Drugs, published by the Federal Government and entitled, "Marijuana, A Signal of Misunderstanding".

DRUGS AND TELEVISION

The social problems of this country which include racism, war and poverty, are said to be underlying factors in drug abuse. Some feel that television has contributed significantly to the cause of drug usage. This Committee wishes to add its voice to the brave few who have attacked television as "the biggest pusher of them all".

Senator Frank Moss has observed that "the drug culture finds its fullest flowering in the portrait of American Society which can be pieced together out of the hundreds of thousands of...commercials. It is advertising which mounts so graphically the message that pills turn rain to sunshine, gloom to joy, depression to euphoria, solve problems and dispel doubt".

A T.V. commercial states, "Leave your feeling of tension behind and slip into a quiet world. You feel calm, more relaxed with...the new modern calmative". T.V. ran almost \$20 million worth of ads for sleeping aids alone in 1969.

Television teaches, with continuous air-hammer effectiveness, the dangerous and debilitating lie that the solution to all life's problems and nagging anxieties can be found in a product, preferably one that is applied to the skin or taken into the body. It has educated our children to go for the quick solution and urged us all to seek "better living through chemistry". John Ingersoll, of the Bureau of Narcotics and Dangerous Drugs, has called it the "take something" philosophy. We feel that the targets of this philosophy are our children from age three.

A lone voice on the FCC is Commissioner Nicholas Johnson who has stated that T.V. is intimately involved in selling drugs and urges that we put a stop to the "grey flannel pusher". When Johnson suggested that drug advertising be banned from television and reminded the industry that it might be contributing to the 300,000 drug deaths each year, he was told by other members that the Commission must not act too hastily because the drug industry produces \$100 million a year for the broadcasters!

The government did act this year in regard to the manufacture of pharmaceuticals. In the previous year, some 8 billion amphetamine pills had found their way into the black market. This year the production quota of such pills was cut to 83% *below* last year's level. On November 1, 1972, the Bureau of Narcotics and Dangerous Drugs proposed changing the status of barbiturate drugs into a higher category. This would forbid telephonic prescriptions and refilling without a new prescription. The possibility of lowering production quotas was mentioned but not specifically spelled out.

THE COMMITTEE RECOMMENDS: Federal action on barbiturate production quotas and on the banning of drug commercials.

Letters have been written to prominent members of the government who will hopefully use their influence to bring about meaningful change.

DIVERSION PROGRAMS

The cost to County taxpayers for *juvenile* arrests and detention is well over \$1,000,000 per month. Of this total at least 50% relates to use of dangerous drugs or narcotics. It is not possible to break down the cost in adult arrests.

In 1961 California enacted the strictest drug laws in the nation against sale and possession; in spite of this, since that time there has been a 2000% increase in narcotics and drug abuse. The California Youth Authority has just instituted a program for juvenile drug offenders under which California Council on Criminal Justice funds will be used to contract with local agencies for treatment of children who are wards of the court.

WE RECOMMEND: The earliest possible action be taken to enlarge existing programs and add new ones which will provide for diversion of drug users out of the criminal justice system and into treatment programs.

There is convincing evidence that addicts are not being deterred by legal sanctions nor being rehabilitated nor cured in jails.

BUSINESS AND INDUSTRY

The drug abuse problem in this County is not confined to youth, nor to the unemployed. Hundreds of factories and business firms are concerned about employees using drugs both on and off the job (at high cost in terms of absenteeism, accidents, inefficiency and morale).

Ray Cormier, of the Greater Los Angeles Office of the National Safety Council, has consistently urged that leaders of business and industry be brought into the planning process. To this end, his organization sponsored the San Clemente White House Conference.

The Committee feels that industry can provide funds for programs specifically set up for their employees, with the technical skills being provided by both the public and private sectors. We urge that they be included in current planning.

TECHNICAL ADVISORY BOARD

WE RECOMMEND: That the Supervisors avail themselves of a committee of experts appointed by the Los Angeles County Medical Association and the Southern California Psychiatric Society who would serve as an unpaid panel of advisers dealing with problems relating to drug abuse.

This medical-psychiatric advisory panel would be completely removed from the

arena of political or community conflict and would serve only for the purpose of edification and assistance in understanding the problems. They would have no power to pass on or develop programs and would not in any way be involved in treatment.

They could advise on (a) technical problems in program development (b) developing models for programs (c) technical assistance in the areas relating to evaluation methods and diagnostic and referral techniques.

They would be at the service of the Board to provide information only.

SUMMARY

Drug abuse continues to be a major problem in Los Angeles County and massive funds will be needed from state and federal agencies.

It was extremely gratifying to this Committee when the Comprehensive Drug Abuse Plan was adopted by the Board of Supervisors. It will require effort and cooperation from all concerned to bring about implementation of the Plan. Funds should be provided for preliminary staffing.

The Narcotics Commission should play a major role in evaluating legislation and work more closely with service providers. It should not evaluate programs nor approve grant applications.

There are some 187 independent treatment facilities in this area. They represent a wide range of philosophies and methods. Certain programs are better for specific types of clients. We encourage diversity and innovation but recognize that: (1) There must be immediate efforts to set up evaluative procedures and (2) It is urgent that methods be developed for proper referrals.

Prevention and education are in need of more funds, but not until we can be reasonably sure that the program funded is getting measurable results.

Detoxification beds should be available in each regional area.

Paraprofessionals are very effective but should receive special training and supervision.

More methadone clinics are needed immediately. The private sector should provide these under contracts from the County. Experimental programs with nonnarcotic substances should be funded.

Use of marijuana should be discouraged. At the same time, users should not be subject to criminal penalties for use of nor for private possession. Civil fines may be another way of handling the problem.

Television is encouraging children and young people to "take something" no matter what the problem. This encourages illegal drug use in later life. All drug commercials should be banned from T.V. Barbiturate production quotas should be imposed on pharmaceutical manufacturers.

Drug users are not cured in jails. Courts should have more avenues of referral to programs of diversion outside of the criminal justice system for drug offenders who are not sellers.

Business and industry should have more input into planning processes and should be encouraged to provide funds for programs.

An independent, nonpolitical, medical-psychiatric board should be formed to advise the Supervisors on technical problems.

SOURCE MATERIAL

We wish to thank all the speakers who appeared at Committee meetings and before the full Jury, staffs of private and public agencies who were gracious hosts during our visits and the County agencies and departments who helped us and supplied us with the information when called upon. Source material for all data in this report is available in the Committee's files.

Respectfully submitted,

Gloria M. Coodley, Chairman
Margaret B. Lusk, Secretary
Julian N. Cole
Beverly Logan
Frank G. Morales
George A. Peck, Jr.
Ruth Rickles
Earle Y. Sullivan
Charles R. Wheeler



ERNEST PAIK

MICHAEL J. DILLON

PABLO A. CARTAGENA

WALTER MAIER

GLORIA EINSMANN
Secretary

ROBERT G. METZNER
Chairman

RUTH RICKLES

THE SOCIAL SERVICES COMMITTEE

REPORT

SOCIAL SERVICES COMMITTEE REPORT

The Social Services Committee of the 1972 Grand Jury devoted its major efforts to a study of the County hospitals, a subject not covered by the previous Grand Jury. We visited the County USC Medical Center, the Long Beach General, Harbor General, Cerritos and Martin Luther King hospitals, some twice. In addition to touring the facilities we discussed current problems and future plans with the hospital administrators. Wherever possible we interviewed representatives of the community.

While studying Martin Luther King Hospital, we became interested in a NASA funded research project being conducted by the Jet Propulsion Laboratories (JPL). The project director discussed with the Committee the functions of a modern systems study organization. We were impressed with the contribution such organizations can make by applying to our complex social problems the "know how" that conquered space.

Our attention to hospitals did not diminish our responsibility to the greatest social service problem in our County, the welfare system. It is administered by the Department of Public Social Services (DPSS). We visited several DPSS offices and the Food Stamp Administration. Our Committee had a number of discussions with welfare administrators, the welfare workers and the recipients of welfare. The complexity of the DPSS and the welfare juggernaut it administers cannot be studied in its entirety by a committee which functions for only one year. Specific areas of concentration within the DPSS will be delineated in a later section.

HOSPITALS

LONG BEACH GENERAL HOSPITAL

When the private hospitals of Long Beach requested the Grand Jury to look into the proposed reconstruction of Long Beach General Hospital, the matter was forwarded to the Social Services Committee.

Liston Witherill, then Director of the Department of Hospitals and Henry Clock, a member of the Board of Directors of Long Beach Memorial Hospital, were invited to discuss the situation with the Committee. The meeting not only informed us on this question but also revealed a communications gap. Interested citizens of Long Beach thought construction was imminent and unnecessary. They were concerned about the already increasing number of vacant beds in the Long Beach hospitals.

Mr. Witherill clarified these points: (1) That the new Long Beach General Hospital had not yet been approved by the Board of Supervisors. (2) That the decision would not be made until the Task Force of representatives of various community groups had completed their reports.

Two reports were studied by this Committee: (1) The Souder-Clark Report which was prepared at the request of the County and (2) the Batelle-West report which was prepared at the order of the Long Beach private hospitals.

A subcommittee of the Social Services Committee attended what had been scheduled as the final summation meeting of the Task Force. This meeting clarified the positions of opposing factions. The Chairman attempted in vain to secure unanimity on the major findings of the Task Force. By 2:00 a.m. it was apparent that another meeting would be necessary to finalize the report to the Board of Supervisors and that unanimity was impossible. The major differences revolved around contracting for acute services at private hospitals. The labor and welfare representatives were opposed. They stated that private hospitals do not welcome nor offer civil treatment to poor people. As one leader of Welfare Rights Organization stated, "We are turned off the moment we enter the door; all of their personnel are trained to insult or ignore us". On the other hand, the representatives of private hospitals and one doctors' group fought bitterly against the additional acute beds, but they were in the minority. The final report supported a public hospital for acute services and gave only lip service to the contracting of specialized services.

Our Committee felt that it was necessary to know the effect of the forthcoming national health insurance plans on hospital population before an evaluation of the Long Beach General Hospital proposals could be completed. To this end Dr. Harold Graning, Administrator of Hill-Burton Act funds, was consulted at his office in Rockville, Maryland. The resources of his office and his counsel greatly assisted us in our recommendations.

Since the \$385,000,000 hospital construction plans were proposed there has been a marked drop in hospital bed requirements in Los Angeles County. This will be further reduced in the years ahead due to several factors:

1. Hospital bed occupancy drops materially every weekend as ambulatory patients are released whose sole reason for hospitalization is the clause in their insurance policies barring nonhospital payments for medical attention. These insurance policies will be phased out as national standards are set which cover office visits and with them the resultant unnecessary bed occupancy.
2. The augmentation of plans for ambulatory health maintenance centers will treat many ailments in their early stages, preventing the complications which might lead to hospitalization.
3. As the national health insurance policies become available for lower income families they will be able to afford better hospital service, i.e., occupying two-bed rooms rather than multi-bed wards. The County hospitals will have to upgrade their facilities if they wish to compete — or they may elect not to compete and close down the wards.

During our discussion the complaints of the labor and welfare task force members were conveyed to Dr. Graning. The Committee also suggested that he use his administration's influence on the private hospitals to change their image so that they can be of service to all levels within their communities. Dr. Graning stated that all hospitals built with Hill-Burton funds are required to devote a "reasonable" amount of their facilities to community services, but that no minimum standard has been established. We later learned that a federal investigation is underway to check private hospital compliance with this requirement.

MED OCHO

Our Committee also studied the Med Ocho Program at County USC Medical Center. (Ocho means eight — the facility is located on the 8th floor). We met with a group of representatives of the Mexican-American community who discussed the program and its importance in bridging the health care gap in the Spanish-speaking community. On learning of Model Cities opposition to the continuation of funding of the enrichment portion of Med Ocho, the Committee determined that a major objection was predicated on the fact that out of 110 beds in the Med Ocho facility, 70% were occupied by residents outside the Model Cities area. Their other objections were conveyed by our Committee to the Med Ocho administrator.

Because Model Cities support was to expire on October 31, 1972, the following resolution was passed by the 1972 Grand Jury on October 11, and conveyed to the Board of Supervisors through Supervisor Ernest E. Debs:

WHEREAS the Med Ocho program at County USC Medical Center will no longer be supported by the Model Cities funds after October 31 and

WHEREAS after due consideration the Los Angeles County Grand Jury believes that the enrichment portion of Med Ocho is of substantial benefit to the Mexican-American community of Los Angeles County

THEREFORE be it resolved that the Los Angeles County Grand Jury urges the Los Angeles County Board of Supervisors to vote the necessary funds to continue the enrichment program of Med Ocho.

LEASING HOSPITAL SPACE

County USC Medical Center administrators describe the Med Ocho program as a "hospital within a hospital". It has its own staff, laboratory, admitting, pharmacy and medical staff — even its own independent air-conditioning system. The existence of such a unique facility leads us to another recommendation regarding health care facilities in the communities served by the County. The desirability of contracting for idle hospital facilities has been voiced from many qualified sources. Those opposing this concept have cited legal complications and objectionable admitting

practices as arguments. Both of these objections would be obviated if the County leased idle wards in private hospitals under standard premises lease procedures and created Med Ocho-type facilities in communities in need of public hospital services. A national health insurance program will reduce the need for public hospitals. The current needs could be met while flexibility could be maintained to phase out unneeded facilities.

MARTIN LUTHER KING HOSPITAL

Prior to visiting the new Martin Luther King Hospital the Committee reviewed the NASA study. A part of the NASA study indicated that community distrust and apathy must be overcome before this facility can be of maximum service. The administration and staff are fully cognizant of their problems. Educational and social outreach programs have been instituted to integrate the facility with the community it was established to serve. The effectiveness of these programs can be measured more by the number (tens of thousands) of ambulatory cases (since May 1972) than by the number of beds in use.

WE RECOMMEND: That the review on building additional acute facilities in Los Angeles County not apply to Martin Luther King Hospital and that the planned phases already scheduled be implemented for the continued growth of this facility.

ADMITTANCE PROCEDURES

The Committee received complaints of inordinate admitting delays at Harbor General Hospital and County USC Medical Center. On visiting these institutions we determined that the complaint at County USC was unfounded. Harbor General did have a problem that was brought to administrative attention. Later in the year we again checked Harbor General and found that the flow of patients through admitting had greatly improved as a result of new procedures.

COUNTY LIBRARIES

The Committee undertook an investigation of employment practices within the library system. The inquiry was based on complaints by the employees. A study of employment records disclosed an ethnic imbalance, particularly in higher and more responsible positions. These findings were confirmed by the FEPC hearings. An Affirmative Action Program that meets FEPC standards has been established. Its implementation has posed difficulties due to lack of qualified applicants where personnel cannot be upgraded and upgrading is impeded by Civil Service requirements. Minority librarians and supervisors having superior ratings in interviews fail to qualify among the required "top three" on the written Civil Service examinations.

Recent results of tests for librarians follow:

| SUBJECT | NO. OF APPLICANTS | MINORITY APPLICANTS | EXAMINATION RANKING (in top ten) |
|-------------------------|----------------------|------------------------|--|
| Principal Librarian | 33 | 10 | 1,2,3,4,5,7 Caucasian 6,8,9,10 Minority |
| Senior Librarian | 54 | 11 | 1,2,3,4,7,8,9 Caucasian 5,6,10 Minority |
| Senior Librarian Ass't. | 51 | 7 | 1,2,3,5,6,7,8,9,10 Caucasian 4 Minority |

The Committee found this to be a County-wide Civil Service problem and

THEREFORE RECOMMEND: This matter to the 1973 Grand Jury for continued study and investigation for all departments of Los Angeles County.

DEPARTMENT OF PUBLIC SOCIAL SERVICE (DPSS)

BUDGET ITEMS REDUCTION

The decreasing welfare rolls occurring in our County for the first time during the 1971-72 year was a subject of the Social Services Committee's attention. We wanted to determine whether commensurate and appropriate reductions would follow in employee items budgeted in 1972-73. We noted that the DPSS administration endeavored to avoid layoffs by downgrading 1,296 employees (in lieu of layoff) despite the fact that a charter amendment is needed to justify this action. Union representatives complained that workers were being downgraded or laid off but that administrative personnel were being increased. Conflicting figures hindered the resolution of the problem.

MACLAREN HALL

The Social Services Committee and the Education Committee visited MacLaren Hall. This facility operates under the supervision of both the Probation Department and Department of Public Social Services. The present facility is a rambling "hacienda-type" structure from the early thirties. We believe that imminence of a new facility has led to some neglect of the old. To correct this, letters were written to the Administrator of the Hall by both Committees, citing this problem. Copies were sent to the Director of the Department of Public Social Services and the Chief

Probation Officer. A follow up several months later found only partial correction.

The children remain at MacLaren Hall for a short time. They see only the present buildings. Their planned replacement with fine new structures is of no benefit to them now. The present population is entitled to the best that can be done with the existing facility.

The children's present dormitories are directly adjacent to the site of the proposed new office buildings. The children should not be exposed to the dangers and noise of construction. Therefore,

WE RECOMMEND: That when the construction of new buildings is scheduled, the new dormitories be completed before other buildings are started.

This will allow the children to be housed in new quarters at a distance from the construction site of the office buildings.

WELFARE SYSTEMS

Unimpeded by the trees, the Committee took an overall view of the "forest" that is our County's welfare system, the Department of Public Social Services. In all its many functions the activities of this Department have become so complex that no simple solutions will suffice to correct the abuses inherent in the system.

Each session of the State Legislature and the national congress patches and props up this ungainly edifice. A continuing stream of orders and directives bombard the DPSS at the County level as the new legislation and statutes are implemented or modified. This condition must be taken into account in any criticism of the DPSS in Los Angeles County.

Welfare rolls are down for the first time in many years. Judging from complaints from welfare workers this is due in part to reduced eligibility rather than reduced need. On the other hand the reports of abuses are on the increase in spite of all efforts to control. We believe that only a total replacement can bring material results in correcting the basic faults. On October 30, 1972, a bill providing uniform benefits by federalization of part of the welfare program was signed into law. Unfortunately the provision for *structural reform* of the basic welfare system was killed by the Senate along with the funds for a test of a new Family Assistance Plan. A comprehensive systems study of welfare needs to be made. This could be conducted by one or more of the capable "think tanks" available to Los Angeles County.

WE RECOMMEND: That the Board of Supervisors apply for a federal grant to make a complete study of the County welfare system. When completed, it could serve as a model for a national program.

New legislation will federalize Old Age Security, Aid to the Blind and Aid to the Totally Disabled beginning January 1, 1974. Transfer of these programs from the DPSS to the Federal Government will greatly affect County staffing of these functions.

WE RECOMMEND: That the DPSS take immediate steps to study and coordinate the massive layoff, downgrading and transfer problems affecting the employees now involved in the programs to be federalized.

IDENTIFICATION FOR WELFARE RECIPIENTS

Past Grand Juries have noted the ease with which the DPSS can be defrauded both from without and within. No system can have a perfect record and costs of tightening security must be weighed against losses. The Department appears to agree with this Committee's recommendation of an identification system for welfare recipients but argues that direct losses are too small to cover the costs. They admit that *merchant* losses from warrant frauds are over \$1,500,000. We believe such losses to taxpayers are a County responsibility.

Since the DMV has a system of nondriver identification that would cost approximately \$500,000,

WE RECOMMEND: That all nondriving welfare recipients be provided with identification immediately — not waiting for statutes requiring such identification.

If the DPSS pays the cost and educates the welfare recipients to obtain identification from the DMV we can hope that most of the nondriving recipients (66%) will avail themselves of the opportunity. This will bring an added benefit to the welfare recipient since many are now being charged 1% or more for the privilege of cashing warrants without acceptable identification.

AFDC ABSENT FATHER PILOT PROGRAM

The collection of payments under Aid to Families with Dependent Children (AFDC) has been a function of the Department of Public Social Services. A pilot project has been underway at the West Los Angeles office of the DPSS whereby collections would be transferred to the District Attorney's Office. At the suggestion of the Audit Committee, the Social Services Committee undertook a study of this transfer.

The pilot project started in May of 1972 now has 27 employees. The heads of families with absent fathers are sent directly across the hall to the District Attorney's Office to register their complaints immediately. Heretofore, the complaints have not been brought to the District Attorney's attention until months of delinquency

have passed. Thus, locating the delinquent father became much more difficult.

The Committee's interest centered on the feasibility of transferring the DPSS-AFDC staff to the newly created AFDC Collection Office of the District Attorney at the West Los Angeles DPSS. Several eligibility workers have been temporarily transferred from the DPSS to the DA pilot project. If minor pay differentials prevent the permanent transfer of these employees it could seriously affect the cost of the entire program. There are eleven offices to which the program is applicable. Approximately 30 eligibility supervisors and over 200 eligibility and clerical workers would be involved. To prevent duplication of costs to the County,

WE RECOMMEND: That the pay scale of eligibility workers and supervisors in both departments be coordinated. Should the success of the pilot program result in County-wide transfer of AFDC collections, the DPSS will not find itself with another group of surplus employees.

FOOD STAMP MAILING

New provisions of the Public Assistance Withholding (PAW) program provide for mailing of food stamps directly to recipients. The costs would be deducted in advance from welfare checks. The program was to begin July 1, 1972. We were immediately concerned with the inherent dangers in mailing the freely negotiable stamps. Aware of this problem, the DPSS had proposed to the United States Department of Agriculture that warrants be issued instead. These could be negotiated only by the properly identified bearer. This proposal was accompanied by the suggestion that quantities of low denomination stamps be made available to merchants. The client could receive "change" if the full amount of the warrant were not purchased at one time. Change in legal tender would negate a part of the food stamp purpose. At the request of DPSS, implementation of food stamp mailing was delayed in Los Angeles County. The Grand Jury supported the DPSS proposal to substitute warrants for food stamps. The USDA opposed the plan. They stated in substance:

The Department of Agriculture (USDA) assumes all liability for lost or stolen stamps. If such losses become excessive they are to be notified. Since the U.S. is responsible under a coupon obligation, they cannot permit an entity such as Los Angeles County to obligate the federal government with warrants. If warrants were used two options would be open. The store could cash the warrants and give change in dollars. This would permit the recipient to spend the dollars on nonagricultural products. The store could give stamps in change, necessitating stocks of small denomination stamps, but the USDA is opposed.

We viewed the position of the USDA regarding issuance of warrants as invalid since the County issues warrants for welfare as a standard procedure. This is an obligation of the Federal government which is apparently unfamiliar to the Department of Agriculture. Their position in regard to the stamps for change is arbitrary since retail

stores are handling thousands of stamps at the present time. Despite protests, the pilot food stamp mailing program was started October 1, 1972. It covers only 4% of the food stamp rolls in Los Angeles County. Since the new welfare bill permits the use of warrants,

WE RECOMMEND: (1) That the DPSS adopt a system of warrants requiring identification of the recipient and that (2) the USDA be encouraged to allow merchants to provide change in small denomination food stamps.

RECOMMENDATIONS

HOSPITALS

That Long Beach General Hospital be rebuilt only for its present specialized functions and that no new acute beds be added in the new facility. The new construction at the hospital should be compatible with the surgery building opened this fall so that this new facility need not be abandoned.

The entire \$385,000,000 hospital construction program should be reevaluated in light of current trends.

The Health Department should establish a program to encourage private hospitals to improve their image in regard to admission policies toward the less affluent. This will partially fulfill their commitment to Hill-Burton and increase the potential use of their idle facilities.

That the enrichment program of Med Ocho be continued at County expense if the cost cannot be covered by federal grant.

The feasibility of leasing large contiguous space (such as entire floors) in private facilities should be studied with the view that they be staffed and operated by the County, in lieu of new structures.

Martin Luther King Hospital should be completed as scheduled according to its present master plan.

LIBRARIES

The weight given to the written Civil Service examinations should be reduced relative to the weight given for performance and experience. The Civil Service examinations for Librarian (Principal and Senior) should be reviewed for pertinence and appropriateness for the position. The ethnic balance as projected in the Public Library's Affirmative Action Program requires exceptional recruiting and upgrading efforts.

The 1973 Grand Jury should continue the study of the Civil Service problem.

DEPARTMENT OF PUBLIC SOCIAL SERVICES

A reduction or downgrading in DPSS administrative positions where appropriate.

New dormitories at MacLaren Hall be completed before other buildings are started.

That Los Angeles County seek a federal grant for a total systems study of DPSS. The grant should cover the services of competent private systems study organizations.

That DPSS take immediate steps to study and coordinate the vast personnel changes that will occur January 1, 1974 when Old Age Security, Aid to the Blind and Aid to the Totally Disabled become federal functions.

The photographic identification system of the DMV should be provided at County expense for all welfare check recipients who do not have driver's licenses. This should be coupled with an educational program to encourage non-drivers to avail themselves of this service.

That the pay scale of eligibility workers and supervisors in the DPSS and District Attorney's Office be coordinated. Should the AFDC Absent Father Pilot Project prove feasible, the transfer of personnel will be facilitated.

That DPSS adopt a system of warrants requiring identification of the recipient and that the USDA be encouraged to allow merchants to provide change in small denomination stamps.

Respectfully submitted,

Robert G. Metzner, Chairman
Gloria L. Einsmann, Secretary
William J. Braddock
Pablo A. Cartagena
Michael J. Dillon
Margaret B. Lusk
Walter Maier
Ernest Paik
Ruth Rickles



FRANK G. MORALES MURRAY H. STRASBURG CHARLES R. WHEELER WALTER MAIER ROBERT G. METZNER

RALPH L. INGLIS

LESLIE E. KELLY
Chairman

MARIE Y. SHIBUYA
Secretary

THE AUDIT COMMITTEE REPORT

AUDIT COMMITTEE REPORT

AUDIT PROGRAM

After interviewing representatives of a number of public accounting firms, the Committee selected Mr. Donald R. Rager, a partner of Peat, Marwick, Mitchell & Co. as the Contract Auditor for the 1972 Grand Jury. The projects selected were as follows:

1. Child Support Collection System
2. Music and Performing Arts
3. Office of District Attorney
4. County Revolving Funds
5. Purchasing and Stores Department
6. Office of Public Administrator and Public Guardian
7. Department of Public Social Services
8. Harbor General Hospital
9. Review of prior years Recommendations (Listed by previous Audit Committees for review).

Early in the year, a complaint was received relative to suspected irregularities at County-operated golf courses. The Contract Auditor was instructed to make a surprise cash count which revealed some discrepancies. There were also apparent violations in the reporting of hours worked by supervisory personnel. The Director of Parks and Recreation was informed orally and took prompt action. His investigation resulted in separation of two supervisors and suspension of two other supervisors. In addition, the Golf Course Policy Manual has been updated and rewritten to tighten up the areas that were either lax or ambiguous. No formal report is being issued by the Contract Auditor.

All detailed reports and recommendations concerning the nine projects are contained in individual reports. These have been sent to the departments involved and their managements. These reports will be combined in a separate bound volume for ease of reference after receipt of any comments from County officials relative to the audit recommendations. Limited distribution will be made to the Board of Supervisors, the Chief Administrative Officer, the Auditor-Controller and certain libraries and universities, as well as other interested organizations.

The Contract Auditor's reports contain his comments and recommendations with the exception of certain recommendations or suggestions of a relatively minor internal "housekeeping" nature concerning the Purchasing and Stores Department. A letter containing these suggestions was sent directly to the Purchasing Agent after review by the Audit Committee.

Certain findings and recommendations, however, are of such major importance that they are commented upon in the following paragraphs.

REPORT NO. 1 – CHILD SUPPORT COLLECTION PROGRAM

This audit examination was made in compliance with a new code section (10602.5) of the California Welfare Reform Act of 1971 which added to the Welfare and Institutions Code the mandate that:

“An auditor appointed by the grand jury shall annually review the child support collection program of the county and comment in writing upon the performance of the duties involved therein by any county agency so concerned. It shall cause a copy of such report to be transmitted to the Board of Supervisors and the department” (State Department of Social Welfare – SDSW).

The above section became effective in October, 1971. It is the first mandatory requirement to review a single program in its entirety. The new section is also the first legal authority for an auditor appointed by the Grand Jury to perform in essence, a management type audit (“comment in writing upon the performance of the duties involved therein...”) as well as audits of financial data and relevant procedures required under Penal Code Sections 925, 929 and optionally permitted under Section 933.5.

Some eleven county agencies are involved in various aspects of the program. This program is extremely large in Los Angeles County which has about 35% of the state's population. (According to estimates of SDSW, Los Angeles County has about 45% of all cases which involve absent parents). Because of these factors, the Audit Committee requested the Los Angeles County Counsel to advise whether W&I Code Section 10602.5 indicated that a review of all departments involved in the child support program is required.

By letter dated March 16, 1972, the County Counsel advised that:

“It is our opinion that the Grand Jury must review such departments that, in its opinion, are necessary to furnish it with an opinion as to the operation of such function. If the program is capable of review by an examination of a single department, your determination to do so would comply with the mandatory provisions of law. If, in your opinion, other departments must necessarily be reviewed, nothing in the law prohibits such a determination by you.”

Further:

“The Grand Jury may take cognizance of the fact that the new section was adopted as part of the Welfare Reform Act and give consideration to a primary emphasis to a review of that department's operations concerned with collection from parents for aid furnished their children. Such a review would certainly be within the Grand Jury's authority and, in our opinion, would comply with the provisions of Section 10602.5.”

Since almost all of the administration of the program is performed by only three departments, the determination was made to concentrate the review on the Office of the District Attorney, the Department of Public Social Services and the Auditor-Controller as Court Trustee. These departments are assisted by other departments including the courts, law enforcement and Probation. In addition, the County Clerk prepares and processes petitions under the Reciprocal Enforcement Support Law ("RESL Cases") involving absent fathers in other jurisdictions. The Data Processing Department is responsible for providing electronic data processing services.

OFFICE OF DISTRICT ATTORNEY – CHILD SUPPORT DIVISION

The primary function of the District Attorney's Office in the Child Support Collection Program is to provide the enforcement function and to seek prosecution of those who fail to meet their obligations to provide financial support for dependent children.

The Child Support Division and the Regional Child Support Offices appear to be functioning efficiently under the present organization and system. However, suggestions were made for consolidation of certain functions in the interest of more systematic procedures, greater control over legal matters and improved utilization of personnel.

In February, 1972, the Board of Supervisors approved a six-month pilot program, known as the West Los Angeles Pilot Project, to be under the supervision of the D.A. Under this authority, a D.A. regional child support office has physically merged its staff with the DPSS Child Support Unit in the West Los Angeles DPSS District office. At the time of our review, the pilot program had not developed enough operating experience to permit analysis of its performance. However, the principles underlying the project appear to be sound and in the best interests of a more effective child support collection program.

CONCLUSION

The District Attorney's discharge of his responsibilities in connection with the Child Support Collection Program appears to be operating effectively under the present system.

DEPARTMENT OF PUBLIC SOCIAL SERVICES – CHILD SUPPORT COLLECTION PROGRAM

The Child Support Units of DPSS are presently charged with the responsibility of interviewing applicants for welfare when (a) an absent parent is involved, (b) searching for absent parents is required, (c) obtaining an agreement to support or referring

cases to the D.A. and (d) following up on cases involving either DPSS or D.A. agreements. Prior to March 1, 1972, the Child Support Units were a part of the regular welfare eligibility organization on which date these units were placed under the Bureau of Special Operations.

This unit of DPSS is responsible for advising the D.A. of Failure to Provide cases and for advising the Court Trustee of all support agreements in welfare-related cases to be channeled through the Court Trustee. Payment histories and processing delinquent payment notices are also the responsibility of the DPSS-Child Support Unit. Case histories, including case maintenance data, financial data pertaining to allowances authorized and actually paid, are also the responsibility of this unit of DPSS. There are approximately 245,000 absent parents of children on welfare in the County. Agreements for child support have been reached with about 25,000.

The most important observations of the Contract Auditor relate to "direct pay" support cases, initiating cases through Court Trustee Notification and Delinquency Processing.

DIRECT PAY SUPPORT CASES

RECOMMENDATION NO. 1-16: "All direct payment, welfare-related, child support payments now being processed by DPSS Child Support Units be transferred to the Court Trustee system."

Of approximately 25,000 agreements with absent parents for child support only about 10,000 utilize the services of the Court Trustee. The majority of the payments are made directly by the absent parent to the parent with custody of the children, probably under agreements preceding the effective date of the Family Law Act of 1970.

Processing of all cases involving welfare through the Court Trustee system would provide automated delinquency processing. Also this would augment receipts from the State Support Enforcement Incentive Fund (SEIF) which amounts to 21.25% of absent parent contributions relating to welfare cases. This fund is intended to offset some or all of the County's administrative costs related to the Child Support Collection Program. Direct payments by absent parents not deposited in the welfare fund and reported to the State as abatements of expenditures are not claimable for SEIF monies.

INITIATING CASES – COURT TRUSTEE NOTIFICATION

RECOMMENDATION NO. 1-19: "Child Support Units (CSU) forward a Welfare Agreement (form CA 290A) along with the Notification to Court Trustee (PA450) on all new cases."

The Family Law Act of 1970 requires that all support payments in welfare-related cases be made through the Court Trustee system. When the Child Support Unit interviews the absent parent and obtains a support agreement, the absent parent is given cards with which to submit the first payment to the Court Trustee. At the same time the CSU prepares and sends a Notification to the Court Trustee. The practice of the Court Trustee has been to delay establishment of the case in the computer system until the first payment has been received. Part of the rationale for this procedure has been that the Notification does not contain sufficient data to establish the case since the form contains data related primarily to the welfare recipient and not to the absent parent who will be making payments.

In order to have sufficient data to set up the case on the computer, the Court Trustee needs a copy of the Welfare Agreement which contains payor and payment data. If the Child Support Unit were to provide a copy of the Agreement with every Notification the case could be set up on the Court Trustee's system prior to receipt of the first payment. Some Child Support Units attach a copy of the Agreement to the Notification but it appears that this is not the practice in all units.

DELINQUENCY PROCESSING

**RECOMMENDATION NO. 1-20: "The Child Support Units discontinue the posting and updating of Payment History Control Cards."
(Form PA 14)**

The Payment History Control Cards are posted either from direct payments received or from a Payment History Card received from the Welfare Data Center for those cases paid through the Court Trustee. Based on a monthly review of these cards, delinquent payments should be identified and notices initiated.

Key observations of the Contract Auditor were:

"Our review of delinquency processing indicates that the system is not working effectively. Data supplied by DPSS...indicate that out of a total active case load of 245,000 cases, only 210 delinquency notices were processed...The primary reason for this situation is that, for several months, the Child Support Units did not receive computer-prepared Payment History Cards from the Welfare Data Center...Therefore, at the time of our review, the Failure to Provide Payment Control Cards in most Child Support Units had not been updated since June 1971."

CONCLUSION

Since transfer of the Child Support Units from the regular welfare eligibility organization to the Bureau of Special Operations, some progress has been made in procedural changes to make processing more efficient. However, some records do not

appear to be maintained on a current basis and delinquency processing is not current and is ineffective. Both of these failures may materially affect the County's ability to collect from absent parents.

Since all welfare-related child support payments are not being processed through the Court Trustee system, the County's ability to collect monies from the State Enforcement Incentive Fund (SEIF) is also affected. SDSW Circular Letter Number 2571 (January 5, 1972) sets forth the rule that beginning July 1, 1972 SEIF monies will be claimable only for support payments, collected by the County, that are deposited in the welfare fund and reported as abatements of expenditures.

It is recognized that some system modifications are in the process of implementation, which may correct a part of the deficiencies noted. However, transfer of all direct pay child support cases involving welfare to the Court Trustee system require administrative (and perhaps, judicial) decision and direction. It appears that the Family Law Act of 1970 requiring all support payments in welfare-related cases to be made through the Court Trustee has been applied only to cases originating after the effective date of the Act.

IT IS RECOMMENDED: That the Board of Supervisors and CAO take whatever action is necessary to direct that all welfare-related child support payments be transferred to the Court Trustee system.

COURT TRUSTEE/AUDITOR-CONTROLLER

The Court Trustee function was established pursuant to Section 580.4 of the Welfare and Institutions Code. Section 99.12 of the County Administrative Code designates the Auditor-Controller as Court Trustee. This office is responsible for acting as a third party for (a) collection and disbursement of enforceable child support payments, (b) sending payment and delinquency notices to payors and (c) notifying the D.A. of delinquencies relative to enforceable cases. The Court Trustee receives and disburses about \$24 million per year. There were approximately 42,000 enforceable cases of all types on file in September.

Review of the Court Trustee's function resulted in disclosure of many deficiencies in the Office. Among them, the following appear to be the most serious:

1. High employee turnover, absenteeism, low morale and apparent lax supervision resulting in inefficiencies and low productivity.
2. A "suspense account" is maintained for payments, refused or returned warrants, misdirected payments, bad checks, lump sum payments received in advance and other items not clearable through the normal computer-maintained file system installed in July, 1971.

On June 30, 1971, the detail balance of suspense items was about \$250,000. It had increased to about \$900,000 by June 30, 1972 and to almost \$1,000,000 by August 31, 1972. This is roughly 4% of one year's total receipts. Although approximately \$300,000 was added to the suspense account in July 1971 through the new computer system conversion there does not appear to be any justification for either the large balance in June, 1971 or the continuous increase in the suspense account balance since that time. This is especially significant since some of the payments received and not yet identified quite possible should have been paid to families with dependent children.

As the result of the foregoing disclosures, the CAO was advised on September 7, 1972, of the situation and was provided with a preliminary copy of the audit report. An urgent recommendation was made that a special Task Force be assigned the task of clearing the suspense account as soon as possible of all identifiable items and reducing the balance to a minimum level.

The CAO accepted this recommendation but the Task Force did not begin work until the first week of October. On November 9, the Auditor-Controller reported that the suspense item balance was reduced to approximately \$700,000. We have been further advised that the suspense account will be reduced to a minimum level by about January 15, 1973. After that date it should include only items which will be cleared on a routine basis within a few days after the item is placed in suspense or cannot be cleared by legal requirements.

3. As of June 30, 1972, there were on hand 6,651 documents received from DPSS which had been received but not processed — an increase of about 6,000 over the unprocessed backlog in May, 1971. These unprocessed documents had increased to more than 9,200 as of August 31, a 50% increase in the two months of July and August. It is certain that many of these documents pertain to items included in the suspense account — items which must be manually researched in lieu of using the Electronic Data Processing (EDP) facilities. Delinquencies and non-receipt of first payments obviously could go undetected until these documents are processed through the system. This could result in a reduction of revenues.

The Contract Auditor recommended that this backlog of documents be processed immediately and that future documents be processed on a current basis.

CONCLUSION

The office of the Court Trustee presently is not functioning efficiently.

IT IS RECOMMENDED: That management and other personnel of the Court Trustee's office be evaluated to determine whether the department has the competent, properly motivated people it needs to do an efficient, timely job in accounting for the trust funds.

IT IS RECOMMENDED: That the Court Trustee system be reorganized to encompass all collections of child support involving welfare. That proper procedures be instituted to ensure current processing of all documents and funds received. The data flowing through this office to the computer should constitute the basis for financial control of the entire Child Support Collection System. This includes all collection for child support (involving welfare cases), delinquency notifications and monies to be received from the State Support Enforcement Incentive Fund (SEIF).

CHILD SUPPORT SYSTEM TASK FORCE

The Board of Supervisors authorized the development of a totally computerized Child Support System on November 24, 1970. However, because of budgetary considerations the Task Force was not organized until the latter months of 1971. The current annual salary cost of the Task Force personnel has been estimated to be approximately \$280,000. (State Department of Social Welfare letter of July 27, 1971 approved the study for 50% reimbursement).

Projections made by the Task Force Project Manager indicate that the earliest date for completion is April, 1976 even with the addition of an unspecified number of programmers. 1979 was specified as the year the project could be completed with the present staff of 16 people and contract consultant(s). Simple arithmetic indicates that if these dates are realistic, the completed project will cost a minimum of \$1.5 million including expenditures to date and more than \$2 million if the project is not completed until 1979.

The Board of Supervisors on October 17, 1972, approved the CAO's proposal based on the fact that (a) SDSW documentation requirements had been completed and (b) Los Angeles County does not employ and is unable to recruit qualified personnel to accomplish the project (according to Civil Service Commission).

Preliminary estimates indicate that the cost of the system design and subsequent programming for the system will be approximately \$2 million. The County will be reimbursed 50% of total cost by the State Department of Social Welfare.

Offsetting benefits now anticipated by the County after completion of the computerized system are increased child support revenue and reduced welfare costs of approximately \$2.5 million annually.

While we agree with the program in its entirety, we also agree with the Contract Auditor's recommendations as follows:

RECOMMENDATION NO. 1-32: "That the Task Force Project direction and control be placed under the auspices of the County Administrative Office rather than the Department of Data Processing."

RECOMMENDATION NO. 1-34: "Task Force Project objectives be expanded to include making timely improvements and additions to the existing system in addition to redesigning the entire system."

CONCLUSIONS OF THE AUDIT COMMITTEE ON ENTIRE CHILD SUPPORT COLLECTION PROGRAM

Our conclusions are as follows:

1. The Board of Supervisors and the Chief Administrative Officer should take whatever action is necessary to direct that all child support payments in welfare-related cases be transferred to the Court Trustee system.
2. DPSS-CSU is not providing the Court Trustee with the data required to establish and control payments received through the EDP facilities. This deficiency should be corrected immediately.
3. The Task Force Project direction and control should be placed under the auspices of the CAO and its objectives should change from design of an entirely new system to making timely improvements and additions within the framework of the present system.
4. In addition to transfer of the Task Force Project to the CAO's direction, we note the observation of the Contract Auditor that "the County's Child Support Collection Program is not operating in an efficient or effective manner." Also "The activities of the program are fragmented among several County Agencies... in many cases procedures are weak...in addition ineffective interagency communication is inhibiting program operations."

We agree that "the most compelling need is the designation of a single agency

having the responsibility and the commensurate authority to channel County resources into a more effective system.”

WE RECOMMEND: That the Board of Supervisors take appropriate action to designate a single coordinating agency to assure achievement of the program goals.

REPORT NO. 2 – MUSIC CENTER AND PERFORMING ARTS

Ten recommendations were made by the Contract Auditor. Principal recommendations concerned operating problems including parking availability for theatre attendees and revenue control procedures.

All recommendations were concurred with by representatives of the Chief Administrator's Office. They are being implemented with the exception of Nos. 2-8 and 2-9 which concern more detailed accounting for services and supplies received from County departments. These are to be studied in an attempt to devise simplified methods for monitoring these costs.

REPORT NO. 3 – OFFICE OF DISTRICT ATTORNEY

The Office of the District Attorney agreed with the seven minor recommendations made by the Contract Auditor.

This report does not include functions of the D.A. pertaining to the Child Support Collection Program which are set forth in Report No. 1.

REPORT NO. 4 – REVOLVING FUNDS

Revolving funds are established on an imprest basis and expenditures made are reimbursed by the Department of the Auditor-Controller. Control balances, therefore, remain constant and the cash on hand plus unreimbursed expenditures should equal the control totals for each of the funds counted.

Of \$1,218,775 of Imprest Funds scattered at 577 locations in County offices, a total of \$1,116,700 of such funds was accounted for in surprise counts and reconciliations.

Except for some recommendations relevant to control of the funds, expenditure approvals and other internal procedures, the majority of the funds reviewed appeared to be in good order. However, it was noted that there appeared to be (a) an excessively large fund in the custody of DPSS, (b) excessive amounts of unreimbursed disbursements were outstanding as part of the revolving fund balance in the office of the Public Administrator-Public Guardian (some for three years or more) and (c)

there were several unresolved cash overages, shortages and unreimbursed cash vouchers outstanding for a long time in funds under the control of the Department of Hospitals.

All departments concerned with audit recommendations agreed with them. Actions necessary to correct the deficiencies have been or will be taken.

REPORT NO. 5 – PURCHASING AND STORES DEPARTMENT

The Purchasing and Stores Department is responsible for negotiating contracts with vendors and purchasing items requisitioned by other departments and special districts within the County. During the 1971-72 fiscal year, about \$100 million of materials and supplies were purchased. An inventory of about \$3.3 million of items is maintained by the department. This inventory is utilized to fill requisitions amounting on an annual basis to about \$20 million or about six times the inventory value.

Many relatively minor "housekeeping" observations and recommendations were made which, after review by the Audit Committee, were incorporated in a separate letter to the Purchasing Agent for his information and consideration.

Of the remaining comments and recommendations included in the audit report the most important were concerned with inventory management and with printing and duplicating facilities.

INVENTORY MANAGEMENT

The Contract Auditor's analysis indicated that the inventory at May 31, 1972 included 15.3% of the total items in stock representing 14% of total dollar value. Based on average consumption this was more than one year's supply of such items. Furthermore, the analysis showed that 34.6% of items with a dollar value of 36.4% of the total inventory were items sufficient for a period of six months or more. The Contract Auditor's recommendation with respect to inventory control was, therefore:

RECOMMENDATION NO. 5-3: "Prepare not less than annually, a high-low usage analysis, together with an evaluation of inventory levels".

Other related recommendations concerning inventory management dealing with scientific methods of inventory control involving economic order quantities and reorder points were also made by the Contract Auditor. These comments and recommendations were accepted by the Purchasing Agent. Steps are being taken to implement them.

PRINTING SERVICES

All printing facilities, according to County Ordinance, are the responsibility of the Purchasing Agent. However, a CAO study has disclosed that there are at least 27 different County departments that have their own printing equipment. Neither the Purchasing Agent nor the Head of the Central Duplicating Bureau have control over these facilities.

The Contract Auditor has recommended, and the Audit Committee concurs, that the Central Duplicating Bureau should be responsible for all County printing facilities. The Forms Control Unit of the Purchasing and Stores Department determines compatibility of form design with available printing equipment and verifies that established guidelines and standards for production of printed matter are followed. This department also should be transferred to the Central Duplicating Unit.

In addition, it has been recommended that the Central Duplicating Bureau should become administratively independent of the Purchasing and Stores Department and be responsible for all County printing facilities.

This would require that the County Ordinance be changed.

CONCLUSIONS OF THE AUDIT COMMITTEE

We agree completely with the Contract Auditor's recommendations concerning usage of scientific techniques for inventory management. The Audit Committee is gratified that the Purchasing Agent has accepted these recommendations. The Committee is confident that the suggested techniques will result in better control of inventories and reduction in the County's investment in the inventory.

The Contract Auditor's concept for centralized control of all County printing facilities and forms design is logical and we support his recommendations. In view of the tremendous amount of printing and duplicating now being performed within the County Departments it seems academic that centralized control of such facilities should be established as soon as feasible in order to begin realizing the apparent economies such control would engender.

WE RECOMMEND: That a CAO study regarding the total County printing facilities be extended to determine feasibility of combining all such facilities, together with the Forms Control Unit, into an independent Central Duplicating Bureau.

REPORT NO. 6 – OFFICE OF PUBLIC ADMINISTRATOR AND PUBLIC GUARDIAN

The office of the Public Administrator-Public Guardian (PA-PG) has been under

almost constant review since the change in its administration during the latter part of 1971. However, with the concurrence of the CAO and Auditor-Controller, it was decided to review the system of internal control as well as proposed changes.

Recommendations have already been made in the following reports reviewed by the Contract Auditor:

1. "Report of Task Force Assigned to Public Administrator-Public Guardian", dated September 1, 1971.
2. "Public Administrator-Public Guardian Departmental Audit" (by Auditor-Controller), dated April 12, 1972.
3. "System and Procedures Study of Public Administrator-Public Guardian", (by Auditor-Controller), dated July 26, 1972.

Except for review of County-supplied monies for operations of the PA-PG, the Contract Auditor concentrated his efforts in areas where recommendations had not yet been implemented. The final Contract Auditor's report contains 10 recommendations.

Although the reports enumerated above indicated that internal controls to prevent malfeasance or fraud were lacking, the Contract Auditor found relatively the same situation during his review of this function, e.g.: (a) "Our review of case files indicated serious weakness in internal control." (b) "There are no internal control features to guard against an unauthorized disbursement of trust funds." (c) "The PA-PG does not deposit receipts on a daily basis...We reviewed the undeposited receipts as of August 31, 1972 and noted...735 checks totaling \$928,733". (Of the 735 checks, only 420 had been held less than 30 days and 26 were more than one year old).

On February 14, 1972, the Los Angeles County Citizens Economy and Efficiency Committee issued its Report on the Department of Public Administrator-Public Guardian, and amended it on March 8, to recommend a five man Policy and Management Commission in lieu of the four member Commission recommended in the original Report. This Commission has been appointed and is now functioning. However, the second recommendation, which the Grand Jury endorses, is that the Board of Supervisors request the Civil Service Commission to consider the establishment of several important qualifications for the position of a highly qualified Public Administrator-Public Guardian. This position's description, presumably, anticipates the early appointment of some person possessing the attributes so described.

Since the suspension of the former Administrator, no appointment of a *full time* Administrator has been made, even on an interim basis, pending resolution of the problems regarding the former Administrator. It seems apparent that no one can adequately do justice to two full time jobs. The problems associated with the office

of the PA-PG probably will continue until the appointment of a fully qualified Administrator with the ability to provide the department with close supervision and motivation of personnel.

CONCLUSIONS OF THE AUDIT COMMITTEE

In view of the several surveys and reports pointing out the conditions in the office of the PA-PG, it is difficult to understand the reasons why the inefficiencies and lack of control over financial transactions still exist more than a year after the suspension of the former Administrator.

IT IS RECOMMENDED: That the Board of Supervisors with the assistance of the PA-PG Advisory Commission promptly appoint a fully qualified Administrator to rectify this situation and to provide full time administration.

REPORT NO. 7 – DEPARTMENT OF PUBLIC SOCIAL SERVICES

This year's examination was limited to the system of internal control and financial records of the Adult Aid programs, including the General Relief program (also known as Indigent Aid), i.e.:

Old Age Security (OAS)

Aid to the Disabled (ATD)

Aid to the Blind (AB)

Aid to the Potentially Self-supporting Blind (APSB)

General Relief (GR)

These programs involve about 423,000 cases and a total expenditure for aid of approximately \$857 million during the fiscal year ended June 30, 1972. The County's share was about \$147 million.

On October 17, 1972, the Joint Conferee Committee of the United States Senate and House of Representatives approved H.R. 1 Social Security Amendments of 1972 and sent the bill to the President for signature.

Since the President signed the legislation into law on October 31, 1972, the Federal government will assume by January 1, 1974, those parts of the welfare system for the aged, blind and disabled which are presently administered by local governments. In view of the fact that OAS, AB and ATD programs as presently constituted in the

County of Los Angeles will be placed under Federal administration, many of the recommendations contained in the Contract Auditor's report may not be of future long-range concern to the County. However, some of the recommendations pertaining to tightening financial control of expenditures should be implemented for the purpose of assuring that monies spent during the next year are properly authorized and paid.

Of the recommendations set forth in the final report relating to these programs, the following were of major importance:

GENERAL RELIEF

RECOMMENDATION NO. 7-20: "It is recommended that DPSS immediately reconcile the GR master file to supporting budget documents, establish and continuously maintain dollar total and item controls over the GR master file, and transfer maintenance of the GR master file to the Welfare Data Center."

This program is funded entirely by the County. During the fiscal year 1971-72 the County spent approximately \$21 million in aid payments. In addition, almost \$7 million in administrative expenses were associated with the program. Approximately 20,000 cases were on file in June, 1972.

DISBURSEMENT CONTROLS

One of the most serious weaknesses in the control of funds disbursed was found in the accounting for payment of GR grants. When district offices approve a GR case, GR accounting computes the grant amount and sends a batch of input documents to the Welfare Data Center for preparation of keypunched "pay cards" and "address cards". When returned to GR accounting by WDC, these cards are inserted manually in the GR automatic warrant master file (known as the GR "Hot Deck"). This is a large deck of approximately 20,000 keypunched cards transported monthly to the data center for the printing of the automatic monthly aid warrants.

There have not been any *dollar* or *item* controls maintained on the total cards (items) or the total dollar amount of the approved "payroll" represented by the individual cards. However, a listing of the warrants issued is sent to GR accounting for reconciliation between the current and prior months' totals. This reconciliation was not balanced in any of the three months reviewed (April, May and June, 1972) and, therefore, exceptions were not cleared.

At some time in the past, GR accounting *periodically* performed a complete reconciliation of the automatic warrant listing, produced from the "Hot Deck" to supporting documents. This reconciliation has not been performed recently. Needless to say,

without proper controls of the "Hot Deck" by predetermined control totals, accompanied by monthly reconciliation of such totals with warrants issued each month, the insertion of fictitious cards (and their removal in subsequent months) or the alteration of cards to issue improper amounts could be accomplished easily without detection for some period of time.

This lack of control over some \$21 million of County expenditures is inexcusable. Whether the "Hot Deck" contains fictitious beneficiaries, improper payments or even current payments to recipients no longer eligible cannot be determined without a complete audit of basic documents and cases currently receiving payments. This audit must be performed promptly in order to validate all payments being made currently.

CASE FILE DOCUMENTATION

The lack of control over funds being disbursed currently and the determination of proper disbursements through audit, as recommended above, will apparently be complicated by lack of data in the GR case file.

The Contract Auditor has reported that, based on random sampling techniques, it is concluded that about 25% of the total case files (38,000 in June, 1971 and 19,000 in May, 1972) lack proper documentation and that more than 4% contain budget errors involving erroneous payments.

To quote from the audit report: "Case files are the foundation for virtually all required information concerning the aid program recipient. Consistent and complete documentation of this information is essential to properly control aid payments."

OTHER ADULT AID PROGRAMS

In addition to the General Relief program, the Bureau of Adult Assistance administers two other groups of programs: the Adult Categorical Aid programs and the Food Stamp program. The Adult Categorical Aid programs are listed at the beginning of this report.

In connection with the Food Stamp program, the Contract Auditor's report expresses some question as to the plan to mail food stamps to recipients. This question was also raised by the Social Services Committee of this Grand Jury and resulted in the dispatch of a letter to appropriate authorities expressing the Grand Jury's opposition to the mailing proposal. Refer to the report of the Social Services Committee for further comment.

Concerning the Categorical Aid programs, the Contract Auditor has reported generally the same weaknesses in controls as found in the General Relief program. For

example, based on random sampling techniques it was concluded that at least 11% of the total Aid to Disabled case files (74,000 in June, 1972) lack required case maintenance documents. At least 5% contain budget errors involving erroneous payments. Other observations were made indicating definite lack of proper control or adherence to prescribed procedures in certain areas.

While the Contract Auditor's review was limited to specific areas defined in his report, he commented that:

"While a report of this nature tends to be critical, we observed many instances not discussed herein where the internal control procedures were sound, County administrative code provisions and statutory requirements were being adhered to, and adequate follow-up on potential cost savings was being made..."

Nevertheless, the Contract Auditor stated that:

"Due to the deficiencies noted in the preceding paragraphs and their impact upon the controls exercised over the issuance of aid to welfare recipients and due to the limitation in the scope of our review, we were *unable*¹ to determine that (a) the overall departmental system of internal control is entirely adequate, (b) established operating policies and procedures are being followed in all instances and (c) all areas of potential cost savings have been identified and corrective procedures instituted."

CONCLUSIONS OF THE AUDIT COMMITTEE

The 1971 Contract Auditor recommended that controls, to which the monthly automatic warrant listing may be reconciled, be established in the district office (Recommendation 8-6). We are informed that DPSS did not concur with the recommendation. The 1972 report adequately sets forth the reasons that these controls *must* be implemented.

IT IS RECOMMENDED: That the CAO and Auditor-Controller take immediate action to ensure that proper procedures and controls are installed without further delay.

WE FURTHER RECOMMEND: That the 1973 Grand Jury Contract Auditor review both the 1971 and 1972 Contract Auditor's recommendations in these areas to determine that new procedures are installed or, at least, that definite progress in revision of control procedures has been made.

1. Our italics

REPORT NO. 8 – HARBOR GENERAL HOSPITAL

The Harbor General Hospital is located in and serves the southern part of the County of Los Angeles. This facility contains 694 functional adult beds, although it is licensed for 712 adult beds. Some of the case load of this hospital apparently has been or will be assumed by the new Martin Luther King, Jr. General Hospital which opened its doors in the second quarter of 1972.

The final report of the Contract Auditor contains 22 recommendations, most of which were accepted and are in process of implementation. The most important observations and recommendations are set forth in the following paragraphs.

RECOMMENDATION NO. 8-14: "The CAO determine the complementary interests and whether there is a potential conflict of interests between Harbor General Hospital and its affiliates and, if required, implement an organization relationship that protects County interests."

RECOMMENDATION NO. 8-15: "The CAO perform, or assume responsibility for the performance of, and objective time allocation study of the Hospital physicians to provide a reasonable and uniform method for recording the physicians' total actual time and those percentages of that total time expended on training and on direct patient care. The Auditor-Controller should have continuing responsibility for auditing the recording method and the accuracy of the percentages."

RECOMMENDATION NO. 8-16: "The Auditor-Controller perform a comprehensive, objective time allocation study of all indirect labor and a cost analysis of all other indirect costs incurred by the Hospital on behalf of the Group. The study should provide a reasonable indirect cost usable in the quarterly billings. The Auditor-Controller should have continuing responsibility for auditing the Hospital's Group cost account as to accuracy and timeliness of billing."

The basis for these recommendations lies in relationships and work loads stemming from two agreements. One of these agreements is known as the Tri-Partite agreement between the County (Harbor General Hospital), a non-profit organization known as the Harbor General Medical Group (composed of Hospital staff physicians) and the University of California at Los Angeles (Medical School). In addition, there exists another contract between the County (Harbor General Hospital) and a non-profit organization known as the Attending Staff Association, comprised of Hospital staff and attending staff members.

Briefly, the relationships of each of the parties to the Hospital and to each other are as follows:

UCLA Medical School (University): "University faculty members render medical

and dental care and services to Hospital patients while simultaneously engaging in clinical instruction of interns, residents and other Hospital personnel."

Medical Group: "The Group was formed to bill for individual physician's treatment services, a recoverable charge under the provisions of Medicare and other health insurance programs. The County-University-Group Tri-Partite agreement allows the Group to bill and collect monies and to reimburse the Hospital for direct and indirect costs incurred in assisting the Group. The Group contributes 10 percent of its net revenue to the Association for medical research and 90 percent to the University for Hospital faculty salaries and medical research programs."

Attending Staff Association: Through a County-Association agreement, the Association conducts medical research projects providing value to the Hospital as well as the medical community and public at large. The research is financed by governmental and private grants, contracts and donations, Harbor General Hospital Medical Group contributions and County in-kind grant contributions."

The general objective of the three organizations appears to be to provide a professional environment capable of attracting "the most outstanding physicians in the professional community and the leading medical school graduates in the country" resulting in better patient care. Their respective roles are well summarized as follows:

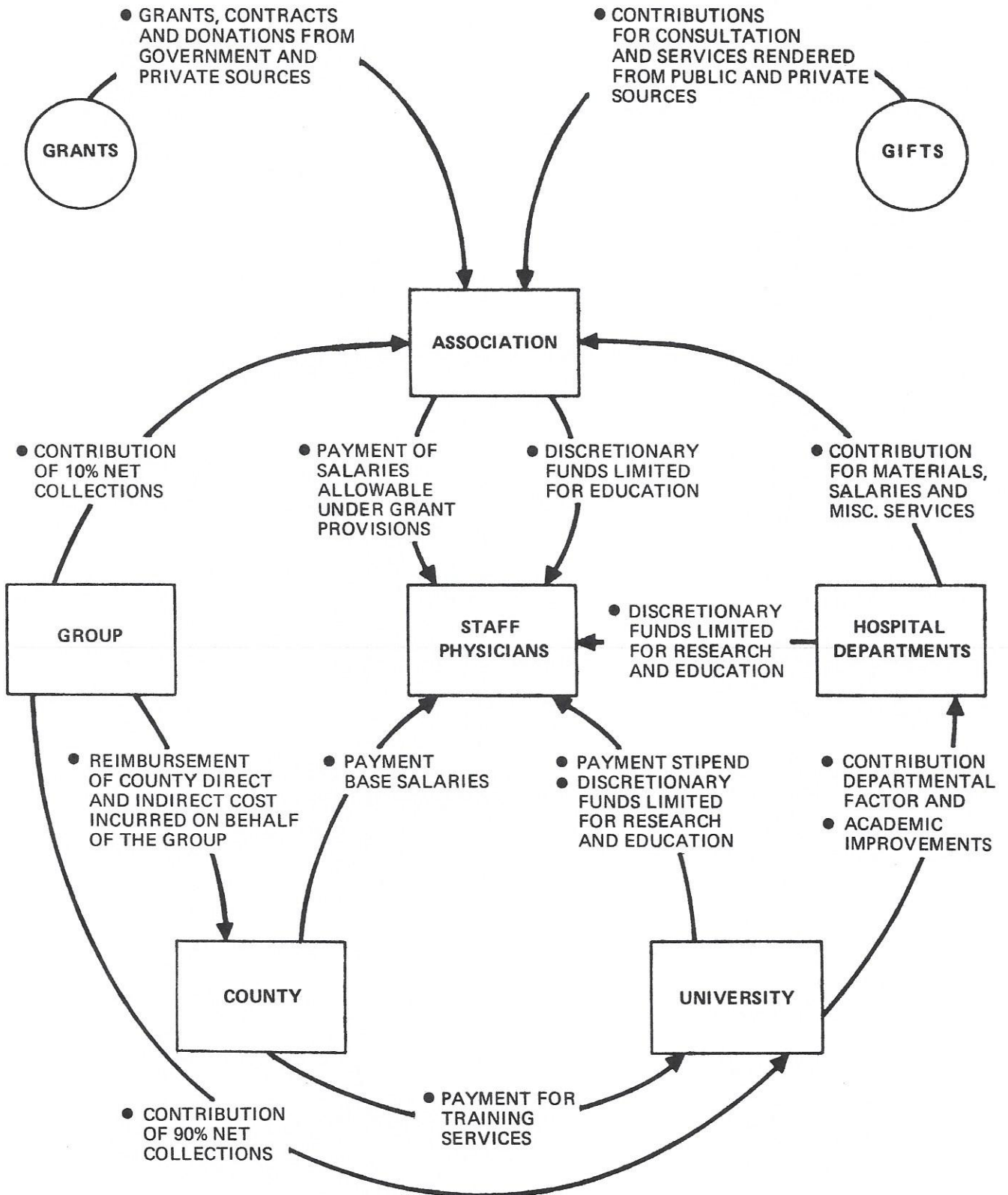
"The County provides hospital patients and a base salary to physicians. The University provides a teaching environment and a supplementary stipend. The Association provides a teaching environment and grant monies for patient-related research.

The Group, University and Association also provide discretionary funds, which can be used by the physician for research and education."

The above, together with the chart on the following page entitled "Organizations Interactions", partially describes a very complex relationship between the Hospital and the Association, the Medical Group and the University. However, in performing their services and/or research in the Hospital, the Group and the Association are billed for certain direct and indirect costs. The Group's direct costs involving that portion of the physician's time spent in treating patients have been largely self-determined through estimates made by Department Service Chiefs and utilized by the Medical Director's assistant, an employee of the Association.

The Medical Director of the Hospital is also Assistant Dean of UCLA Medical School as well as Secretary-Treasurer of the Association and Chairman and general partner of the Hospital Group. Department Service Chiefs are also members of the Group.

ORGANIZATIONS INTERACTIONS



COMMENTS OF DEPARTMENT OF HEALTH SERVICES AND OTHER DEPARTMENTS

The Contract Auditor's comments and recommendations were reviewed with the Director of the Department of Health Services and other officials of his department. Representatives from the CAO's office, County Counsel and Auditor-Controller were also present at some of the meetings.

As the result of these discussions, most of the recommendations of the Contract Auditor were accepted including numbers 8-15 and 8-16.

Recommendation 8-14 concerning the determination of complementary and potential conflict of interests between the Hospital and its affiliates has been accepted with some reservations. The Department of Health Services has prepared a formal response to the recommendation. A summary of this position is reproduced as part of the Addendum to the Contract Auditor's Report. Basically this position paper sets forth the reasons that the interlocking management, particularly with the University, is in the best interests of the Hospital and its patient care programs.

With respect to the University contract, the response to the Grand Jury recognizes that "the Contract Auditor's concern is theoretically valid as to some possible potential conflict of interest." Therefore the Department of Health Services stated that they are fully supportive of the recommendation to the extent that organizational and contract changes can be made which will eliminate any potential conflict of interest without harm to the patient care program.

As to relationship between the Medical Group and the Hospital, the position paper stated that the Medical Director would be requested to resign as Chairman of the partnership and change his status from a general partner to merely membership in the organization.

In addition, the statement recognized the potential conflict of interest in the dual responsibility of the Medical Director in also acting as Secretary-Treasurer of the Attending Staff Association. Therefore, the Medical Director will be requested to resign as Secretary of the Association.

CONCLUSIONS OF THE AUDIT COMMITTEE

It should be emphasized that no charge is being made of any impropriety in the interlocking interests. However, when individuals *can* affect the cash flow between different interests and when physicians who can personally benefit from the proceeds can also make decisions on behalf of the County, there arises a question regarding dual allegiance. For this reason, the wisdom of permitting the Hospital Medical Director to continue as a member of both the Association and the Medical Group is questioned.

However, if the present contracts can not be modified to eliminate the potential conflicts of interest, the Medical Director's authority to make decisions affecting reimbursement of both direct and indirect costs should be assigned to management not associated with the University, the Group or the Association. This would not only protect the County's interests but would protect the Medical Director and staff physicians from any possible charges of bias in connection with such determination.

The Chairman of the Audit Committee discussed this situation with the Chief Deputy County Counsel and he indicated that his office will review the contracts with the Department of Health Services.

Management of the Department of Health Services has informed us that contractual relationships similar to those between Harbor General Hospital and UCLA also exist. These are between USC and the County-USC Medical Center, Rancho Los Amigos Hospital and John Wesley Hospital and the Drew Postgraduate Medical School and the Martin Luther King, Jr. General Hospital.

WE RECOMMEND: That these contracts be included in the review by County Counsel with the Department of Health Services.

In this connection, it is our opinion that all contracts between the County and other public agencies or private interests, involving reimbursement to the County of County costs, should contain a clause providing that such costs shall be determined by the Auditor-Controller. This responsibility should be assumed by the Auditor-Controller on a mandatory and timely basis rather than the present post-audits now being made in some cases.

Audits are of little value if the timing of the audit is such that reimbursement of costs not billed is not possible because of passage of time for final determination of such costs.

ACCORDINGLY, WE RECOMMEND: That the Board of Supervisors and the CAO direct the Auditor-Controller to assume responsibility for determination of all reimbursable County costs to be billed under existing contracts.

WE FURTHER RECOMMEND: That the County Counsel include a clause in all contracts, where appropriate, requiring the Auditor-Controller to make such determinations in accordance with contract terms.

REPORT NO. 9 – STATUS OF 1971 CONTRACT AUDITOR'S RECOMMENDATIONS

The Contract Auditor was directed to review the status of those 1971 Contract Auditor's recommendations which had been suggested for follow-up. This was

necessary because of the time required by various departments to comply with the recommendations. This report comments upon the status of the 1971 recommendations at the time of this review.

The Contract Auditor in Report No. 10 has outlined certain recommendations made by the 1972 and prior years' Auditors which it is believed should be reviewed by the 1973 Contract Auditor.

For discussion of reports 9 and 10, refer to the 1972 Contract Auditor's Report.

GENERAL OBSERVATIONS AND SUMMARY

Comments and recommendations in the reports of the 1972 Contract Auditor indicated many areas where lack of adequate controls or deficiencies in procedures exist. Review of prior years' audit reports almost universally have pointed out the same deficiencies. Some of the deficiencies appeared to have stemmed from procedural changes made within various departments which were not coordinated with other departments which required the information or end-results from the departments making the procedural changes. This was especially apparent in the change-over of data processing for the Court Trustee which not only was partially responsible for the tremendous increase in the Suspense Account but also was the direct cause of the inability of the DPSS Child Support Units to currently update their Payment Control Cards for some months after the change-over.

In addition to a procedural unit reporting to the Auditor-Controller, several other major departments such as DPSS and the Data Processing departments have their own procedure designers. However, the Auditor-Controller's staff appears to be fully assigned to specific projects and does not have authority or personnel to assume the responsibility of coordinating *all* procedural changes involving functions of two or more departments.

Based upon modern methods management techniques it seems apparent that centralized coordination of all procedures is required in County operations. This control is vital to ensure that operations of any department are not drastically affected by unilateral decisions of other departments to change their procedures.

WE RECOMMEND: That the CAO review these functions and that the Board of Supervisors provide funding for the CAO or the Auditor-Controller to assume this coordinating responsibility.

The Audit reports and the foregoing comments are, by necessity, critical in nature but are not intended to imply that financial controls of all County operations are deficient. Many sound procedures and controls do exist not only within the departments reviewed by our Contract Auditor but within other departments as well.

Discussions with County officers and employees have amply demonstrated that most County management are dedicated public servants fulfilling their responsibilities to the best of their ability. The Contract Auditor and this Committee are most appreciative of the general acceptance of the audit recommendations.

The Audit Committee appreciates the cooperation of the several department heads and their staffs in assisting the Contract Auditor to complete the projects assigned him by the Grand Jury.

The Committee is also most appreciative of the professional competence and cooperation of Mr. Donald R. Rager and his associates in completing the audit phases of the Grand Jury's responsibilities. The review of the Child Support Collection System was a particularly difficult project. In our view, it should be quite useful to the State Department of Social Welfare to whom a copy is being sent as required by W&I Code Section 10602.5.

Respectfully submitted,

Leslie E. Kelly, Chairman
Marie Y. Shibuya, Secretary
William J. Braddock
Ralph L. Inglis
Walter Maier
Robert G. Metzner
Frank G. Morales
Murray H. Strasburg
Charles R. Wheeler

AD HOC COMMITTEE REPORTS

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
PABLO A. CARTAGENA
JULIAN N. COLE
MRS. GLORIA M. COODLEY
MICHAEL J. DILLON
MRS. GLORIA L. EINSMANN
LAURENCE T. "TOM" GREINER
RALPH L. INGLIS
LESLIE E. KELLY
MRS. BERNICE LOFTON
MRS. BEVERLY LOGAN
MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES 1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

November 27, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

LETTER TO MEMBERS OF STATE SENATE JUDICIARY COMMITTEE, ET AL ON BAIL BONDING SYSTEM

Dear

The 1972 Los Angeles County Grand Jury has recently concluded an inquiry into allegations that a certain limited number of judges from this County have been furnishing, in volume, pre-signed "Orders for the Release of Prisoner on Bail" to bail bondsmen, thereby willfully permitting bail bondsmen to perform the judicial acts of fixing bail and ordering the release of prisoners who have been arrested for felonies. The investigation was undertaken in an effort to perform the Grand Jury's investigative functions set forth in Penal Code Sections 919 and 939.1. Formal hearings were conducted on eight separate occasions between October 7 and November 17, 1972. The County District Attorney, through his deputy, examined forty-four witnesses under oath. Subsequent to our last hearing, the Superior Court has ordered that these proceedings be deemed public, and that reporter's transcripts be prepared pursuant to Penal Code Section 939.1.

Although many types of violations were disclosed by the testimony, the Grand Jury specifically complains about one particularly insidious form of misconduct. The evidence reveals that several bail bondsmen in this County became virtual clearing agents for judge-signed, prisoner release orders. Other bail bondsmen purchased these orders, used them to secure the release of felony arrestees, and then charged the sponsors, in cash, for the cost of the release orders. They did not usually include this charge on the "Statement of Charges" form which is required by the Insurance Commission. This led to an appalling custom of explaining the \$25 to \$75 cash charge to sponsors, which

was either explained as a "writ fee" (which it was not), or worse yet as a compensation to judges for signing a release at an awkward hour.

Pursuant to our investigation it became necessary, for the purpose of clarity, to review many general aspects of the law as it pertains to bail bondsmen. We also learned much about the general practices of bail bondsmen in Los Angeles County. After hearing and considering all of the evidence presented, the Grand Jury found that misconduct of an illegal nature had been committed, as a matter of common business practice, by numerous bail bondsmen in this County during 1971 and 1972. Accordingly, the Grand Jury has forwarded a letter of complaint to the State Insurance Commissioner.

In addition to abuses in the area of prisoner release orders, this Grand Jury is concerned about other perversions of justice that are commonplace products of the bail system as it currently exists in California. We are particularly concerned to hear that attorneys in California frequently make cash kickbacks to bail bondsmen in exchange for the bondsmen's service of referring clients to the attorney. This practice is so lucrative that it continues to thrive even though it is specifically declared illegal by the California Business and Professions Code--which makes it a misdemeanor--and by the Insurance Commissioner's Regulations. We have received an affidavit describing one instance of a bail bondsman capping for an attorney, and we have taken steps to see that the local City Attorney and the State Bar take appropriate action.

We are further concerned that the present bail system takes unfair advantage of the poor, the minority and the uneducated groups in our community. Bail bond premium payments are made to bail bondsmen, never to be refunded regardless of the disposition of the case and even when the defendant obediently appears in court on the specified dates.

We are unimpressed with the argument that bail bondsmen are aiding the County by pursuing those who fail to appear. Our investigation shows that, in fact, over 90% of such offenders are eventually apprehended by public law enforcement agencies.

The financial incentive which is designed to encourage bail bondsmen to produce fugitives who were released on bail is the bail forfeiture with strict enforcement thereof. We found that, in practice, the specific bail forfeiture provisions of Penal Code Sections 1306 and 1306 are singularly ineffective. The County Legal Representative is not receiving proper notice in too large a percentage of cases. Some judges have demonstrated a lack of interest in enforcing these provisions. We even learned that some bail bondsmen were able to bribe a now deceased member of the County Clerk's Office to pull the bail forfeiture papers out of the system, thereby terminating the forfeiture process.

Because of the factors enumerated in the foregoing, we have concluded that the bail bond system as it currently exists in California is a breeder of corruption to a degree that totally outweighs any benefits of the system that have been put forward.

We have reviewed Senate Bill 1113 which has been proposed by Senator Gregorio and feel that a publicly administered system would constitute a major improvement in this State's bail legislation. We are particularly concerned that any new legislation contain adequate enforcement provisions. We think that the arrestee should be asked to sign a confession of judgment for the total amount of bail set. We further think that the arrestee should be asked to sign a promise to appear and that said promise should be absolutely enforceable through an independent penal sanction for willful violations. (See Penal Code Sections 1319.4 and 1319.6 as examples).

To date, this Grand Jury has taken the following action:

1. A letter has been directed to the California Commission on Judicial Qualifications requesting that our findings and our record be reviewed with respect to two active suspect Judicial Officers.
2. A letter has been sent to the Chief Justice of California advising him of our investigation and asking him, as Chairman of the California Judicial Council, to cause a review to be made of our findings and our record as it pertains to one retired suspect Judicial Officer.
3. The afore-mentioned letter was directed to the State Insurance Commissioner.
4. The United States Internal Revenue Service has been advised of our proceedings and we have asked that they review our proceedings in order to assist them in gathering data concerning the illegal cash payments that were being made to bail bondsmen for judge-signed prisoner release orders.
5. A complaint letter is being prepared to be addressed to the Local City Attorney and to the State Bar, which will report about one documented case of capping and running for an attorney and the resultant kickback to a bail bondsman.

We invite you to obtain and study a copy of the transcripts of our proceedings. After this review, we ask that you consider our findings and our recommendations.

November 27, 1972

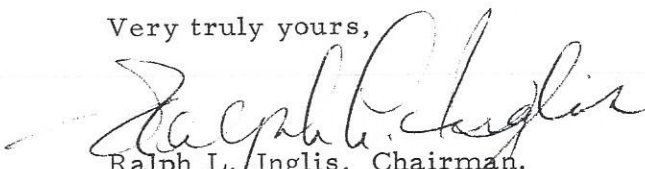
It is our conclusion that the only sure remedy for insuring that these situations do not occur in the future would be a complete overhaul of the bail bonding system such as Senator Gregorio has proposed in SB 1113. It is our understanding that this bill has been killed in Committee, but that it will be reintroduced in January by Senator Gregorio. We find it inconceivable that such bills can be kept from reaching the floor of the legislature by a small group of lobbyists with obviously vested interests in maintaining the present system which is patently not in the public interest.

Under the bill, the poor will have an opportunity to receive a refund on the money posted (less a small fee for handling) which may assist in some measure in cooling the resentment now felt by these underprivileged groups toward the courts and law enforcement in general.

This matter cannot be delayed any longer. We strongly urge immediate passage of a new bill which will provide for a publicly administered bail system similar to the one already adopted in Illinois which will include fair and adequate enforcement provisions.

We would like an immediate response to this letter and wish to be informed if you will back this legislation in the Legislature and publicly so state. Requests for the transcript should be made directly to our office.

Very truly yours,


Ralph L. Inglis, Chairman,
Ad Hoc Committee on Bail Bonding System
Gloria M. Coodley
Laurence T. Greiner, Foreman
George A. Peck, Jr.

Approved by the Grand Jury November 28, 1972

js

c: Honorable Joseph P. Busch
District Attorney

Honorable Charles A. Loring
Presiding Judge of the Superior Court

Honorable Raymond Choate
Judge, Superior Court

Honorable Evelle J. Younger
Attorney General

Honorable Vincent Erickson
Assistant Presiding Judge of
the Municipal Court

Bar Association of San Francisco
Members of the Senate Judiciary
Committee

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RALPH L. INGLIS
LESLIE E. KELLY
MRS. BERNICE LOFTON
MRS. BEVERLY LOGAN
MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES
1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

November 28, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

Dear Supervisor

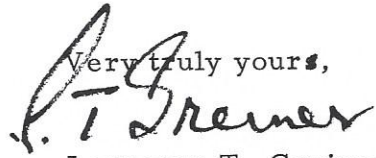
You have undoubtedly heard of the Grand Jury's recent actions as a result of our lengthy investigations into the abuses of the bail bonding system.

We are certain that you will be interested in seeing the various letters which have been sent to the appropriate agencies regarding this very serious matter.

We are particularly anxious to solicit your help during the coming legislative session in Sacramento when a new bill will be introduced which will provide for a publicly administered bail system, similar to the one already adopted in Illinois.

We have urged the author of the bill, Senator Arlen Gregorio, to contact Deputy District Attorney Donald Eastman for his assistance in drafting certain provisions which will strengthen enforcement aspects of such a plan. If the final version does contain these provisions, we hope that you will use your considerable influence with the Senate Judiciary Committee to bring the bill to a full vote of the State Senate.

Herewith enclosed are copies of all our correspondence detailing our actions to date.

Very truly yours,

Laurence T. Greiner
Foreman

js
enc:



The Superior Court

LOS ANGELES, CALIFORNIA 90012
CHAMBERS OF
CHARLES A. LORING, PRESIDING JUDGE

TELEPHONE
(213) 625-3414

November 29, 1972

Mr. Laurence T. Greiner, Foreman
1972 Grand Jury
13-303 Criminal Courts Building
Los Angeles, California 90012

Dear Mr. Greiner:

This will acknowledge receipt of letter dated November 27, 1972 from the chairman and committee members of the Ad Hoc Committee on Bail Bonding System, together with copy of letter dated November 28, 1972 from you and Ralph L. Inglis, Chairman Criminal Complaints Committee to the Commission on Judicial Qualifications, copy of your letter dated November 22, 1972 to the Honorable Donald R. Wright, Chief Justice of California, and copy of your letter dated November 22, 1972 to the Honorable Gleeson L. Payne, Insurance Commissioner, State of California.

Please be advised that the Executive Committee of this Court held a special meeting at noon today to consider the foregoing correspondence and recent action by the Grand Jury with reference to the bail bond situation in Los Angeles County. The Executive Committee, speaking on behalf of the Court, shares your very deep concern regarding this problem and took the following action unanimously this date:

1. Adopted a resolution, copy of which is enclosed, requesting the Judicial Council of California to consider the advisability of adopting a rule requesting the Supreme Court to temporarily suspend the Honorable Leopoldo G. Sanchez from his duties as a judge of this Court until final determination of the charges initiated by the Grand Jury and now pending before the California Judicial Qualifications Commission.
2. Adopted a resolution that the Executive Committee request Judge Sanchez to take a leave of absence from the Court pending said action by the Judicial Council in accordance with the foregoing resolution referred to in paragraph 1, copy of which is attached.

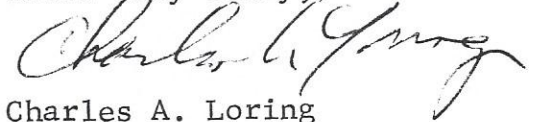
Mr. Laurence T. Greiner, Foreman
November 29, 1972

Page 2

3. Adopted a resolution authorizing me, as Presiding Judge, to respond to your letter to me of November 22, 1972, indicating that the Executive Committee endorses and approves your action referring the conduct of said judge to the Judicial Qualifications Commission for investigation and appropriate action; that the Court has already taken all appropriate action to guarantee that there will be no repetition of such conduct and indicating that we have a special committee under the chairmanship of Judge Raymond Choate working on recommendations for revision of bail bond procedures generally through legislative action. Copy of said resolution is attached.

Please be assured of the full cooperation of this court in connection with this matter.

Yours very truly,



Charles A. Loring

CAL:lm

Encs.

cc: Judge James G. Kolts
Judge Alan C. Campbell
Judge Vincent N. Erickson
Judge Leopoldo G. Sanchez

RESOLVED, that the Presiding Judge be authorized to advise the Grand Jury, in response to its letter of November 27, 1972:

1. That the action of the Grand Jury in referring the conduct of a judge of this Court to the Judicial Qualifications Commission for investigation and appropriate action is endorsed and approved by the Court;

2. That the Court believes that it has already taken all appropriate action within its power to insure that there will be no repetition of the conduct alleged by the Grand Jury in signing of blank orders for release of prisoners in custody and that the Presiding Judge transmit to the Grand Jury copies of all relevant documents:

3. The Court concurs in the concern of the Grand Jury regarding the bail bond system and in that regard a special committee of the Court, chaired by Judge Raymond Choate, was appointed by the Presiding Judge pursuant to recommendation of the Executive Committee on October 3, 1972 and since said date has been actively studying all problems relating to bail bond matters; that as soon as said committee completes its study and formulates its recommendations, the Court will be able to state its position regarding proposed new legislation and, specifically, SB 1113.

RESOLVED, that the Presiding Judge is directed to respectfully request the Judicial Council of California to consider the advisability of adopting a rule requesting the Supreme Court to temporarily suspend the Honorable Leopoldo G. Sanchez from his duties as a judge of this court until final determination of the charges initiated by the Los Angeles County Grand Jury and now pending before the California Judicial Qualifications Commission. (See 41 Ops. Atty. Gen. 140)

RESOLVED, that the Executive Committee request Judge Leopoldo G. Sanchez to take a leave of absence from the court pending said action by the Judicial Council.

A REVIEW OF CHANGING TRENDS IN GRAND JURY LEGISLATION

The present structure of the grand jury system has become a controversial matter in the Legislature as well as in the community. In recent years the system has been attacked and many new appraisals and evaluations made. Much of the criticism has been directed specifically to the present method of selecting grand jurors. Los Angeles County Grand Jurors are currently selected from lists submitted by Superior Court judges and drawn by lot. Many feel that this nominating method is undemocratic and discriminatory. Some counties in California are presently drawing grand jurors' names from the voter registration rolls. A juror is paid \$10.00 a day, plus mileage. This precludes service by the less affluent, the actively employed, the blue-collar worker and the young, regardless of race. Legislative efforts to correct this apparent inequity have resulted in a variety of bills being introduced. These propose to change the structure of the grand jury and to broaden the base for selection of grand jury panels that bring in indictments.

The current law permits the optional impanelment of a second grand jury. Despite this, three bills were introduced by legislators this year. Each proposed various changes in terms, formation, drawing, impanelment, powers, duties, number of members and compensation. The bills are basically similar in that each mandates formation of two grand juries. One jury, the indictment panel, is to inquire into public offenses. The second jury, the civil panel, shall investigate governmental entities within the county. Each of the bills proposes that the indictment panel be selected at random from the voter registration list. Two of the bills propose a six-month term of office for this panel. The selection of the civil panel may be by nomination, to serve for one year.

There are many strong, divergent opinions on the question of the effectiveness of multiple grand juries. At this time it appears that the constitutional obstacles for such juries have been surmounted. If eventually, additional legislation is approved, enacted and implemented, we can only assume that the many problems inherent in the multiple grand jury system could and would be met — and presumably resolved.

RECOMMENDATIONS REGARDING GRAND JURIES

Based on our experiences and observations, we submit the following recommendations which we feel would improve the present grand jury system.

1. That Superior Court judges not limit the selection of nominees to those with whom they are personally acquainted, but also consider for personal interview those recommended by responsible parties who have knowledge of the qualifications needed and time required of a juror.

We feel this would broaden the base of selection.

2. That the two drawings for grand jurors be advanced one month on the calendar, the time of impanelment and the assumption of duties to remain the same.

This would give the new jurors one month to prepare for their duties, arrange personal affairs and alter commitments. The extra time might be the determining factor in whether or not one could accept the proposed nomination. With the advancement of the dates of the drawings, time would be available for a complete orientation of the prospective jurors.

3. That additional orientation be afforded by having the previous Foreman and the committee chairmen speak to the new jury. The new committees should meet once with the previous chairmen and/or members.

There is much to be learned quickly that relates to committee procedure, terminology and county agency involvement. An oral review of the prior report and recommendations would be helpful and provide background information. We feel such meetings would be of inestimable value. In no way would this be an effort to direct the activities of the new jury.

4. That a full time Researcher-Librarian position be created for the grand jury.

Most of the jurors feel that the biggest contribution that can be made by a grand jury is through their civil investigatory role as "watchdogs" of county government. Once committees have decided upon the scope of their inquiries, intensive investigations and research follow. There is an enormous amount of work involved in undertaking a comprehensive look at any facet of county government in order to make accurate assessments. Research data and resource material are essential. A full-time Researcher-Librarian to assist all the committees will result in:

- (a) Compilation and cataloging of research data
- (b) Resource referral

- (c) Continuity in on-going studies
- (d) Efficiency
- (e) Better documentation

We believe that the salary for this position should be included in the grand jury budget. It is our belief that the few additional dollars involved would be offset by the valuable services rendered.

5. That the grand jury committees utilize the services of research groups and graduate students to aid the jurors in their field work.

Students in penology, sociology, psychology, could provide the results of their research and statistical data to committees as requested. If this type of service were made an integral part of the committee system, dual benefits would result:

- (a) The grand jury resources would be enriched and
- (b) Young citizens would gain the opportunity for direct involvement with county government.

A precedent has been set by a similar type of program at Central Jail. (See Jails Committee Report.)

6. That the number of committees be expanded.

The number of committees is not regulated nor prescribed. This year the eight committees did not afford sufficient scope for inquiry into a county that is larger than most states.

The functions and titles of committees might vary from year to year. There is no reason for a static structure. It should vary with the needs of the community. It is our opinion that only the Jails Committee and the Criminal Complaints Committee need a minimum membership of eight. Most committees can function effectively with four. Presently the bulk of the committee work falls on the chairman. Hopefully, additional committees will effect greater participation by all jurors and a more comprehensive look at county government.

7. That the jury be impaneled on the basis of a fiscal year rather than a calendar year.

The transactions of county business, budgets, audits and proposals are all conducted on a fiscal basis. The grand jury term should coincide.

8. That the practice of random selection of 23 grand jurors from nominees selected by Superior Court judges be retained.
9. That both civil and criminal powers be retained on one county grand jury. (For explanation of recommendations 8 and 9 see Criminal Complaints Report.)
10. That at the time of the final drawing, after the 23 names are drawn, the eleven remaining shall be drawn in sequence and held in abeyance.

Should a vacancy occur, the next available juror could be impaneled. This procedure would prevent the loss of time and money that occurs in the present method, for the court as well as for the jury.

Respectfully submitted,

Beverly Logan, Chairman
Gloria Coodley
Laurence T. Greiner
Ralph L. Inglis
Leslie E. Kelly
Robert G. Metzner
George M. Peacock
George A. Peck, Jr.
Marie Y. Shibuya
Murray H. Strasburg

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
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MICHAEL J. DILLON
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COUNTY OF LOS ANGELES
1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

August 29, 1972

WALTER MAIER
ROBERT G. METZNER
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GEORGE A. PECK, JR.
MRS. RUTH RICKLES
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MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

The Honorable Charles A. Loring
Presiding Judge, Superior Court
Room 200, Courthouse
Los Angeles, California 90012

Dear Judge Loring:

Now that we are reaching the final few months in our Los Angeles County Grand Jury activities we would like to record with you certain of our observations and recommendations regarding the nomination and selection of prospective grand jurors.

Throughout the year we have discussed on many occasions the present system--as well as the proposed legislative changes--and based on our own personal experiences we would like to make the following suggestions:

- 1) That superior court judges should not necessarily select only nominees with whom they are personally acquainted but also consider for personal interview those recommended by parties whom they regard as knowledgeable and responsible. We believe this would provide a broader base for selection of nominees and might assist in counteracting the accusation of discrimination.
- 2) That superior court judges try harder to fulfill their obligation of nominating two prospective jurors. In 1971 the judges nominated less than 200, whereas they could have named nearly 300.
- 3) That serious consideration be given to advancing each of the two drawings by one month. This would give the panel another month to prepare for their new role at the start of the new year, to arrange their personal affairs, cancel vacation plans and other commitments.

August 29, 1972

For persons self-employed or who might be successful in obtaining leaves of absence, this extra time might be the determining factor in willingness to accept the proposed nomination. It might well attract active business men and women, thus broadening the base of selection. Also, if names of prospective jurors are drawn earlier it would be easier to handle and facilitate cases where withdrawal or resignation is desired.

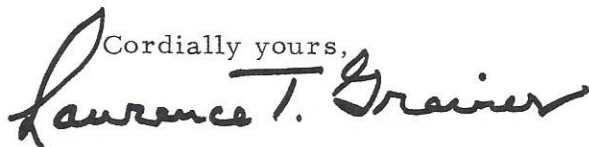
- 4) That, with the advancement of the dates of the drawings, time would be available for the orientation of the prospective jurors--their required duties, the composition of the Jury, committees and procedures. We, as well as former grand juries, feel much of the first month is actually lost since most of the time is devoted to orientation.

We might also suggest that all jurors whose names are drawn at the first drawing be invited to visit the new Jury quarters in the Criminal Courts Building. This would provide an opportunity for them to see the pleasant surroundings in which they will be spending much of their time in 1973.

Since your personal appearance before the Grand Jury we have communicated and talked with Mr. Welles Peterson, Deputy Attorney General, regarding the Grunsky bill now before the legislature and have registered the above-stated recommendations which we feel might assist in improving the system of which we are proud and happy to be members.

If it is not too late in your plans to communicate with our County's superior court judges in connection with the nomination of prospective jurors for 1973, we would appreciate your passing along our suggestions for their consideration.

Thank you for your continued interest in the activities of the 1972 Grand Jury. We would be happy to have you visit us in our fine new quarters.

Cordially yours,


Laurence T. Greiner
Foreman

js

AD HOC COMMITTEE ON SCHOOL REFERRALS

On February 15 the Grand Jury heard a case involving two women charged with the practice of medicine without a license.

The testimony elicited the fact that several public school employees were recommending the two unlicensed women to families who were in need of psychiatric service.

The Grand Jury felt that the referrals made by the schools to those practitioners were irresponsible. Medical experts testified that the treatments given had been injurious to some patients.

An Ad Hoc Committee was formed to advise the Superintendent of Los Angeles City Schools of the situation. This Committee held a meeting with Superintendent William Johnston, who expressed his appreciation for this information. The Committee was later advised by the Superintendent that his investigation disclosed that such referrals had indeed been made but that as of that date it was being stopped. He further advised that a proper medical directory would be placed in each school. The personnel would henceforth use this as a basic referral source.

Respectfully submitted,

Murray H. Strasburg, Chairman

Gloria M. Coodley

Marie Y. Shibuya

SUMMARY OF RECOMMENDATIONS

IT IS ABSOLUTELY ESSENTIAL THAT THESE REPORTS BE READ IN FULL IN ORDER TO FULLY COMPREHEND AND PROPERLY EVALUATE THE REASONS FOR THE RECOMMENDATIONS.

THE AUDIT COMMITTEE RECOMMENDS:

The Audit Committee Report contains certain comments and recommendations of the Contract Auditor as well as some by the Committee. Only recommendations considered to be of major importance are included in this Report. Also, only a portion of the Contract Auditor's comments resulting in his recommendations are contained in the Audit Committee Report.

Since the background data relative to the recommendations are extremely important to understanding the reasons for them, the full text of the Report should be read. The Committee's report is a skeletal summary of the Contract Auditor's ten separate reports. Some of the recommendations may require direct action by the Board of Supervisors and the CAO, in addition to individual departments concerned. The Grand Jury agrees with all recommendations of the Contract Auditor and urges that action be taken promptly to implement them.

THE CRIMINAL COMPLAINTS COMMITTEE RECOMMENDS:

1. Restructure County government to center responsibility and authority in a single Chief Executive. (Page 12).
2. Establishment of positive policy of minimizing harassment and intimidation by law enforcement. Enforce implementation of this policy at all levels. (Page 12).
3. Call upon the private sector of the community to share responsibility for minimizing fraud and its attendant costs. (Page 13).
4. That the District Attorney establish a policy which will provide for dissemination of information to appropriate sources regarding fraudulent practices. (Page 13).
5. Designation of a member of the Grand Jury as Corresponding Secretary, responsible for initial receipt of all communications to the Jury. (Page 13).
6. Limitation of criminal cases to the Grand Jury to those not properly served by preliminary hearing. (Page 13).
7. That "off-the-record" discussions not be permitted during a hearing. (Page 14).
8. Elimination of conflict between federal and state laws with respect to defense plea of insanity in bank robbery cases. (Page 14).
9. Reformation of system of bail bonds from commercial suretyship to public administration. (Page 14. Also see Ad Hoc Committee Report, Page 95).

10. The practice of impaneling one County Grand Jury be continued. (Page 15).
11. The practice of random selection of Grand Jurors from nominees by Superior Court judges be continued. (Page 15).
12. That both civil and criminal powers be retained in one County Grand Jury. (Page 15).

THE EDUCATION COMMITTEE RECOMMENDS:

1. That school administrators examine the extent of and the root causes for the use of the disciplinary transfer practice. (Page 17).
2. That the Special Schools and regular public schools initiate more effective in-service training for teachers. (Page 17).
3. That the learning center concept be implemented immediately in the Special Schools and the regular public schools. (Page 19).
4. That better articulation of curricula between the Special Schools and regular public schools be established. (Page 20).
5. That every effort be expended by all concerned in assisting the youth in making a more effective transition back into regular school. (Page 20).
6. That the Probation Department, the County Superintendent of Schools and all school administrators notify all personnel that those who cannot adjust to the commitment of helping to break the delinquency cycle will be *counseled out of the system*. (Page 20).
7. That a policy be established by all concerned that in matters affecting the juvenile that primary consideration be given to the best interests of the juvenile. Other considerations must be secondary. (Page 22).
8. That the Board of Supervisors direct that a Task Force be formed immediately to address itself to the assignment of creating the optimum climate for development of a sound educational environment for children. (Page 21).
9. That a course in Behavior Modification principles be a prerequisite to credentialing. (Page 20).
10. That the probation officers act as teaching aides in Special Schools classes where needed (Page 22).
11. That the County Superintendent of Schools aggressively support and implement The Program Definition Committee's recommendation. (Page 22).

THE ENVIRONMENTAL COMMITTEE RECOMMENDS:

1. That the APCD be given adequate funds to enlist public support by showing their record of accomplishment. (Page 27).
2. That environmental faculties of the many academic institutions within the County be utilized to the fullest extent possible, including financial grants for studies of County environmental problems. (Page 27).
3. That the Board of Supervisors appoint an Ombudsman for Environmental Matters. (Page 27).
4. That the Board of Supervisors take immediate action to implement a viable, expandable Mass Transit System not dependent on passenger revenues for its operation and expansion. (Page 28).
5. That the Board of Supervisors initiate a study of the feasibility of concentrating all electric power plants for the Southern California area on a suitable Channel Island. (Page 28).

THE GRAND JURY AD HOC COMMITTEE RECOMMENDS:

1. That Superior Court judges not limit the selection of nominees to those with whom they are personally acquainted, but also consider for personal interview those recommended by responsible parties who have knowledge of the qualifications needed and time required of a Juror. (Page 105).
2. That the two drawings for grand jurors be advanced one calendar month, the time of impanelment and the assumption of duties to remain the same. (Page 105).
3. That additional orientation be afforded by the previous Foreman and chairmen. (Page 105).
4. That a full time Researcher-Librarian position be created for the grand jury. (Page 105).
5. That the grand jury committees utilize the services of research groups and graduate students to aid the jurors in their field work. (Page 106).
6. That the number of committees be expanded. (Page 106).
7. That the jury be impaneled on the basis of a fiscal year rather than a calendar year. (Page 106).

8. That the practice of random selection of 23 grand jurors from nominees selected by Superior Court judges be retained. (Page 107).
9. That both civil and criminal powers be retained in one county grand jury. (Page 107).
10. That at the time of the final drawing, after the 23 names are drawn, the eleven remaining shall be drawn in sequence and held in abeyance. (Page 107).

THE ISSUES COMMITTEE RECOMMENDS

1. That there be legislated strong and effective gun control measures. (Page 29).
2. That the functions of the Sheriff's and the Marshal's be consolidated. (Page 30).
3. That the Board of Supervisors issue a position paper extolling the merits of such consolidation and condemning the delaying tactics used and the vested interests who lobby against these bills. (Page 32).

THE JAILS COMMITTEE RECOMMENDS

1. Special training for jobs which require particular sensitivity, e.g. booking officers and jailers who deal with large masses of inmates. (Page 38).
2. Efforts be made to alleviate the overcrowding in Maximum Security at Wayside. (Page 38).
3. That other jails institute the Positive Mental Attitude Program now used at Mira Loma. (Page 38).
4. That a budget be provided for improvement of the library at Biscailuz Center or the County supply books through its system. (Page 39).
5. That future Grand Juries arrange for private discussions with inmates during visits to major jails. (Page 39).
6. Increased use of case workers, pre-release counseling and job placement assistance in all jails. (Page 40).
7. An aggressive and innovative program for recruitment of minority personnel. (Page 40).
8. The appointment of an Ombudsman to serve in the County Jails system. (Page 41).

9. Better lines of communication between jail personnel and inmate. (Page 41).
10. More effort be expended to insure that top level policy is being implemented at lower levels. (Page 41).
11. Additional Human Relations courses, with skilled instructors, for cadets and in-service personnel. (Page 41).
12. Immediate acceptance of Mental Health Services plan for a psychiatric jail ward. (Page 42).
13. The use of the empty cells at Van Nuys jail for the weekender program. (Page 43).
14. Constant reexamination and upgrading of existing programs and experimentation with new, creative plans for rehabilitation outside the institutional setting. (Page 44).
15. Requisition for portable pay phones in all jails. (Page 44).
16. Signs in the booking area stating rules regarding phone calls. (Page 44).
17. Thirty-minute checks of prisoners. (Page 45).
18. Increased use of civilian personnel in jails. (Page 45).
19. LAPD consider adding "Ride-Along" to their present programs. (Page 46).

THE NARCOTICS AND DANGEROUS DRUGS COMMITTEE RECOMMENDS:

1. Approval of the Comprehensive Plan on Drug Abuse; endorsement of the Inter-Agency Task Force; request for immediate provision of funds for staffing and implementation. (Page 52).
2. Narcotics and Dangerous Drugs Commission should review legislation and have "contact people". It should not evaluate grant applications nor programs. If it does not serve the County's best interests it should be abolished. (Page 53).
3. Encouragement of diversity and innovation in treatment programs. (Page 54).
4. Each geographical region should have a detoxification center. (Page 54).
5. Increase in the number of methadone treatment centers, preferably by contract with the private sector. (Page 55).

6. Marijuana for personal use (or private possession) should not be considered a crime. (Page 56).
7. Federal government should set barbiturate production quotas and ban drug commercials on television. (Page 58).
8. Existing diversion programs should be enlarged to provide for drug users (not sellers) to be removed from the criminal justice system into treatment centers. (Page 59).
9. A medical-psychiatric panel should be available to the Supervisors for technical advice as needed. (Page 59).

THE SOCIAL SERVICES COMMITTEE RECOMMENDS:

1. That Long Beach General Hospital be rebuilt only for its present specialized functions and that no new acute beds be added in the new facility. The new construction at the hospital should be compatible with the surgery building opened this fall so that this new facility need not be abandoned. (Page 62).
2. The entire \$385,000,000 hospital construction program should be reevaluated in light of current trends. (Page 63).
3. The Health Department should establish a program to encourage private hospitals to improve their image in regard to admission policies toward the less affluent. This will partially fulfill their commitment to Hill-Burton and increase the potential use of their idle facilities. (Page 64).
4. That the enrichment program of Med Ocho be continued at County expense if the cost cannot be covered by federal grant. (Page 64).
5. The feasibility of leasing large contiguous space (such as entire floors) in private facilities should be studied with the view that they be staffed and operated by the County, in lieu of new structures. (Page 64).
6. Martin Luther King Hospital should be completed as scheduled according to its present master plan. (Page 65).
7. The weight given to the written civil service examinations should be reduced relative to the weight given for performance and experience. The Civil Service examinations for Librarian (Principal and Senior) should be reviewed for pertinence and appropriateness for the position. (Page 65).
8. The 1973 Grand Jury should continue the study of the Civil Service problem (Page 66).

9. A reduction or downgrading in DPSS administrative positions where appropriate. (Page 66).
10. New dormitories at MacLaren Hall be completed before other buildings are started. (Page 67).
11. That Los Angeles County seek a federal grant for a total systems study of DPSS. The grant should cover the services of competent private systems study organizations. (Page 67).
12. That DPSS take immediate steps to study and coordinate the vast personnel changes that will occur January 1, 1974 when Old Age Security, Aid to the Blind and Aid to the Totally Disabled become federal functions. (Page 68).
13. The photographic identification system of the DMV should be provided at County expense for all welfare check recipients who do not have driver's licenses. This should be coupled with an educational program to encourage non-drivers to avail themselves of this service. (Page 68).
14. That the pay scale of eligibility workers and supervisors in the DPSS and District Attorney's Office be coordinated. (Page 69).
15. That DPSS adopt a system of warrants requiring identification of the recipient and that the USDA be encouraged to allow merchants to provide change in small denomination stamps. (Page 70).

RECOMMENDATIONS ON THE INITIATIVE PROCESS:

1. Legislation be passed forbidding paid circulators from securing signatures on any initiative petitions. (Page 129).
2. The State Election Code should be amended to allow voters in counties of over one million to place an initiative on the county ballot by securing signatures from 5%, rather than 10%, of all those who voted for all candidates in the last gubernatorial election. (Page 129).

SPECIAL ACTIONS

GRAND JURY
RESOLUTIONS AND RECOMMENDATIONS

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
PABLO A. CARTAGENA
JULIAN N. COLE
MRS. GLORIA M. COODLEY
MICHAEL J. DILLON
MRS. GLORIA L. EINSMANN
LAURENCE T. "TOM" GREINER
RALPH L. INGLIS
LESLIE E. KELLY
MRS. BERNICE LOFTON
MRS. BEVERLY LOGAN
MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES

1972 GRAND JURY

548 HALL OF JUSTICE
LOS ANGELES, CALIF. 90012
629-2451

May 17, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

Mr. Ellis Murphy, Director,
Department of Public Social Services
4900 Triggs Street
City of Commerce, California 90022

Dear Mr. Murphy:

Pursuant to our telephone conversation and the visit of Richard Havnen to our committee, our Jury has taken an interest in the food stamp mailing problem.

After studying the proposed change in the food stamp procedure scheduled for July 1 and its possible effects on the crime rate in our county, the 1972 Grand Jury has passed the following resolution:

WHEREAS the Food and Nutrition Service has proposed a change in the distribution of food stamps to comply with public assistance withholding, and

WHEREAS the negotiability of food stamps would place the postal employees and the recipients in personal jeopardy, and

WHEREAS the use of warrants made out in the name of recipients could be mailed without danger; Therefore, this Grand Jury

URGES the Food and Nutrition Service to consider the public assistance warrant format proposal submitted by Mr. Ellis E. Murphy in lieu of the food stamp mailing procedure scheduled to start July 1 and now rescheduled for September 1 in this area.

Mr. Ellis P. Murphy

2

May 17, 1972

The foregoing resolution was passed on May 17, 1972 and represents, in a tangible way, our jurors' ideas concerning this problem.

If we can be of further assistance please let us hear from you.

Cordially yours,

A handwritten signature in cursive script, reading "Robert G. Metzner". The signature is written in dark ink and is positioned above the printed name.

Robert G. Metzner, Chairman,
Social Services Committee

js

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
PABLO A. CARTAGENA
JULIAN N. COLE
MRS. GLORIA M. COODLEY
MICHAEL J. DILLON
MRS. GLORIA L. EINSMANN
LAURENCE T. "TOM" GREINER
RALPH L. INGLIS
LESLIE E. KELLY
MRS. BERNICE LOFTON
MRS. BEVERLY LOGAN
MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES

1972 GRAND JURY

548 HALL OF JUSTICE
LOS ANGELES, CALIF. 90012
629-2451

June 20, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

RESOLUTION

WHEREAS the 1972 Grand Jury of the County of Los Angeles is shocked and outraged at the surging rise in violent crime in Los Angeles County, in the State of California and nationwide; and

WHEREAS, there are currently 90 million guns of all kinds in civilian hands in the United States with 2.5 million more being purchased every year, unrestricted as to ownership or possession; and

WHEREAS evidence of the role of the handgun in crime, both as a stimulus to violent crime and as a means of inflicting crippling injury and death, is overwhelming; and

WHEREAS in the United States in 1967 handguns were used to commit 76% of all homicides, 86% of all aggravated assaults and 96% of all robberies, longguns were used in the same year in 24% of the homicides, 14% of the aggravated assaults and only 4% of robberies, supporting the contention that the criminal's primary firearm is the handgun; and

WHEREAS public agitation against the unrestricted availability of handguns has been systematically thwarted and suppressed by special interest groups; and

WHEREAS too many of our public officials have abdicated their leadership responsibilities and have failed to address themselves to the national carnage resulting from the unrestricted availability of handguns, all at the price of thousands of lives; and

WHEREAS Los Angeles County Sheriff Peter J. Pitchess, on the basis of his extraordinary experience in law enforcement, unintimidated by threats and steadfast in his opinions, has publicly stated. " This Country must enact legislation to end the sale and possession of handguns . . . we can no longer live with the constant threat of death . . . I'm not even opposed to the elimination of rifles if the murder rate continues to climb"; Now, therefore, the 1972 Grand Jury of the County of Los Angeles

RESOLVES: That we, the Grand Jury of the County of Los Angeles, publicly express our firm support for strong and effective gun control legislation; that Sheriff Peter J. Pitchess be commended for his courageous stand in favor of gun control legislation; that we entreat the Legislature of the State of California and the Congress of the United States to heed our plea for immediate action to enact the necessary legislation to safeguard our citizens.

FOR THE 1972 GRAND JURY OF THE COUNTY OF LOS ANGELES


FOREMAN

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
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MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES

1972 GRAND JURY

548 HALL OF JUSTICE
LOS ANGELES, CALIF. 90012
629-2451

June 26, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

POSITION PAPER ON MARIJUANA RECOMMENDATION

The Los Angeles County Grand Jury has voted to concur with the position of the National Commission on Marijuana and Dangerous Drugs in its recommendation that private possession of marijuana for personal use no longer be a criminal offense.

The conclusions of the Grand Jury, arrived at after some weeks of study and hearings on the subject, were as follows:

1. That marijuana for personal use should not be considered a crime.
2. That the use of marijuana in public should not be allowed.
3. That the Grand Jury agrees with efforts to discourage the use of marijuana and does not recommend legalization.
4. That the recommendation in no way suggests changes in present laws with regard to cultivation or sale.
5. That a plea of marijuana intoxicification should not be used as a defense in any criminal proceedings.
6. That state legislatures which have improperly classified marijuana as a narcotic immediately redefine it according to the standards of the recently adopted (Federal) Uniform Controlled Substances Law.

(Refer to Narcotics and Dangerous Drugs Report for further discussion)

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

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MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES

1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

September 20, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

The Honorable Warren M. Dorn
Chairman, Board of Supervisors
869 Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Supervisor Dorn:

The Grand Jury has been studying the educational problems within the County for the past year and we intend to submit, within the next 30 days, a comprehensive report of our observations and recommendations. However, intensification of the educational problems since the re-opening of the schools throughout the County has brought into focus the bleakness of the picture.

We have observed that the system of justice which affects the young person is not confined to the criminal justice system--that some school practices are programming students into delinquency--that some existing institutions charged with the responsibility of redirecting the young person's life are not doing so. This concerns the Grand Jury tremendously. We feel compelled to submit this letter now.

Consistent with the thrust of county government at this point, we recommend the development of an appropriate task force to bring together, in a coordinated manner, specific resources in the County of Los Angeles which have the responsibility for most effectively creating a climate for sound education.

In order to accomplish this process, we make the following recommendations:

THE GRAND JURY URGES THE BOARD OF SUPERVISORS TO
DIRECT THE CHIEF ADMINISTRATIVE OFFICER AND THE
COUNTY SUPERINTENDENT OF SCHOOLS TO DO THE
FOLLOWING IMMEDIATELY:

1. To make an assessment of those existing county agencies and resources which might be utilized in the enhancement of a more productive educational system; e. g., the

September 20, 1972

County Commission on Human Relations, Community Health Services, Mental Health, Chief Probation Officer, Model Cities Director, Director of Model Neighborhood Programs, Youth Services Division of the District Attorney.

2. To convene immediately the identified responsible administrators so that they may be better able to coordinate their services, resources and activities.

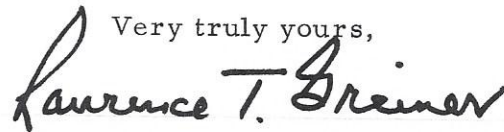
Among the areas of immediate concern are the following:

1. The sharing of existing facilities.
2. The sharing of staff resources.
3. The coordination of similar programs.

Your interest and great concern for the betterment of our community is shared by this Grand Jury and assures us that you will act immediately upon these recommendations.

We request a progress report by November 1, 1972 so that we may include your participation in our final report.

Very truly yours,



Laurence T. Greiner
Foreman

js

c: Supervisor Peter F. Schabarum
Supervisor Kenneth Hahn
Supervisor Ernest E. Debs
Supervisor James A. Hayes
Arthur G. Will, Chief Administrative Officer
Dr. Richard M. Clowes, County Superintendent of Schools

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

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COUNTY OF LOS ANGELES

1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

October 11, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASSBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

RESOLUTION

WHEREAS the Med Ocho program at County USC Medical Center will no longer be supported by the Model Cities Funds after October 31; and

WHEREAS after due consideration, the Los Angeles County Grand Jury believes that the enrichment portion of Med Ocho is of substantial benefit to the Mexican American community of Los Angeles County; Therefore be it

RESOLVED: That the Los Angeles County Grand Jury urges the Los Angeles County Board of Supervisors to vote the necessary funds before November 1st to continue the enrichment program of Med Ocho.

FOR THE 1972 GRAND JURY OF THE COUNTY OF LOS ANGELES


FOREMAN

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
PABLO A. CARTAGENA
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RALPH L. INGLIS
LESLIE E. KELLY
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MRS. BEVERLY LOGAN
MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES

1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

October 24, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASSBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

The attached resolution is endorsed by the Los Angeles County Grand Jury.

It is being released to the news media simultaneously by the Grand Juries of San Bernardino, Orange and Los Angeles counties.

We believe this action of the three Grand Juries is without historical precedent. The benefit of consolidation of the Marshal's and Sheriff's Departments will accrue to over nine million people represented by the three Grand Juries. We ask that this resolution be construed by the State Legislature as a mandate to act immediately and positively on this issue.



Laurence T. Greiner
Foreman

js

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

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COUNTY OF LOS ANGELES

1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

October 24, 1972

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MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

RESOLUTION OF THE 1972 GRAND JURY OF LOS ANGELES COUNTY, CALIFORNIA

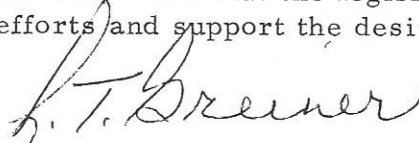
WHEREAS the Economy and Efficiency Committee of the County of Los Angeles conducted a five-month study in 1967 on the possible merger of the Bailiff and Civil Process functions now under the Marshal's Department into the Sheriff's Department; and

WHEREAS in spite of the fact that the Los Angeles County Board of Supervisors supported the consolidation which would save the taxpayers of Los Angeles County alone over \$2 million annually, and in spite of the fact that legislation was introduced in the State Senate and Assembly, this desirable legislation has been thwarted in the State Legislature since 1968; and

WHEREAS although ten counties in California have already efficiently consolidated the functions of the Marshal's Department into the Sheriff's Department (San Francisco County is an example), vested interests have defeated all efforts by citizens' groups representing nine million citizens to have such enabling legislation enacted for all counties who find such action desirable; and

WHEREAS the Grand Juries of the Counties of Los Angeles, Orange, and San Bernardino support this move toward consolidation since all employees of the Marshal's Office would be absorbed with no loss of jobs, tenure, seniority, or other civil service rights: Therefore be it

RESOLVED, That the Los Angeles County Grand Jury does hereby join the Grand Juries of Orange and San Bernardino in requesting that the Boards of Supervisors of these counties pass resolutions proposing the necessary legislation be introduced anew at the 1973 session of the State Legislature and actively supported to insure passage by both Houses and that the legislative representatives energetically devote their efforts and support the desires of nine million of the state population.



LAURENCE T. GREINER, Foreman

THE INITIATIVE PROCESS

The Grand Jury investigated the process whereby voters of Los Angeles County could place an initiative amendment on the County ballot. It has been over twenty years since this has been done. The principal reason appears to be that the State Elections Code requires that, for a Charter Amendment, the initiative petition must be signed by 10% of the number who voted for *all* candidates in the last gubernatorial election. (At this time over 260,000 signatures would be required.)

We attended a meeting of the Assembly Committee on Elections and Reapportionment and heard testimony concerning the abuses of the initiative process under present laws.

Our study resulted in the following actions: (1) A letter to the members of the Assembly Committee and (2) A resolution to the Board of Supervisors. These are attached.

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

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COUNTY OF LOS ANGELES

1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

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MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

November 2, 1972

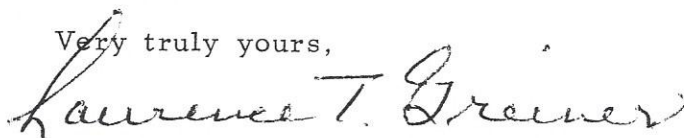
Dear (Assemblyman) :

As a result of a study of the initiative system in the State and County, the Los Angeles County Grand Jury has made the following recommendations:

1. Legislation should be passed immediately forbidding paid circulators from securing signatures on any initiative petition. The present system represents a perversion of the intent of the Constitution in providing for the initiative process. Licensing of circulators will not correct the abuses. Paying for signatures must be outlawed.
2. The State Election Code should be amended to allow voters in counties of over one million to place an initiative on the county ballot by securing signatures from 5%, rather than 10%, of all those who voted for all candidates in the last gubernatorial election.

We feel that both of these changes are necessary to provide better government for the people of the State and of the Counties. We would appreciate hearing from you in regard to any steps taken on these issues.

Very truly yours,



Laurence T. Greiner, Foreman

cc: Assemblymen

Henry Waxman, Chairman
Jerry Lewis, Vice Chairman
John Briggs
Willie Brown
Kenneth Cory
Robert Crown
Jack Fenton
Alex Garcia

Assemblymen

Walter Karabian
Robert Monagan
Carlos Moorhead
Bob Moretti
Paul Priolo
Leon Ralph
Newton Russell

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
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COUNTY OF LOS ANGELES
1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

November 2, 1972

WALTER MAIER
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CHARLES R. WHEELER

RESOLUTION

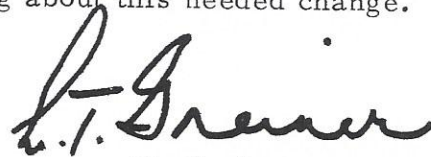
WHEREAS the initiative process has been perverted by allowing circulators of petitions to be paid for securing signatures; and

WHEREAS only four of the nine initiatives on the November ballot represent the work of voluntary groups in collecting the signatures; and

WHEREAS the frauds recently uncovered in the collection of signatures were directly related to petitions in which paid circulators had been used; and

WHEREAS the legislature of the State of California has not taken action on outlawing paid circulators: Therefore be it

RESOLVED, That the Grand Jury recommends that the Board of Supervisors use the influence of its position by making a public statement in favor of a complete ban on paid circulators and recommend to the State Legislature that immediate action be taken on the legislative level to bring about this needed change.



Laurence T. Greiner, Foreman

js

CORRESPONDENCE



**BOARD OF SUPERVISORS
COUNTY OF LOS ANGELES**

869 HALL OF ADMINISTRATION / LOS ANGELES, CALIFORNIA 90012

MEMBERS OF THE BOARD
WARREN M. DORN
CHAIRMAN

PETER F. SCHABARUM
KENNETH HAHN
ERNEST E. DEBS
BURTON W. CHACE

WARREN M. DORN
SUPERVISOR, FIFTH DISTRICT

July 14, 1972

Mr. Laurence T. Greiner, Foreman
Los Angeles County Grand Jury

Dear Mr. Greiner:

Within the ranks of County service there are some 250 public agencies which have investigative or advisory functions. These are agencies which are guided by groups of dedicated citizens from the private sector who give generously of their time and energies and generally receive only small remuneration or personal recognition. However, the assistance they provide the Board of Supervisors and their fellow citizens is immeasurable.

Chief among all of the County's fact-finding agencies, of course, is the Grand Jury whose legal authority is established by the California Constitution. The men and women who serve annually on the Los Angeles County Grand Jury have a major responsibility in providing for the checks and balances in our County government as mandated in the State Code of Civil Procedure. The Grand Jurors are, in fact, officers of the court and are empowered to make inquiries over a broad range of County activities as well as inquiring into all public offenses triable within the County.

Unfortunately, as happens with all of us in public life, there have been occasions when the role of the Grand Jury has been criticized or down-played. In these instances such allegations are most unfair and without foundation.

Mr. Laurence T. Greiner
July 14, 1972
Page 2

It is for this reason that the Board of Supervisors feels compelled to reject such false notions and to voice its full support of the Grand Jury, calling attention to the many valuable contributions which are made each year by Grand Juries in this County and, especially, to those fine services which already have been performed by the current Grand Jury.

There is no one more aware of the public benefit gained by the work of this agency than the Board of Supervisors. We consider the Grand Jury to be one of our strongest allies in providing the safeguards needed for good government. Over the years, the investigative efforts of the Grand Jurors have been highly instrumental in improving the quality of County government. The constant surveillance of conditions in jails and other correctional facilities, the contributions in the continuous war against drug abuse, the activities in the fields of air pollution and education, the investigations of criminal complaints and the auditing of many County departments and agencies are but a few of the achievements of the Grand Jury which help us to maintain the high standards County government now enjoys.

Members of the 1972 Grand Jury are to be commended for their services in guarding the public interest. You may be sure that the Board of Supervisors is cognizant of the vital role you are playing and that you have our full support.

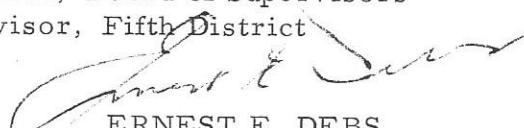
Very truly yours,



WARREN M. DORN
Chairman, Board of Supervisors
Supervisor, Fifth District



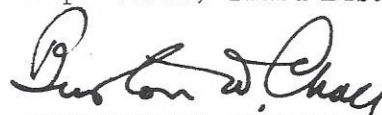
PETER F. SCHABARUM
Supervisor, First District



ERNEST E. DEBS
Supervisor, Third District



KENNETH HAHN
Supervisor, Second District



BURTON W. CHACE
Supervisor, Fourth District

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

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MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES

1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

November 28, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

LETTERS TO:

GOVERNOR RONALD REAGAN
SPEAKER OF ASSEMBLY
PRESIDENT OF SENATE

The 1972 Los Angeles County Grand Jury urges immediate repeal of the Pension Bill originally authored by Assemblyman Vincent Thomas.

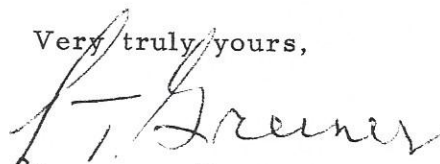
As you know, this bill enables eight members of certain commissions only in Los Angeles County to receive lifetime pensions if implemented by the Los Angeles County Board of Supervisors.

The Board has rejected the request for implementation and has voted to support repeal of the original legislation in Sacramento.

We are enclosing for your information a copy of our letter to the Board.

In the unlikely event that the leadership in the legislature changes, please forward this letter to the proper office.

Very truly yours,



Laurence T. Greiner
Foreman

cj
cc:

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
PABLO A. CARTAGENA
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COUNTY OF LOS ANGELES

1972 GRAND JURY

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EARLE Y. SULLIVAN
CHARLES R. WHEELER

TO THE BOARD OF SUPERVISORS:

The Los Angeles County Grand Jury has discussed and considered the advisability of activating legislation recently passed by the State Legislature which would enable members of certain commissions to be eligible for pensions.

We feel this would be a flagrant abuse of the retirement system's pension laws and are appalled that this "pork-barrel legislation" was sneaked through the legislature apparently indirectly by some staff officers of county government.

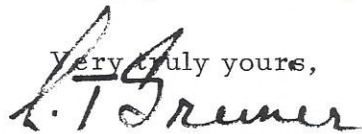
It is incredible to us that a bill tailored to benefit only eight people and only in Los Angeles County could have been passed in the Legislature and signed by the Governor.

Los Angeles County's over 1,000 commissioners, who are not salaried workers, are wisely separated from pension systems. This encourages the independence of the citizen commissions from the Board. The ultimate effect of such legislation could lead to all County commissioners being eligible for pensions.

We feel that implementation of the bill by the Board would be an unconscionable action on your part.

We urge you to reject implementation and to forcefully pursue the repeal of the Sacramento enabling legislation.

Very truly yours,



Laurence T. Greiner, Foreman

js

Addendum:

The above letter was written on November 28, 1972 and there was not time to have it delivered to you before the hour of your hearing on the matter. Therefore, we sent word verbally to your offices, stating that this letter would follow. We have since learned that you have unanimously rejected the implementation of the bill and also that you have publicly stated that you will exert your efforts to have the legislation repealed. We commend you on your actions.

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

MRS. BERNICE LOFTON
SECRETARY

WILLIAM J. BRADDOCK
PABLO A. CARTAGENA
JULIAN N. COLE
MRS. GLORIA M. COODLEY
MICHAEL J. DILLON
MRS. GLORIA L. EINSMANN
LAURENCE T. "TOM" GREINER
RALPH L. INGLIS
LESLIE E. KELLY
MRS. BERNICE LOFTON
MRS. BEVERLY LOGAN
MRS. MARGARET B. LUSK

COUNTY OF LOS ANGELES
1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

November 29, 1972

WALTER MAIER
ROBERT G. METZNER
FRANK G. MORALES
ERNEST PAIK
GEORGE M. PEACOCK
GEORGE A. PECK, JR.
MRS. RUTH RICKLES
MRS. MARIE Y. SHIBUYA
MURRAY H. STRASBURG
EARLE Y. SULLIVAN
CHARLES R. WHEELER

The Honorable Alan Cranston
United States Senator
Senate Office Building
Washington, D. C. 20510

The Honorable John V. Tunney
United States Senator
Senate Office Building
Washington, D. C. 20510

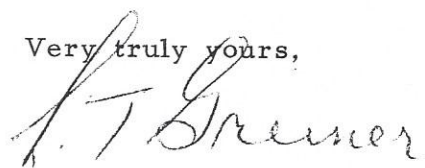
Dear Senator Cranston:

Dear Senator Tunney:

The 1972 Los Angeles County Grand Jury has taken a firm stand in favor of legislation protecting newsmen from being forced to reveal their sources of information.

We urge you to act favorably in this matter in the Senate and enclosed for your interest is a copy of our letter to the Los Angeles County Board of Supervisors.

Very truly yours,



Laurence T. Greiner
Foreman

cj

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
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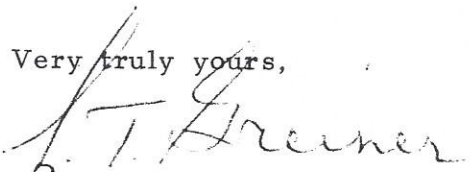
TO THE BOARD OF SUPERVISORS

The Los Angeles County Grand Jury was disappointed in your action yesterday whereby you failed to consider the question introduced by Supervisor Hahn in regard to federal legislation on freedom of the press.

The Jury feels that this most precious right is being threatened by recent judicial decisions.

We urge you to again consider this matter and take all steps to use your influence in Washington for passage of legislation protecting newsmen from revealing their sources and reaffirming the provisions of the first amendment.

Very truly yours,



Laurence T. Greiner
Foreman

cj
cc: Senator Tunney
Senator Cranston

RALPH L. INGLIS
FOREMAN PRO TEM

LAURENCE T. GREINER
FOREMAN

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COUNTY OF LOS ANGELES

1972 GRAND JURY

13-303 CRIMINAL COURTS BUILDING
LOS ANGELES, CALIF. 90012
629-2451

December 1, 1972

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MRS. RUTH RICKLES

MRS. MARIE Y. SHIBUYA

MURRAY H. STRASBURG

EARLE Y. SULLIVAN

CHARLES R. WHEELER

The Honorable Ronald Reagan
Governor, State of California
State Capitol
Sacramento, California 95814

Dear Governor Reagan:

It appears certain that the Sieroty-Gregorio Bill to lower the marijuana penalty will come to you for your signature. However, it is rumored that you will veto the bill.

The 1972 Los Angeles County Grand Jury strongly urges that you will sign the bill into law. As you know, we have taken a position in favor of decriminalization (not legalization). Our recommendation coincides with the conclusions of the President's Commission, reached after 18 months of study.

More importantly, 42 states, the District of Columbia and Federal laws classify possession as a misdemeanor or have adopted special provisions so classifying possession of small amounts of marijuana. The other eight have given the courts discretion. We feel that the proposed change will provide more equitable justice by removing the option from judges. Certainly, it will help relieve overcrowding in the Superior Court.

We would like to comment on Senator Richardson's statement that "the people spoke quite eloquently" on the subject when they defeated Proposition 19. That issue was for total decriminalization and went far beyond the Grand Jury's recommendation by allowing cultivation and use in public (both of which we did not approve). However, the fact that over 30% of the people of this state voted in favor of this much more liberal law was sufficient evidence for District Attorney Joseph Busch to state publicly that if that many millions of citizens were in favor of "legalization" (sic), he would certainly consider lowering the penalty to a misdemeanor.

December 1, 1972

The Canadian courts have just instituted changes which retain the provisions for fine or penalty, but which remove the criminal charge completely from the offender's record if the charge is only for possession of cannabis.

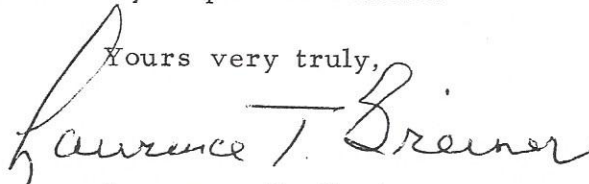
Drug education and prevention programs can only be effective if teachers are able to clearly differentiate to children the lesser dangers of marijuana as against the other habituating, addicting, brain-damaging hard drugs.

The prestigious national organization, "Consumer's Union" has just this week recommended complete legalization of marijuana. One of their reasons is that "Marijuana is here to stay. No conceivable law-enforcement program can curb its availability". Again, we assure you that we do not approve of legalization but feel that we should avoid repetition of the bitter lesson we learned during prohibition, which caused millions of otherwise law-abiding citizens to break the law. This leads to disrespect for the law in general -- a result more harmful than the drug's known effects.

We sincerely hope that you will give the most careful consideration to this letter and will sign the bill into law.

We appreciate your attention in this very important matter.

Yours very truly,



Laurence T. Greiner
Foreman

cj

cc: Alan Sieroty
Arlen Gregorio

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