

**LOS ANGELES COUNTY
GRAND JURY**



**FINAL REPORT
1973**

DR. J. H. HULL
FOREMAN PRO TEM

EARL J. SACHS
FOREMAN

MRS. ANNE S. COLLINS
SECRETARY

COUNTY OF LOS ANGELES

1973 GRAND JURY

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

November 29, 1973

THOMAS J. BARRY
PETER BERTINO
WAT W. BROWN
MRS. MARJORY E. CLARKE
MRS. ANNE S. COLLINS
MRS. VERONICA H. DYSART
RALPH FOY
MRS. ROSE GOLTER
MRS. HELEN L. GULBRANSON
DR. J. H. HULL
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MRS. CONCEPCION MINSKY
MRS. ADELIA MONTELEONE
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EARL J. SACHS
MRS. SYLVIA SANOFF
MRS. NEOMAH SCHARPS
HERBERT G. SHANE
SAMUEL S. SHERWIN
R. H. WATTSON

The Honorable Alfred J. McCourtney
Presiding Judge, Superior Court
and
The Honorable James G. Kolts
Supervising Judge, Criminal Departments

Gentlemen:

The 1973 Los Angeles County Grand Jury is pleased to submit its final report.

With the administering of the oath and the receipt of the charge by the Court, the members of the Grand Jury accepted an awesome responsibility and, as we discovered during the year, it proved to be a tremendous undertaking. It is hoped that we have performed our task in some significant measure.

Each of us has gained an insight into the workings of government, and with it we feel we have grown into more knowledgeable and understanding citizens of the community.

Since most of us will serve on the Jury for an additional six months it perhaps would be premature to thank you for your assistance and confidence during our tenure. However, we want you and the judges who nominated us to know that we appreciate the opportunity granted us and the trust placed in us during our tour of duty.

We earnestly request that all County officials review the recommendations of each committee and the Grand Jury contained in the final report. The members of the Grand Jury will be available to discuss the recommendations during the next six months.

Respectfully yours,


Earl J. Sachs
Foreman

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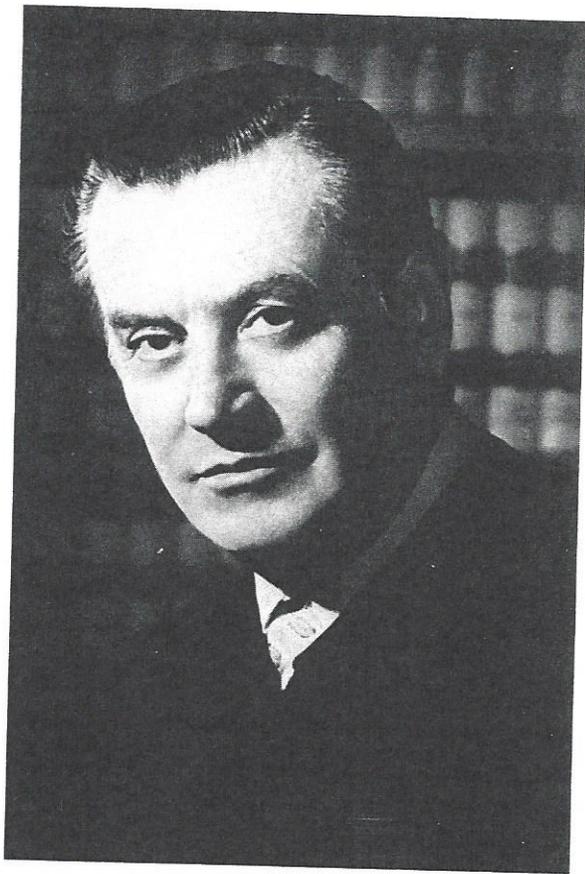
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The Honorable

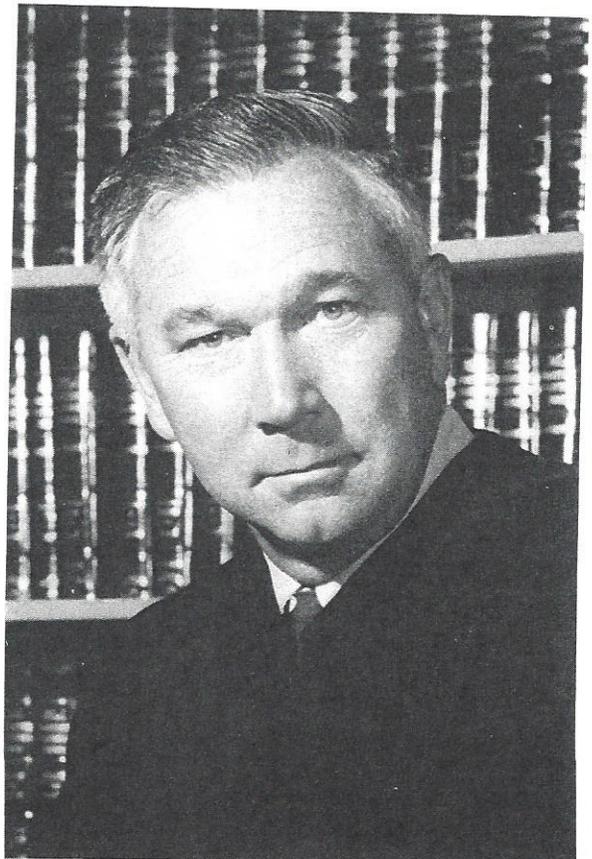
ALFRED J. MC COURTNEY

Presiding Judge of the Superior Court

The Honorable

JAMES G. KOLTS

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



1973 LOS ANGELES COUNTY GRAND JURY

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

THE 1973 LOS ANGELES COUNTY
GRAND JURY



Standing left to right:

- | | | | | | | |
|-------------------|----------------------|---------------------|--------------------|----------------|------------------|---------------|
| Paul Leos | Concepción C. Minsky | Cassandra Irvine | Veronica H. Dysart | Sylvia Sanoff | Wat W. Brown | Peter Bertino |
| Elvin D. Randolph | Samuel S. Sherwin | Helen L. Gulbranson | Ralph Foy | Neomah Scharps | Herbert G. Shane | H. T. Michler |

Seated center row left to right:

- | | | | | |
|-------------------|-----------------|-------------|-----------------|-------------------|
| Marjory E. Clarke | Elta S. Pfister | Rose Golter | Thomas J. Barry | Adelia Monteleone |
|-------------------|-----------------|-------------|-----------------|-------------------|

Bottom Row, seated left to right:

- | | | | |
|------------|-----------------|---------------|--------------------|
| J. H. Hull | Anne S. Collins | Earl J. Sachs | Richard H. Wattson |
|------------|-----------------|---------------|--------------------|

GRAND JURY OFFICERS



J. H. HULL
Foreman Pro Tem

R. H. WATTSON
Sergeant-at-Arms

ANNE S. COLLINS
Secretary

EARL J. SACHS
Foreman

ADMINISTRATIVE COMMITTEE



WAT W. BROWN

PAUL LEOS

HERBERT G. SHANE

R. H. WATTSON

ELTA S. PFISTER

CONCEPCIÓN C. MINSKY

THOMAS J. BARRY

RALPH FOY

J.H. HULL, *Foreman Pro Tem*

EARL J. SACHS, *Foreman*

MARJORY E. CLARKE, *Secretary*



HERBERT M. JACOBOWITZ
Deputy District Attorney
Legal Advisor to the Grand Jury

GRAND JURY STAFF



Charlesetta Johnson
Legal Stenographer

Theresa Carpenter
Bailiff

Kenneth G. Hubbard
Investigator

Joyce Shannon
Executive Secretary

Not Pictured: Max DeCamp, Court Reporter

Beverly Huff, Legal Secretary (Legal Stenographer replacement)

FOREMAN'S REPORT

Attainment of a final report factual in every respect has been the goal of the 1973 Grand Jury; the ensuing pages attest to the accomplishment of that objective.

Recommendations contained in each committee report represent innumerable hours of research and study, investigation and interview, and direct contact necessitating in-person visits, field trips and a deluge of correspondence.

Twenty-two dedicated men and women have consistently supplied me with the support needed to function as foreman – I thank them, each and every one. Overwhelming willingness and commitment characterized this Grand Jury, faced with the immense task of probing and examining the complex problems which beset the eighth most populous county in the world. My sincere gratitude to each committee chairman, their co-chairmen and members.

In setting up goals and objectives it became apparent almost immediately that twenty-three jurors would be incapable of policing all the operations in a County of such magnitude. However, despite the obvious limitations it is anticipated that the recommendations contained in the committee reports will in some way prove their effectiveness.

It should be noted that the budget for Los Angeles County was one billion and a quarter in 1967; it is two and a half billion in 1973 – a 100 percent increase in six years! Recognizing this incredible rise, one of the top priorities was the investigation of County government in its various administrative roles, with an eye toward aiding the taxpayer. The Grand Jury was indeed impressed with many management procedures and fiscal responsibilities regarding County government; however, operational inefficiency and lack of leadership were noted in some instances and are reported herein.

The hands of time move swiftly indeed, and twelve months pass all too soon. This year's Jury is unique – the only Jury whose term has been extended to 18 months by the State Legislature, affording it the opportunity to complete a number of projects that might otherwise be left unfinished. In addition to the unfinished projects it is our intention during the ensuing six months to make a thorough study of the causes and effects of juvenile delinquency and a study of the probation subsidy program.

This Jury commends the Citizens' Economy and Efficiency Committee for its outstanding efforts in surveying the duplication of services of fire stations throughout the County; also for its recommendation of a chief executive for the County of Los Angeles, establishing a check and balance system similar to city, state and national government.

Among those receiving our plaudits are the many County officials and administrators who were most generous with their time and assistance, enabling the 1973 members to become effective grand jurors. A moment also to thank the City officials and the

Police Department staff who somehow found the hours, despite an already full schedule, to help with various problems encountered. Sincere gratitude to the State officials and department heads for their many informative addresses throughout the years.

On behalf of all members of the Grand Jury we wish to acknowledge the steadfast support of Herbert Jacobowitz, Deputy District Attorney; Kenneth G. Hubbard, District Attorney Investigator; Mrs. Joyce Shannon, Executive Secretary; Mrs. Charlesetta Johnson, Secretary, and her replacement, Beverly Huff; Max DeCamp, Court Reporter; and Deputy Theresa Carpenter, Bailiff.

I wish to thank the Honorable James F. Healey, Jr. for placing my name in nomination; I am genuinely grateful to the Honorable Alfred McCourtney, Presiding Judge of the Superior Court, for selecting me as 1973 Foreman, and to the Honorable James G. Kolts, Supervising Judge, Superior Court Criminal Division, for his constant direction and supervision and for his understanding during some traumatic events.

Lastly, all our members wish me to express their gratitude to the judges who nominated them and to voice the sincere hope that the confidence placed in them is held justified.

Respectfully submitted,

EARL J. SACHS

1973 LOS ANGELES COUNTY GRAND JURY

OFFICERS AND COMMITTEES

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

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

STANDING COMMITTEES

ADMINISTRATIVE COMMITTEE

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

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Helen L. Gulbranson, Secretary
Marjory E. Clarke
Ralph Foy
J. H. Hull
Sylvia Sanoff
Neomah Scharps
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Helen L. Gulbranson
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JAILS COMMITTEE

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Helen L. Gulbranson
Ralph Foy
H. T. Michler
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JUVENILE CRIME

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Concepción Minsky
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STANDING COMMITTEE REPORTS



AUDIT COMMITTEE

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NEOMAH SCHARPS

MARJORY E. CLARKE

SYLVIA SANOFF

RALPH FOY

R. H. WATTSON
Co-Chairman

HERBERT G. SHANE
Chairman

HELEN L. GULBRANSON
Secretary

THE AUDIT COMMITTEE
REPORT

AUDIT COMMITTEE REPORT

In January 1973, the Audit Committee mailed letters to all firms of certified public accountants who had indicated an interest in performing the examination of County departments for the year 1973. Six responding firms presented their qualifications to the members of the Audit Committee. On February 15, 1973, Mr. James B. Baker, a partner of the firm of Coopers & Lybrand, certified public accountants, was selected to be the 1973 Contract Auditor.

The next order of business was to select the departments or functional programs of County government which would be examined for the current year. The criteria agreed upon was to include:

Recency of audits by the Grand Jury and the Internal Audit Division of the County Auditor-Controller.

Relative size of a department in terms of its budget and expenditures.

Importance with respect to the properties or dollars for which a department is accountable.

The existence of recent organizational changes.

Public interest in a department's activities.

Departments or programs required by law to be audited.

These considerations were, of course, also influenced by a budget of \$200,000 to \$225,000 which is consistent with past expenditures for this service.

Based upon these considerations, the following departments or functional programs were selected:

1. Child Support Collection Program
2. Martin Luther King Jr. General Hospital
3. Road Department
4. Purchasing and Stores Department
5. Department of Public Social Services
6. Mechanical Department
7. Department of Real Estate Management
8. Consolidated Fire Protection District
9. Probation Department
10. Auditor-Controller - Audit Division
11. Follow-up of 1972 Contract Auditor's recommendations

The data presented in this report of the Audit Committee is limited to a summarization of the major subjects and recommendations which are covered in more detail in the separate reports submitted by the Contract Auditor. However, all recommendations included in the Contract Auditor's report, are presented verbatim at the end of this report, and classified according to the departments or officials to take action. The County officials to whom the recommendations are addressed are hereby referred to the respective audit reports for more detailed explanations and descriptions of the

subjects. In this connection, the Contract Auditor has submitted an advance draft of his report to each of the departments and has received their comments prior to finalization.

**THE AUDIT COMMITTEE AND THE GRAND JURY HAVE CONCURRED
IN THE RECOMMENDATIONS OF THE CONTRACT AUDITOR.**

The Audit Committee wishes to express its appreciation to the Contract Auditor and his associates for the excellence of their work, and their dedication and cooperation in the completion of this assignment.

**I. COMMENTS REGARDING THE REPORTS
SUBMITTED BY THE CONTRACT AUDITOR**

1. Child Support Collection Program

The Child Support Collection Program (CSCP) is a complex series of subsystems administered by ten Governmental agencies, with the principal roles being performed by:

- Superior and Municipal Courts
- District Attorney (DA)
- Department of Public Social Services (DPSS)
- Auditor-Controller/Court Trustee (CT)
- Data Processing Department (DPD)

The following participate in this program to a lesser degree:
Probation, Marshall, Sheriff, Bureau of Resources and Collections, and
County Clerk.

On May 29, 1973 the Board of Supervisors approved the recommendation of the Chief Administrative Officer (CAO) to transfer the Child Support Collection Program enforcement activities from DPSS to the District Attorney. The DA will begin absorbing DPSS child support unit offices at the rate of one or two offices per month over the next 18 months. By 1975, 26 offices will be absorbed. It is believed that centralized leadership and coordination of the departments involved by the DA are important factors in the success of the program. Full support in terms of the commitment of County resources will be required.

An annual review of this program by auditors appointed by the Grand Jury is provided for in Section 10602.5 of the Welfare and Institutions Code of the California Welfare Reform Act of 1971. As instructed by the State Department of Social Welfare, the report on this review is to be presented in two parts:

- A systems report, briefly outlining the County agencies involved and their responsibilities and performances in the program.

- A Statistical report (form CA344) for the fiscal year ended June 30, 1973.

The current year's review concentrated upon the following three major activities of the program:

- Case establishment procedures
- Payment collection and distribution procedures
- Delinquency identification and processing procedures.

In addition, an investigation was made as to the status of the recommendations made by the 1972 Contract Auditor. In this connection, the affected agency's comments and an indication of action taken were included in the 1973 report, and all significant recommendations not resolved have been included as 1973 recommendations.

The Contract Auditor's 1973 report concluded that the County's Child Support Collection Program is not operating effectively and efficiently, and specified:

- "Delinquent payments are not being identified and collected on a systematic and timely basis.
- Procedures which are susceptible to automation (and cost reduction) are being performed manually.
- Data flows are subject to errors and processing delays, and
- Overall system development has been delayed by the lack of program leadership."

The following is a summarization of the more significant comments and recommendations of the Contract Auditor:

Case Establishment:

A large number of input documents were not processed by the Court Trustee into its data processing system, or were processed with incomplete data. This situation seriously reduces the overall program effectiveness and must not be allowed to continue. It is recommended that the Data Processing Department develop a computer program to audit the Court Trustee Master File, listing all cases with missing data, and then use this list as a basis for updating the Master File.

Payment Collection and Distribution:

Checks received by the Court Trustee which cannot be adequately identified (bad snags) are not deposited and remain uncontrolled until they are identified or assigned a suspense number. Accounting controls over these checks should be established upon receipt. At May 31, 1973 the snag payment suspense account, representing unidentified remittances etc., amounted to \$390,000 or a reduction of \$410,000 since May 1972. The Court Trustee is of the opinion that these snags result primarily from unprocessed new and modified cases. In any event, greater effort should be made to reduce this item to a minimum.

Under the provisions of Section 39.02 of the Welfare Reform Act, the County may claim from the State 21¼% of absent parent contributions that are treated as a repay-

ment of welfare aid. The Support Enforcement Incentive Fund (SEIF) report is now based upon a manual posting of data, requiring approximately 3,600 man hours per month. In addition, processing errors have resulted in a delay in the receipt of SEIF funds approximating \$100,000. It is recommended that the DA and DPSS evaluate the possibility of the automation of the SEIF report.

Delinquency Identification and Processing:

The Department of Public Social Services has not performed the necessary delinquency identification and processing procedure on a timely basis. As a result of a recent crash program 26,000 delinquency cases, applicable to 1972, are backlogged in the DA offices. DPSS has not continued its delinquency review subsequent to June 1973 in anticipation of the transfer of responsibilities to the DA. The total amount of delinquent payments, and the effect on ultimate collectibility, cannot be accurately calculated. However, the total delinquency could be well in excess of \$10 million, based upon a limited test by the Contract Auditor, and the eventual loss to taxpayers would be substantial. It is recommended that the DA in conjunction with Data Processing and the Court Trustee develop and implement automated delinquency processing, utilizing the Court Trustee computer.

General Comments and Recommendations:

It was noted that Program Procedure Manuals required revision and updating. In addition, to ensure an orderly transfer from DPSS to the DA it will be necessary to develop manuals for the consolidated activities. In this connection it would be important to review existing forms and documents as to requirements, design, usage and standardization.

The Contract Auditor submitted a number of recommendations related primarily to the Data Processing Department which include:

DPD should provide a means for coordinating systems changes when more than one data center is affected.

The CRT terminals have caused considerable problems due to a 23% downtime. DPD should initiate action to solve this.

DPD should review and update computer operator instructions.

2. Martin Luther King Jr. General Hospital

The first patient was admitted to this hospital in March 1972, and, as expected, there were many initial problems of organization and staffing which normally exist at the inception of a large institution. The Audit Committee selected this unit for review, at this early stage, in the hope that the Contract Auditor would find constructive recommendations to assist in the attainment of maximum efficiency. The objective was not

to compare operations and statistics in a critical manner with other more mature organizations.

The hospital renders services to recipients of public assistance and to the indigent and aged. In early 1972 it was designated as a community hospital. It has also entered into an operating agreement for medical teaching services with Charles R. Drew Postgraduate Medical School. Once the organizational phase is completed and the hospital is operating at full capacity, the rates charged are intended to equal the cost of the services provided.

The initial plans of the hospital provided for a capacity of 394 beds, and the initial availability was 105 beds which has gradually increased to 356 beds as of June 30, 1973. The availability of beds has depended upon the successful recruitment of adequate staff including nurses and the participation of community physicians. The stated policy in staffing has been an emphasis on quality in personnel selection. Plans have been started to provide 76 psychiatric beds to be added in the fiscal year 1976-1977. The master plan, when adopted, will include an additional 430 beds which will increase the capacity to 900 beds by 1980.

Following is a summary of revenue and expenditures for the three years ended June 30, 1973:

	Year Ended June 30,		
	<u>1971</u>	<u>1972</u>	<u>1973</u>
Revenue, as recorded	—	\$ 13,864	\$ 1,552,848
Expenditures:			
Salaries and benefits	\$1,006,450	\$8,300,102	\$19,496,870
Services and supplies	450,000	3,631,295	5,576,939
Costs applied	(26,112)	(55,065)	(930,571)
Capital outlay	—	—	18,000
	<u>\$1,430,338</u>	<u>\$11,876,332</u>	<u>\$24,161,238</u>

Revenue has been limited by the availability of licensed beds, and the fact that recorded revenue does not include revenue generated by the Medi-Cal program. In each of the three years the actual expenditures (net of revenue) was less than the budgeted appropriations (net of budgeted revenue).

The scope of the Contract Auditor's review was concerned with the hospital's systems related to revenue, accounts receivable, purchasing, payroll, property and equipment, and inventory, together with limited reviews of procedures related to cash, budgetary controls, management information and contracts with others.

The hospital is at present utilizing a computer accounting system for hospitals (SHAS)

to a very limited extent. A new MASTER project, involving all County hospitals is being developed and programmed to become operational at the close of 1974. In the meantime, the Contract Auditor is recommending an evaluation of the use of present computer capabilities in connection with management reports, accounts receivable and billings, most of which are being performed manually.

In connection with accounts receivable the Contract Auditor's recommendations include:

Establishing a controlling account as a basis for comparison with the total of detail listings each month.

Ageing of the detail listing for better control of collections and follow up of delinquencies.

Mailing of past due notices to all debtors who are delinquent over 30 days.

Turning over delinquent accounts for collection to the County Bureau of Resources and Collections.

Establishing a daily reconciliation to ensure that all services rendered have been billed at regular rates.

The auditors visited the County Bureau of Resources and Collections (BRC) to follow the flow of delinquent accounts submitted by the hospital. Without performing an examination or review, several recommendations were developed including:

Establishment of a controlling account of receivables for comparison with the listing of detail accounts.

Establishment of a write-off policy of uncollectible accounts.

With regard to the purchasing and inventory functions, the auditor recommends that reorder and economic quantity levels of inventory be established. It is also recommended that physical inventories be taken periodically and reconciled to the perpetual records.

The property and equipment assets of the hospital exceed a cost of \$25 million. The auditor recommends that an equipment ledger be established which will indicate custodial responsibility and which will be compared to an annual physical inventory.

3. Road Department

The Road Department is responsible for the construction and maintenance of all roads, bridges, and appurtenance facilities in the unincorporated portions of Los Angeles

County and in Contract Cities which have street maintenance agreements with the County. The Department is also responsible for the installation and maintenance of traffic signals and administration and maintenance of County Lighting and Lighting Maintenance Districts. Approximately 5,600 miles of streets and highways are maintained by the Department, including 1,400 miles within Contract Cities.

Revenues and expenditures of the Road Department for the three years ended June 30, 1973 are summarized below:

	Year ended June 30		
	1971	1972	1973
Revenues	\$69,189,225	\$74,751,587	\$71,828,607
Expenditures	<u>75,804,609</u>	<u>71,546,803</u>	<u>71,931,667</u>
Deficit	<u>\$ 6,615,384</u>	<u>\$ (3,204,784)</u>	<u>\$ 103,060</u>

In all three years both revenue and expenditures were substantially less than the totals budgeted, and in each year the actual excess of expenditures over revenue was less than the budgeted excess.

The scope of the examination was confined to a review by the Contract Auditor of the cost system, cost allocation procedures, inventory controls, equipment management and maintenance, salary and contract expenditures, contract awards and revenue controls.

On July 23, 1973 the Department, with the prior approval of the Board of Supervisors, awarded a contract costing \$1.5 million for the design and implementation of a "Management Information System." This system which is intended to provide a full spectrum of management reports, will be implemented over a three-year period, and is expected to have applications usable by other departments.

Several recommendations were made regarding current reports which include the following:

A monthly computer report of completed work orders showing estimated and actual costs is important for management control. However, the auditors were informed that this report was discontinued or delayed by the Data Processing Division, and the last report processed was for December 1972. It is recommended that this report be reinstated, and that it be issued on a timely basis each month, — within 30 days.

Several instances were disclosed in which the computer generated reports appear unnecessary and should be discontinued.

There were a number of recommendations related to inventory control which include the following:

Under present practice the various divisions and warehouses each operate

autonomously as to items carried and stock levels. It is recommended that the department consider the practicality of central control of all inventories.

Criteria should be developed to establish inventory levels, reorder points and economic order quantities.

Steps should be taken to improve the physical security of inventories in the central warehouse.

An investigation should be made for possible inventory reduction through closer coordination with the Purchasing and Stores Department.

The Road Department has 1,448 units of equipment which represent significant problems of utilization, repairs and maintenance. Some of the more pertinent recommendations in the report are:

As equipment reports are prepared for management as to each unit of equipment there should be an organized routine review as to the utilization and operating costs of each major unit.

Comprehensive equipment purchase and replacement formulas should be developed to assist decision making.

A copy of the job order should be used in scheduling equipment maintenance to allocate man hours, materials and equipment needed so that all factors, including priorities, may be considered.

The department should investigate the feasibility of establishing a night shift for preventive maintenance and minor repairs to minimize "out of service" time.

Other recommendations made by the Contract Auditor include: Quarterly rather than annual review of administrative overhead rates, more current updating of depreciation rates, automation of account receivable and monthly statements and past due notices, improvement of controls and review responsibilities over the processing of vendors' invoices, receivers and purchase orders, and the enforcement of procedures for the approval of journal vouchers.

4. Purchasing and Stores Department

In the early months of 1973 the Audit Committee undertook an investigation of a substantial renewal contract awarded by the Purchasing and Stores Department for lamps, based on negotiation rather than by competitive bid. The report on the investigation which was filed with the Board of Supervisors recommended, among other things, that the Contract Auditor be instructed to further review the implementation of purchasing policies and procedures, and the documentation for contracts made or renewed on methods other than by formal bid.

The review and report by the Contract Auditor was made in compliance with a request by the Board of Supervisors addressed to the Grand Jury. The scope of the review of this department was limited to the areas described above, and in addition a review of purchases when other than the low bidder was selected.

It is the stated policy of the department that formal bid procedure is the preferred method of purchase, and that any other means shall be used only in instances when the best interests of the County will be served by using other methods in the carefully considered opinion of the buyer.

During the fiscal year ended June 30, 1973, the Purchasing and Stores Department issued 170,866 purchase orders amounting to approximately \$127 million and as of February 1973 there were 2,259 actual contracts of which 524 were issued on other than a formal bid (negotiated) basis, as summarized below from an analysis by the department:

	<u>Number of Contracts</u>	<u>Estimated Contract Value</u>	<u>Percent to 1972-1973 Estimated Purchase</u>
Monopoly items, or items available from a sole source, or the cost of formal bid is not warranted	297	\$11,130,618	8.8%
Requisitioning department's urgent need, precluding the time required for formal bids	50	\$ 3,701,278	2.9%
Purchasing agent utilized his discretion	<u>177</u>	<u>\$ 3,566,050</u>	<u>2.8%</u>
	<u>524</u>	<u>\$18,397,946</u>	<u>14.5%</u>

The Contract Auditor recommends that the department have complete documentation in its files justifying the use of any means of awarding contracts other than by formal bid. This documentation should include comparisons with State price lists when applicable. A form is now available for the evaluation of the existing contractor's performance prepared by user departments. Use of this form is at present at the discretion of the deputy purchasing agents, however, it is believed that it would provide a useful tool in decision making and the documentation thereof. When a substantial contract is to be let the County should actively seek qualified vendors to bid or participate in negotiations.

Statistical information is prepared by the department when needed on a special project basis. Systems analysts from the County Data Processing Department are currently assigned to research management information and control requirements which would be integrated into the Road Department's "Management Information System". The

Contract Auditor recommends that routine procedures for compiling statistical operating data for the use of the Purchasing Agent should be developed through either the above described system or by alternative means.

The department currently has a training program for new employees and apprentices. The Contract Auditor recommends that this practice be augmented by the establishment of a regular training program for deputy purchasing agents. It is also felt that by establishing comprehensive internal procedures, training, and a program of regular internal evaluations, improved purchasing skills may be developed. In addition, the Contract Auditor recommends that deputy purchasing agents' assignments be periodically rotated.

5. Department of Public Social Services

The Department of Public Social Services (DPSS) is responsible for the administration of categorized and indigent aid and other social welfare programs in accordance with Federal and State laws and County ordinances. DPSS maintains 35 district offices and other sub-offices, and for the year ended June 30, 1973 accounted for 40% of the County's appropriations and 19% of the total County employees funded.

The following is a summary of "direct aid payments" with the participation therein, the number of such cases, and administrative expenditures for the three years ended June 30, 1973:

	Year Ended June 30,		
	1971	1972	1973
Participation in direct aid:			
Federal	\$355,888,592	\$408,224,814	\$398,160,021
State	271,688,757	302,172,040	288,071,068
County	166,040,166	146,805,771	153,812,922
Total direct aid	<u>\$793,617,515</u>	<u>\$857,202,625</u>	<u>\$840,044,011</u>
Number of direct aid cases	<u>5,060,028</u>	<u>5,138,232</u>	<u>4,926,205</u>
Administrative expenditures	<u>\$135,149,547</u>	<u>\$143,179,034</u>	<u>\$154,809,780</u>

After considerable research, in recognition of an urgent need for a highly sophisticated data processing system, the Welfare Case Management and Information System (WCMIS) was designed and approved by the Board of Supervisors on January 18, 1972. The implementation of this system is in progress; however, the passage of H.R. 1 by Congress has necessitated a change in implementation priorities.

H.R. 1 provides for the transfer of administrative responsibility for Adult Aid Programs to the Federal Social Security Administration effective January 1, 1974. A County interdepartmental task force was organized in November 1972 to supervise implementation in the following general areas: case conversion, facilities to be vacated, budget

determinations and required legislation. According to information received by the Contract Auditor this project is progressing on schedule.

The scope of the Contract Auditor's examination was confined to a review of the systems and procedures involved in determining and disbursing categorical aid payments in the Aid to Families with Dependent Children (AFDC), overpayments and duplicate payments of categorical aid, and a limited review of the status and implementation of certain recommendations directed to the Food Stamp Program by the Auditor-Controller.

Properly documented case files of the recipients of aid are essential to the effective operations of DPSS. Based upon a random selection of cases in eight district offices, it was determined that vital documentation was missing or incorrect. It is therefore recommended that DPSS enforce its policies and procedures related to the maintenance of recipients' case files, make appropriate revisions and strengthen procedures for supervisory review. It is also recommended that the Auditor-Controller conduct a continuous review of recipients' case files. Several instances were noted in AFDC earned income cases where proper documentation is not prepared or updated on a timely basis. The following are other examples indicating lack of supervision and controls in the district offices, which require remedial action:

Improper coding or typing errors existed in the preparation of input media to the Welfare Computer Center (WCC) for AFDC Master File data.

Manual disbursements are made in instances of recipients' immediate need, or for other reasons, totaled \$18 million for eleven months ended May 31, 1973. The review of internal controls over this procedure indicated several weaknesses.

Procedures set forth in Administrative Directive No. 1890 dealing with the collection of duplicate payments have not yet been fully implemented.

It was found that data processing production delays exist at the Welfare Computer Center. The various problems causing these delays should be recorded in trouble logs which would yield the information necessary to correct malfunctions and errors or control weaknesses. In March 1971 the Computer Services Division of DPSS published a training manual to guide teletype operators in preparing input. Since that date several operations have been changed, but needed revisions in the manual have not been made.

Food Stamp Program:

The Food Stamp Program was initiated by Congress in 1964 and amended in 1971. Under the program, food stamps provided by the Federal government are made available to welfare recipients and others with limited income and property. The County

administers the program, but does not physically handle the stamps or cash. However, DPSS is held responsible for food stamp inventories and cash receipts reported to it by the distribution agents, as well as, the accounting involved in the issuance and redemption of "Authorization to Purchase" (ATP) documents.

The following statistical information for the three years ended June 30, 1973 is based upon DPSS records:

	Year Ended June 30,		
	<u>1971</u>	<u>1972</u>	<u>1973</u>
Value of food stamps negotiated	\$128,192,890	\$187,291,583	\$180,100,990
Cash received from recipients	<u>62,667,725</u>	<u>97,059,053</u>	<u>94,884,796</u>
Bonus values (aid) to recipients	<u>\$ 65,525,165</u>	<u>\$ 90,232,530</u>	<u>\$ 85,216,194</u>
Households receiving food stamps	229,239	243,154	200,360
Household members receiving food stamps	<u>761,730</u>	<u>810,386</u>	<u>663,727</u>

The implementation of H.R. 1 on January 1, 1974 may discontinue food stamp eligibility to recipients of Old Age Security, Aid to the Totally Disabled and Aid to the Blind who now constitute approximately 27% of the caseload. The Food Stamp administrative costs, as estimated by DPSS, for the three years is not included herein because of possible significant inconsistencies in allocations etc. which would be misleading.

The Food Stamp Program was the subject of study and evaluation by the Commission to Review Public Social Services and by the CAO. The resulting recommendation, that the Director of DPSS submit a formal request to the Director of the State Department of Social Welfare for approval to conduct a three-year simplified Food Stamp pilot project, was approved by the Board of Supervisors on February 6, 1973.

The Audit Division of the Auditor-Controller performed an audit of the Food Stamp Program, and submitted a report dated October 31, 1972. The following is a summary of the status of these recommendations, as shown in a DPSS progress report dated May 23, 1973:

Improved methods implemented	64
Corrective procedures and directives issued	19
Administrative directive prepared, not issued	1
Recommendations not implemented	5
Implementation eliminated by H.R. 1 and the Board of Supervisors	<u>10</u>
	<u>99</u>

It is recommended that the Audit Division continue to evaluate the implementation and effectiveness of the corrective actions reported as taken, verify compliance with the new directives, and follow-up with implementation of recommendations not yet effected.

The Contract Auditor disclosed a difference between the bonus value of ATPs issued to recipients, and the bonus value negotiated by recipients as follows:

	Year Ended June 30,		
	<u>1971</u>	<u>1972</u>	<u>1973</u>
Bonus values of ATP issued	\$71,038,229	\$128,495,883	\$106,368,553
Bonus value of ATP negotiated	<u>65,525,165</u>	<u>90,232,530</u>	<u>85,216,194</u>
Difference	<u>\$ 5,513,064</u>	<u>\$ 38,263,353</u>	<u>\$ 21,152,359</u>

This discrepancy may be due to the failure to include in the statistics on ATP issued, the amount of ATPs cancelled. DPSS is now endeavoring to account for this difference, which is important because erroneous statistics make meaningful analysis impossible.

Federal regulations require personal eligibility recertification interviews once a year for adult assistance cases, and semiannually for family assistance and nonpublic assistance cases. The identification of cases requiring recertification should be based upon automated due date and delinquent lists, rather than manual methods.

Conclusion:

The Audit Committee notes that examinations from year to year of DPSS have consistently disclosed various errors and instances of inefficiency. It is felt that this may be due to the fact that the personnel in this department have a heavy volume of cases and are oriented in social work, rather than in routine duties involving records, reports, controls, statistics, etc. It would seem necessary to install sufficient training programs, written instructions and other means to change attitudes at all levels in this department, as well as to develop and completely inform the personnel as to policies and procedures. The accountability of public funds, and a meaningful management information system are products of these routine duties which are necessary ingredients in the success of the operation.

6. Mechanical Department

The Mechanical Department's responsibilities include:

Repairs, maintenance and security of all County owned and leased buildings and

related equipment, excluding hospitals. If estimated costs of a repair or improvement exceed \$6,500 for labor and/or \$3,500 for materials the work must be contracted to outside parties.

Repair and maintenance of all County motor vehicles, except those of the Road Department and the Flood Control District.

Maintenance of office machines.

Operation of County parking facilities.

A variety of other unrelated services including operation of sewage treatment plants, departmental messenger service, motor pool, security and crowd control for special County events, etc.

There are approximately 1,560 building facilities totaling 23 million square feet and 5,133 automotive vehicles and related equipment. The Department has a main facility housing administration, central warehouse, craft shop, and vehicle service, plus five warehouses, and seven vehicle service facilities throughout the County.

Revenues and expenditures are summarized below for the three years ended June 30, 1973:

	Year Ended June 30,		
	1971	1972	1973
Revenue	<u>\$ 1,512,734</u>	<u>\$ 2,703,491</u>	<u>\$ 2,618,628</u>
Expenditures:			
Salaries, services, supplies and equipment (less costs transferred to other General Fund Departments)	16,439,893	18,630,799	19,890,194
Fire apparatus and motor vehicles	1,680,300	2,850,453	1,493,950
Utilities (net)	<u>7,536,537</u>	<u>8,949,309</u>	<u>10,433,513</u>
	<u>25,656,730</u>	<u>30,430,561</u>	<u>31,817,657</u>
Excess of expenditures over revenue	<u>\$24,143,996</u>	<u>\$27,727,070</u>	<u>\$29,199,029</u>

The excess of expenditures over revenue in each of the years was substantially less than the net amounts appropriated in the budgets for the respective years.

On July 17, 1973 the Board of Supervisors approved the Road Department's request to contract for the design and implementation of a "Management Information System". The Mechanical Department has been requested to work with the Road Department so that its requirements can also be included.

The scope of the examination by the Contract Auditor was confined to cost allocation procedures, inventory controls, manpower utilization, maintenance systems, salary administration, purchasing and revenue controls.

It was observed that some operational data is now available to the managers at various levels of the Department. However, it is recommended that a structure of management "reports by exception" be developed so that each manager may regularly evaluate his own unit's performance in terms of productivity, scheduling and resource utilization.

The auditor has made a number of recommendations involving more effective use of the computer which include:

Application of correct administrative overhead to all jobs, conversion of all billings now done manually, simplification of various payroll procedures, elimination of manually prepared inventory records, and the automation of a quantitative vehicle history report.

In order to improve inventory controls it is recommended that quantified goals regarding rates of turnover and service levels be established, supplemented by the formulation of procedures to determine minimum stock levels and reorder points.

A significant portion of the work performed by the building crafts divisions, involving building and equipment maintenance and special services, is not presently controlled through the issuance of work orders. Also, most of the work done is not formally estimated. The combination of uniformly prepared work orders and formal estimates would provide information which could be utilized in determining cost variances, backlog and completion requirements, and scheduling.

By advance planning of equipment maintenance requirements, downtime and the number of back-up vehicles needed could be minimized. It has been suggested that preventive maintenance and minor repairs might be done in a night shift, which would increase the utilization of the equipment during daytime operating hours. While replacement decisions are generally based on replacement schedules considering age, usage maintenance costs, etc. the County may benefit from the development of comprehensive formulas which include all equipment cost and replacement factors.

The Contract Auditor has made the following recommendations which involve evaluations by the Chief Administrative Officer:

Reduction of the number of County garages

Consolidation into the Mechanical Department of the maintenance responsibility and facilities for all County passenger vehicles.

Transferring all passenger vehicles to the County fleet.

Standardizing County business machine requirements and consolidating purchases and maintenance into annual contracts.

The responsibility for control of approximately 600 gasoline credit cards currently issued to County employees was recently transferred to the Business Division of the Mechanical Department. It is recommended that policy guidelines be formalized to limit and control the issuance and use of these cards.

7. Department of Real Estate Management

The Real Estate Management Department (REM) has had the responsibilities for:

Purchasing or leasing real property.

Administering leases of real property from others.

Disposing of excess, vacated or abandoned real property.

Locating facilities and providing assistance to relocating persons displaced by a County acquisition.

Negotiating and administering leases, concessions or franchises awarded to others.

Developing, administering, maintaining and providing law enforcement to County small craft harbors.

Rendering assistance to the Chief Administrative Officer (CAO) in site selection of capital projects.

Joint management of the construction of new facilities along with the CAO and the County Engineer.

In 1972 studies were made by the Economy and Efficiency Committee, the CAO, the County Engineer, the Real Estate Management Department and several other departments to investigate the problems of County construction programs and facilities management. The recommendations contained in the resulting CAO report were approved by the Board of Supervisors on November 28, 1972. The approved plan is called the Facilities Acquisition and Management System (FAMS) and provides, among other things, for a new Facilities Department whose responsibilities will include the assumption of the REM functions of real property acquisition, sale and leasing services as well as those related to County small craft harbors. The planning and control requirements are to be defined by each of the departments and submitted to the Facilities Department. In order to implement the plan as soon as possible the CAO is serving as the focal point until a director of the new department is selected. It is intended that FAMS will provide a comprehensive inventory and management computer system to serve the Facilities Department.

The net expenditures of the REM department for the three years ended June 30, 1973 are listed below:

	Year Ended June 30,		
	<u>1971</u>	<u>1972</u>	<u>1973</u>
Total expenditures	\$2,048,696	\$2,173,528	\$2,458,998
Costs applied to other non-general fund departments	1,461,297	1,612,031	1,770,462
Revenue	<u>4,730</u>	<u>44,807</u>	<u>104,536</u>
Net expenditures	<u>\$ 582,669</u>	<u>\$ 516,690</u>	<u>\$ 584,000</u>
Net appropriations	<u>\$ 792,802</u>	<u>\$ 769,547</u>	<u>\$ 805,783</u>

The scope of the examination by the Contract Auditor was limited to: control and disposition of excess property, rent disbursements, management of leased property, revenue, salaries, property acquisitions and relocation of displaced owners or tenants.

The Leasing and Management Division of REM now maintains a manual system (Sched-U-Graph) which contains necessary information for the control of leases; also, the Administrative Services Division manually keeps a "tickler" file of lease expiration, renewal and purchase option dates. Since FAMS is having an automated comprehensive land and facility inventory file developed, it seems logical that the above manual records could also be automated. If this is not feasible, then REM should request that the Data Processing Department develop these applications.

There are several other operations now performed manually by REM which should be considered for automation under the FAMS program, as indicated below:

The annual budget analysis of existing, anticipated and terminating leases for rent expense, which is updated monthly for all changes.

Control through status reports of assignments to Real Property Agents for the completion of acquisitions, leases, and franchises and concessions.

Evaluation of the performance of Real Estate Property Agents through use of these status reports. In this connection, performance standards would be established.

REM has the responsibility for identifying excess County real property and submitting reports thereon. This department has relied on other County departments for notification of excess property. The last comprehensive review and report was made in 1972 which yielded several hundred excess parcels. A complete review and report is scheduled for December 1973. The Contract Auditor recommends that procedures be developed for more currently identifying excess property. The Audit Committee is of the opinion

that more objective means should be found for this identification than reliance upon the other departments for notification.

The Citizens' Committee on Real Estate Management was established to evaluate all major leases prior to execution. However, the provisions of the Administrative Code, Ordinance 4099, Section 827 exclude this evaluation by the committee for leases executed under joint agreements or leases to or from the County Board of Retirement. It is recommended that the Board of Supervisors take action to require this type of committee evaluation of all major leases with no exclusions.

8. Consolidated Fire Protection District

The County Forester and Fire Warden is charged with the duty of supervising all County fire protection districts. The Consolidated Fire Protection District was established in 1949 by combining various separate districts, and others have been annexed since that date. The Consolidated District operates 136 engine companies, 18 truck companies and 27 rescue squads which are located in 128 fire stations. The Consolidated District serves 710 square miles of a total area of 2,169 square miles.

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

	Year Ended June 30,		
	<u>1971</u>	<u>1972</u>	<u>1973</u>
Revenue	\$25,205,709	\$30,039,027	\$31,994,069
Expenditures	<u>26,201,171</u>	<u>30,571,984</u>	<u>33,467,690</u>
Excess of expenditures over revenue	<u>\$ 995,462</u>	<u>\$ 532,957</u>	<u>\$ 1,473,621</u>

The most significant source of revenue is the annual tax levy upon secured and unsecured property located within the Consolidated District. The excess of expenditures over revenues for each of the years was less than the net appropriations in the budget.

The scope of the examination was limited to a review of cost allocation procedures, inventory controls, procedures for payroll and purchasing and revenue procedures and controls.

The Fire Department, along with other County departments, is reviewing its requirements to determine the extent to which the Road Department's new Management Information System, particularly automation, can be utilized. As an alternative, an evaluation should be made to determine whether computerized applications are practical using Data Processing Department facilities to replace current manual systems.

The Contract Auditor had several recommendations regarding payroll including the suggestion to investigate the replacement of manual payroll records by using a complete computer application.

There have been two sets of perpetual inventory records. It is recommended that the one kept in the warehouse be eliminated and the other be reconciled to the control account on a regular basis. Small value items should be expensed when purchased and not carried in inventory. Procedures should be established to simplify the review and approval of purchase requisitions.

9. Probation Department

The Probation Department is generally performing investigative and supervisory services of juveniles or adults for the judicial branch of government. This Department is the largest in the nation with 4,253 budgeted employees of which 1,842 are Deputy Probation Officers, and as of June 30, 1973 there were 15,051 juveniles and 51,968 adults under probation supervision. The Department operates 4 Field Service Divisions having 17 area offices and 4 specialized offices, 3 Juvenile Halls with detention facilities, 9 camps for boys, 1 girls' school and the Administrative Services Division.

The Field Service Division perform two primary functions for both children and adults; they are:

Investigation to determine the need for Court action as to disposition of the case.

Supervision by Deputy Probation Officers of individuals place on probation by the court.

Two of the Juvenile Detention Facilities provide detention, care and treatment of delinquent juveniles, while the third provides such services for dependent and neglected children. A fourth facility, San Fernando Valley Juvenile Hall, was destroyed in the earthquake of February 9, 1971 and has not been replaced to date. Although efforts are being made for both temporary and permanent replacement by the Real Estate Management Department and the Capital Projects Division of the CAO's office respectively, it should be noted that over 2-1/2 years have elapsed. The two halls housing delinquent juveniles have a combined capacity of 837 beds, and as of June 30, 1973 the population had increased to 1,149 beds, or 37% over-capacity.

In April 1973, the Board of Supervisors approved a master plan of expansion, and to strengthen security, which would: (a) increase capacity of the two halls by 91 beds in 1975 and an additional 411 beds in 1977, (b) provide 200 beds by 1975 for the third hall housing dependent and neglected children, (c) authorize other local facilities for detention of hard-core offenders and (d) replace boys' residence buildings at Central Juvenile Hall by 1976.

Based upon the proposals of the Ad Hoc Committee on Delinquency Prevention and Community Action Planning, the Board of Supervisors on April 7, 1973 approved the creation of a new Department of Human Services. This proposal involved the merger of several County departments, including Probation, and was approved at that time by all of the department heads. Subsequently, the original plan became a matter of concern in certain areas. As a result, the Board of Supervisors referred the matter back to the Ad Hoc Committee for further study. The Audit Committee feels that delinquency prevention (both adult and juvenile) should be a vital part of the objectives and activities of the Probation Department, and that these activities should be coordinated with all departments involved in the County.

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

	Year Ended June 30,		
	<u>1971</u>	<u>1972</u>	<u>1973</u>
Revenues:			
State aid	\$ 8,836,803	\$ 8,673,852	\$10,007,555
Federal aid	446,640	306,285	361,388
Forfeitures, penalties and other	<u>1,811,957</u>	<u>1,810,320</u>	<u>1,935,581</u>
	<u>11,095,400</u>	<u>10,790,457</u>	<u>12,304,524</u>
Expenditures (less reimburse- ments by other County departments)	<u>50,057,753</u>	<u>52,504,865</u>	<u>49,786,314</u>
Excess of expenditures over revenue	<u>\$38,962,353</u>	<u>\$41,714,408</u>	<u>\$37,481,790</u>

The Scope of the examination by the Contract Auditor was confined to administrative and program services, personnel and payroll, appropriations and expenditures, area offices, facilities operations and data processing.

The criteria employed by the Department to measure its effectiveness appear to be quantitative, such as the percentage of occupancy of detention facilities, or the number of cases handled during a period. A committee has been formed within the department to develop a measurement program; however qualitative standards have not been developed. It is the opinion of the Contract Auditor that this program should be developed and implemented, and that qualitative as well as quantitative standards be included therein.

The Audit Committee feels that the department's stated major objective of rehabilitation is most important, but that a tremendous contribution to delinquency prevention can and should be made by the Probation Department. Attitude changes as well as training will be required within the Department to implement this objective.

The Probation Department is at present considering the elimination of the Volunteers in Services to Officers (VISTO) program. The reason given is reductions in budgeted funds, although there is some question as to whether this elimination would materially reduce overall expenditures since it is carried on by community volunteers with limited coordination and supervision by the Department. The Audit Committee feels that this program should be retained as being consistent with the concept that Probation should be actively involved in delinquency prevention, as well as rehabilitation. It is possible that this program fits in very well with the goals of the Ad Hoc Committee on Delinquency Prevention and Community Action Planning, as discussed above. If it does, it should not be an independent project of Probation, but should be coordinated with the overall plan.

The review disclosed that there is not a mandatory training program for the professional staff, and that duplications of training programs exist in the department divisions where each administers its own program. The division chiefs are currently reviewing and formalizing their training programs to avoid duplication. It is recommended that this project be completed on a centralized and coordinated basis, and that a policy be established that requires all professionals to have a specified number of hours of training each year.

The largest source of revenue for the Department is through the State Aid to Probation Services Program which makes funds available for community treatment of offenders who would otherwise be sent to State institutions. The maximum annual subsidy per individual is \$4,000 based upon 1963-1964 costs of the California Youth Authority (CYA). Because costs have increased substantially since 1964, it is suggested that action be taken to encourage State legislation required to affect an increase in these subsidy payments.

The Department provides temporary care for juveniles committed by the Court to CYA and CYA wards and parolees from State correctional institutions. Under existing law, the County assumes the related costs, which are estimated to be \$350,000 for 1973. State legislation should be requested to eliminate this inequity by providing reimbursement.

The current statistics for supervision per Deputy Probation Officer show averages of 180 adult cases and 90 juvenile cases. The Department has a system of rating cases called the Supervision Case Classification System (SCCS) which classifies cases based on the degree of supervision required. It was found, however, that caseloads are assigned to personnel and other staffing decisions are made without giving due consideration to SCCS. It is recommended that this system be an important consideration in staffing decisions.

The review of purchasing procedures indicated a need for improved controls over requisitioning and the approval thereof, of equipment and durable supplies. Also, there is considerable duplication of effort between Probation's Property and Supply Section and the Purchasing and Stores Department. It is recommended that the Property and

Supply Section's responsibilities for purchasing and warehousing be eliminated (except for approval of requisitions initiated by the various units) and that the Purchasing and Stores Department fulfill this function.

A number of recommendations are made by the Contract Auditor involving various improvements in payroll and personnel procedures such as:

More adequate backup assigned to important functions including the payroll supervisor position.

Standard payroll procedures and controls should be established for all locations.

A personnel-payroll policy and procedures manual should be developed.

A study should be made to determine the reasons for a 1972-73 turnover rate of approximately 25%. This should include precise data, reasons for this condition, and possible corrective action.

The Department needs current financial information to effectively control budgeted expenditures. At present, this monthly information is not received from the Data Processing Department until 90 days following the end of the month. Thus, the Probation Department feels it is necessary to keep its own manual records. If this lead time of 90 days could be reduced there would be no need to duplicate these records.

There are several recommendations made by the Contract Auditor which apply to various operations of data processing including the following:

Backup personnel in the tabulating operation should be trained.

A documentation, including flow charts, should be prepared due to complexities in the system and the numerous changes that have occurred.

Redesign many of the forms used in order to facilitate the key-punching operation.

10. Auditor-Controller, Audit Division

The scope of the Contract Auditor's examination was confined to the operations of the Audit Division of the Auditor-Controller Department. The functioning of this division is designed to provide a significant internal control over the various units of County government. The examination comprised a review of: organization, audit coverage, staffing, budgeting and scheduling, auditing procedures, timeliness of reports, and certain personnel policies.

The Contract Auditor has made several recommendations regarding changes in the ratios of personnel at the various staff levels, as well as an increase in the overall size of the field audit group. These recommendations are designed to enable the Audit Division to fulfill its responsibility to examine a wider segment of the constantly growing County operations each year, and to follow its policy of expanding the scope of its examinations into areas of operational as well as financial auditing.

It is recommended that a new position of assistant chief of the Audit Division be established to assist the chief in the performance of certain duties. This is consistent with, for example, the ratio of partners of a public accounting firm to the staff. It is felt that three assistant chiefs would create a better ratio of top supervision and administration to the number of field auditors contemplated. It is further suggested that the role of senior accountant be changed to place him in the field for all of his productive time, and to be "in-charge" of audit supervision and on-the-job training.

Using the example of the public accounting firm, it would be logical to increase the proportions of the more experienced individuals throughout the staff into the following ratios:

Chief to assistant chief	1 to 3
Assistant chief to principal	1 to 3
Principal to senior	1 to 3
Senior to intermediate and auditor-accountant	1 to 2

The Contract Auditor has made an estimate of the annual field hours now required to adequately complete the work which should be scheduled. This estimate amounted to 174,000 hours, as compared with 146,000 hours actually expended in the fiscal year 1972-1973. It is therefore recommended by the Contract Auditor that the size of the field audit staff be increased from 73 to 111. This would have the following budgetary effect:

Additional funding required without including the proposed change in the existing organization structure	\$397,140
Additional funding applicable to the proposed change in organizational structure	<u>153,586</u>
	<u>\$550,726</u>

Because of existing recruitment problems, or for other reasons, it may be considered necessary to phase-in this increase over 2 or more years. However, if this process should be spread over too long a period, the audit staff requirements due to the growth of County operations would negate the effect of the increase.

The review disclosed that reports have been issued within a range of 90 days to a year

after the end of the field work. This situation greatly reduces the impact of the findings, comments and recommendations contained in the reports. The following recommendations are intended to eliminate this problem:

Establish a policy of assigning sufficient personnel to audits so that the duration thereof does not exceed 10 weeks.

Adhere to a policy of budgeting hours for each phase of an audit in order to control its progress in terms of total budgeted hours.

Enforce a policy of scheduling deadline dates for the issuance of reports after field work is completed.

The Audit Division has started to implement "operational auditing" in its programs; however, most examinations follow a format of placing all or most emphasis upon revenue and expenditures and the related internal controls. Accordingly, the Contract Auditor suggests that more emphasis be placed on determining whether the various County units are:

Achieving the goals for which they were authorized, and for which funds were appropriated.

Accomplishing a maximum of economy and efficiency in their operations.

Complying with all pertinent laws, regulations and administrative policies and procedures.

The effective implementation of this concept of auditing is very much dependent upon adequate staffing in terms of both numbers and quality. It is also dependent upon a well conceived training and development program.

In the review of audit workpapers the Contract Auditor has made several important recommendations for improvement which include:

The preparation of audit programs and the approval thereof in advance of the audit.

The "signing off" of each phase of the audit program when completed — this would then be a guide as to progress.

Uniformity in the maintenance of permanent files, so that such data is more readily available for future audits.

The enforcement of Audit Division policy for standard documentation of the audit review.

Completion of the new Audit Division Procedures Manual.

11. Follow-up of 1972 Contract Auditor's Recommendations

The Contract Auditor has reviewed the status of the recommendations which were included in the 1972 Contract Auditor's Report Number 10, "Open matters carried forward to 1973". The 1973 Contract Auditor has summarized in his report the affected County Agencies' comments and action taken to date, and where appropriate, has provided his comments on current status and applicability to the current programs. All significant recommendations which have not been resolved have been included as 1973 recommendations. The information and recommendations with respect to the Child Support Collection Program have been included in Report No. 1 rather than Report No. 11.

II. COMMENTS AND RECOMMENDATIONS BY THE AUDIT COMMITTEE APPROVED BY THE GRAND JURY

A. An Independent Audit Department

One of the most important ingredients of the audit function should be the element of independence. This applies to government as well as private industry. There should be no external or organizational factors which could restrict the auditor's ability to form independent and objective opinions and conclusions. He should not be restricted in his selection of areas to examine, his selection of audit procedures, or the assignment of his personnel. There should be no activity to influence his judgment or limitations placed upon the time required to perform his work. To achieve maximum independence, the audit organization not only should report to the highest possible echelon within the government, but should be organizationally located outside the line-management function.

At the present time, the primary audit function within Los Angeles County government is placed as one of the divisions under the Auditor-Controller Department. Other divisions within this department are involved with the County's accounting functions, including the approval and disbursement of County funds.

This internal audit organization in the County is not in the independent position described in the first paragraph above. In the opinion of the Audit Committee, the audit organization should be removed from the Auditor-Controller department and should report as a separate department directly to the Board of Supervisors. This department should be headed by an individual capable of building a unit which could effectively and independently advise the Board as to financial operations, economy and efficiency and the achievement of financial objectives within County departments.

The pure concept of audit independence would be to completely remove the audit function from the executive function of government, because it is this branch that it is responsible to investigate. For example, the General Accounting Office at the Federal

level is truly independent since it reports to the legislature only. The change which the Audit Committee advocates, as described above, would not achieve complete independence for the newly created internal audit department because it would be reporting directly to the Board of Supervisors which has the executive power in this County. However, in the absence of any change in that regard, the audit department would be at least reporting to the highest echelon of our County government.

IT IS RECOMMENDED THAT NECESSARY LEGAL ACTION BE TAKEN TO TRANSFER THE INTERNAL AUDIT FUNCTION FROM THE AUDITOR-CONTROLLER DEPARTMENT AND GIVE IT FULL DEPARTMENTAL STATUS, REPORTING DIRECTLY TO THE ENTIRE BOARD OF SUPERVISORS.

B. Revision of the Law Regarding Grand Jury Investigations and Employment of Outside Experts.

The code sections governing examinations by the Grand Jury which involve the employment of outside experts such as auditors or their assistants are indicated below:

Penal Code Section 925:

The Grand Jury shall annually make a careful and complete examination of the accounts and records, especially those pertaining to revenue, of all the officers of the County, and report as to the facts it has found, with such recommendations as it may deem proper and fit.

Penal Code Section 925a:

The Grand Jury may at any time examine the books and records of any incorporated city located in the County, which pertain to fiscal matters. In addition, — the Grand Jury may investigate and report upon the fiscal matters of any such city and make such recommendations as it may deem proper and fit.

Penal Code Section 933.5:

A Grand Jury may at any time examine the books and records of any special purpose assessing or taxing district — and, — may investigate and report upon the method or system of performing the duties of such district.

Welfare and Institutions Code Section 10602.5:

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.

The present authority to employ outside experts under the Penal Code is limited by Section 926, as amended, which provides:

If in the judgment of the Grand Jury, the services of an expert are necessary for the purposes of Sections 925, 925a, or 933.5 or any of them, the Grand Jury may employ one or more experts at an agreed compensation, to be first approved by the Court. Expenditures for the services of experts and assistants for the purposes of Section 933.5 shall not exceed the sum of \$25,000 annually, unless such expenditures shall also be approved by the Board of Supervisors.

There is, however, another section of the Penal Code involving investigations by the Grand Jury which does not permit the employment of experts. This section is as follows:

Penal Code Section 928:

Every Grand Jury shall investigate and report upon the needs of all County officers in the County, including the abolition or creation of offices and the equipment for, or the method or system of performing the duties of, the several offices. It shall cause a copy of such report to be transmitted to each member of the Board of Supervisors of the County.

In past years, the various audit committees and the Contract Auditors employed by them have given a liberal interpretation to Penal Code Sections 925 and 933.5, and their assumptions appear to have included the following:

There was no need to make an examination and render a report "annually" as to "all" officers of the County.

The scope of the services need not represent a "careful and complete" examination in each case. Examinations may differ according to the individual circumstances and the discretion of the Grand Jury, the Judge of the Superior Court, and the Contract Auditor.

The review may result in observations, comments and recommendations regarding the effectiveness of the processes within each department examined.

In this connection, it should be noted that Section 10602.5 of the Welfare and Institutions Code, which was added in 1971, has taken the more liberal view by providing for the examination to include a review and comments by the auditor "upon the performance of the duties involved".

IT IS RECOMMENDED THAT THE EXISTING LAW IN CONNECTION WITH GRAND JURY INVESTIGATIONS, INCLUDING THE EMPLOYMENT OF OUTSIDE EXPERTS, BE REVISED TO INCLUDE THE FOLLOWING POWERS OF INVESTIGATION TO BE PERFORMED SELECTIVELY AT THE DISCRETION OF THE GRAND JURY:

INVESTIGATION OF ALL OFFICES OF COUNTY GOVERNMENT, SPECIAL PURPOSE ASSESSING OR TAXING DISTRICTS AND OFFICERS OF THE COUNTY IN THEIR EX OFFICIO CAPACITY CREATED PURSUANT TO STATE LAWS.

INVESTIGATION OF THE NEEDS, EQUIPMENT AND THE METHOD OR SYSTEM OF PERFORMING THE DUTIES OF THE SEVERAL COUNTY OFFICES AND DISTRICTS.

INVESTIGATION WITHOUT REQUIREMENT OF APPROVAL BY THE BOARD OF SUPERVISORS IN CONNECTION WITH AN AUDIT OF THE COUNTY ASSESSOR.

EXAMINATION OF THE BOOKS AND RECORDS PERTAINING TO FISCAL MATTERS OF ANY INCORPORATED CITY LOCATED IN THE COUNTY.

SUBMISSION OF A REPORT UPON ANY INVESTIGATION INCLUDING SUCH RECOMMENDATIONS AS ARE DEEMED PROPER.

THE POWER TO EMPLOY OUTSIDE EXPERTS TO PERFORM ANY OF THE INVESTIGATIONS INDICATED ABOVE.

I. SUMMARY OF RECOMMENDATIONS OF THE CONTRACT AUDITOR

The following recommendations have been taken verbatim from the individual reports submitted by the Contract Auditor and approved by the Audit Committee and the Grand Jury. However, the recommendations have been rearranged according to that department or official to whom they are addressed for action. In numbering these recommendations, the first digit refers to the report number in the 1973 report of the Contract Auditor.

AUDITOR-CONTROLLER/COURT TRUSTEE

(No. 1-1) Court Trustee continue to improve document processing procedures to eliminate unprocessed document backlog (Child Support Collection Program).

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

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

(No. 1-9) Court Trustee establish accounting controls over undeposited checks.

(No. 1-10) Court Trustee document reconciliation of deposit total with total of remittances processed into case master files and submit reconciliation to Head of Court Trustee for review.

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

(No. 1-12) Court Trustee devote greater effort to "snag" investigations.

(No. 1-13) Court Trustee establish independent review procedures to ensure propriety of suspense account releases.

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

(No. 1-18) The Auditor-Controller/Court Trustee establish control reviews of the delinquency listing to ensure timely issuance of Demand Letters to all delinquent accounts.

(Refer also to recommendations addressed to the District Attorney, Numbers: 1-4, 1-16, 1-19, 1-20, 1-21).

AUDITOR-CONTROLLER/AUDIT DIVISION

(No. 1-27) The Auditor-Controller/Audit Division perform periodic Child Support Collection program audits.

(No. 5-9) Audit Division of the Auditor-Controller monitor internal control procedures for manual check disbursements processed at the district level and review these controls on a regular basis.

- (No. 5-3) Audit Division of the Auditor-Controller conduct a continuous review to determine the degree to which recipients' case files adhere to current policies and procedures and take steps necessary to correct deficiencies defined during that review.
- (No. 5-17) Audit Division of the Auditor-Controller perform an audit of procedures at district offices and the Finance Division for adherence to Administrative Directive No. 1890.
- (No. 5-25) Audit Division of the Auditor-Controller in conjunction with DPSS initiate procedures for prompt follow-up and disposition of recommendations resulting from audits of district operations.
- (No. 5-26) Audit Division of the Auditor-Controller in conjunction with DPSS conduct a brief orientation program to acquaint new auditors with district office operations.
- (No. 5-35) Audit Division of the Auditor-Controller continue to evaluate the implementation and the effectiveness of the corrective actions reported as implemented (in Food Stamp Program).
- (No. 5-36) Audit Division of the Auditor-Controller continue to verify that newly issued food stamp directives, procedures and memoranda are being followed.
- (No. 10-1) Establish assistant chief position within the Audit Division to approve and sign reports.
- (No. 10-2) Assign the in-charge responsibility for field work to the senior staff level.
- (No. 10-3) Maintain lower ratios between Audit Division staff levels.
- (No. 10-4) The Auditor-Controller request funding of additional positions required to fully staff the Audit Division.
- (No. 10-5) Accelerate the implementation of operational auditing.
- (No. 10-6) Enforce Audit Division policy which requires the seniors and principals to have their reviews completed on a timely basis.
- (No. 10-7) Enforce Division policy for scheduling work performance dates and setting deadline dates for issuance of reports.
- (No. 10-8) Establish Division staffing policy so that the duration of audit field work is limited to ten weeks for any specific audit.
- (No. 10-9) Enforce Audit Division policy of budgeting hours for each specific audit section to control audit scope and provide a basis for determining audit progress.
- (No. 10-10) Enforce Audit Division policy for review documentation standards.
- (No. 10-11) Audit Division to include staff development critique in review documentation standards.
- (No. 10-12) Enforce Audit Division policy for permanent file requirements.
- (No. 10-13) Enforce Audit Division policy requiring reviewer initials on each audit workpaper.
- (No. 10-14) Audit Division to utilize an audit control checklist.
- (No. 10-15) Prepare and approve audit programs prior to the start of audits in conformity with Audit Division policy.
- (No. 10-16) Enforce Audit Division policy of requiring that the audit program for any particular job be signed off as each section of the work is completed.
- (No. 10-17) Audit Division renew attempts to recruit experienced personnel from outside the County for needed senior and principal level positions.
- (No. 11-8) Audit Division of Auditor-Controller to review and evaluate the progress of the task force regarding implementation of district aid controls (DPSS).

AUDITOR-CONTROLLER

(No. 11-7) Tax Collector and Auditor-Controller determine if, for underassessments of less than \$5, it is cost effective to rebill the tax.

(No. 11-15) The Auditor-Controller make an in-depth review of the effectiveness of the control procedures (USC-Medical Center).

(Refer also to recommendations addressed to: Martin Luther King, Jr. General Hospital No. 2-17 and Road Department Numbers 3-30 and 3-31).

DATA PROCESSING DEPARTMENT

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

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

(No. 1-29) DPD modify the computer program to eliminate zero balance accounts from delinquency listings.

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

(No. 1-31) DPD standardize a logging procedure for computer operating problems.

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

(Refer also to recommendations addressed to: DPSS No. 5-40 and District Attorney Numbers 1-16 and 1-20).

CHILD SUPPORT PROGRAM STEERING COMMITTEE

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

DEPARTMENT OF PUBLIC SOCIAL SERVICES

(No. 1-6) DPSS include State number check digits on all welfare cases referred to Court Trustee, and Court Trustee computer be programmed to verify all welfare State case numbers by check digits.

(No. 1-15) DPSS accelerate procedures for identifying mismatched Court Trustee remittances and claiming SEIF funds for these remittances.

(No. 5-1) DPSS enforce current policies and procedures relating to the maintenance and retention of recipients' case files and make appropriate revisions.

(No. 5-2) DPSS strengthen procedures for supervisory review of case file documentation.

(No. 5-4) DPSS continue to review existing earned income procedures and clerical staff requirements to ensure that supporting documentation on earned income cases is prepared and updated on a timely basis.

- (No. 5-5) DPSS emphasize reviews at the district offices of the procedures which relate to unexpended income and its effect on the determination of grant amounts.
- (No. 5-6) DPSS strengthen training and control procedures in district offices where holding units are organized.
- (No. 5-7) District offices in conjunction with Computer Services Division (CSD) provide the district offices with an additional copy of input error listings.
- (No. 5-8) District offices strengthen procedures, training and controls to reduce input errors particularly for budget worksheets.
- (No. 5-10) DPSS test an outcard control system and other methods in the suspense files to improve security.
- (No. 5-11) DPSS and the CAO work together to ensure the adequacy of physical facilities at the district offices.
- (No. 5-12) DPSS, in conjunction with the Department of Data Processing, evaluate the possibility of developing a system to prepare monthly listings and form headings of cases coming due for reaffirmation on an accelerated basis.
- (No. 5-13) DPSS develop and modify procedures at the district level to ensure that all overpayment forms mailed by the districts are received and accounted for by the ARU.
- (No. 5-14) DPSS continue to develop and monitor procedures for the ARU which should periodically review its file of Form T1185s and follow up on overpayment forms which have not been resubmitted.
- (No. 5-15) DPSS develop and implement procedures for notifying the ARU of overpayments actually recovered through the reduction of aid payments.
- (No. 5-16) DPSS assign the responsibility of collection of all overpayments on open cases to a single specialized collection unit.
- (No. 5-18) WCC develop methods for logging problems causing data processing production delays.
- (No. 5-19) CSD update and maintain for periodic changes the training manuals used by district office teletype operators.
- (No. 5-20) WCC assign to specific operators the responsibility for operating data transmission receiving equipment.
- (No. 5-21) WCC clean tape unit read/write heads daily and record this action.
- (No. 5-22) WCC analyze the reasons for AFDC master file errors and eliminate the causes.
- (No. 5-23) Justice Computer Center should document tape library procedures in order to provide for periodic cleaning of the tapes.
- (No. 5-24) WCC develop a fixed schedule to replace AFDC master file reels.
- (No. 5-27) DPSS, as soon as practical, implement recommendations resulting from the audit of the payroll system performed by the Auditor-Controller who should continue to follow up to test effectiveness of implementation.
- (No. 5-28) DPSS expand the audit procedures of the Program Evaluation and Review Staff to include a review of basic eligibility forms WR2 and WR3.
- (No. 5-29) DPSS to review Food Stamp Program statistical data and develop improved statistical data requirements.
- (No. 5-30) Analyze the difference in the dollar value of ATP issued and negotiated to establish why valid ATP are not negotiated.

(No. 5-31) Formally survey food stamp recipient needs for food stamp agents' office hours and locations to maximize recipient service.

(No. 5-32) Evaluate and implement, if feasible, procedure of mailing both ATP to family welfare recipients on the first day of the month.

(No. 5-33) Implement and utilize automated listing of food stamp recertification delinquencies.

(No. 5-34) Develop programs to automatically prepare recertification due date lists for eligibility workers.

(No. 5-37) DPSS separate confidential from nonconfidential information in a manner permitting publication of an Administrative Directive detailing procedures to be followed by all central sections processing food stamp documents.

(No. 5-38) Two clerks be responsible for preparing tapes of cash and stamp values and that the tapes be reconciled before submission to CSD I/O Control and the Welfare Computer Center.

(No. 5-39) DPSS and DPD revise programs and procedures to update the Food Stamp master file daily.

(No. 5-40) DPSS and DPD implement revised computer programs that will automatically calculate cash and food stamp values.

(No. 5-41) DPSS Finance Division expedite replacing paper reports with microfilm or microfiche.

(Refer also to recommendations addressed to: District Attorney Numbers 1-2, 1-4, 1-5, 1-14 and Probation No. 9-4).

DISTRICT ATTORNEY

(No. 1-2) DA (and DPSS during transition period) strengthen the control review for accuracy and completeness of all documents submitted to the Court Trustee.

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

(No. 1-5) DA (and DPSS during transition period) and the Municipal and Superior Courts determine the feasibility of using common case identification numbers.

(No. 1-14) DA and DPSS evaluate and act upon procedures necessary to automate SEIF report preparation.

(No. 1-16) The DA, in conjunction with the DPD and Court Trustee, immediately implement automated delinquency processing for both direct payments and Court Trustee payments on welfare cases utilizing the Court Trustee computer.

(No. 1-19) DA and Court Trustee institute procedures to systematically update affidavit master file data and utilize Order to Show Cause Affidavit list to control delinquent case status.

(No. 1-20) The DA, in conjunction with the DPD and Court Trustee, establish the feasibility and implement automation of Delinquent Payment Letters and/or notices.

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

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

(No. 1-24) DA evaluate need for Deputy District Attorney assignments to merged Child Support Offices.

(No. 1-25) The DA develop current program procedural manuals.

(No. 1-26) DA institute a review of program document requirements and standardization.

MARTIN LUTHER KING, JR. GENERAL HOSPITAL

(No. 2-1) Department of Health Services evaluate the use of available computer applications for management reports during the period prior to the installation of the MASTER Project.

(No. 2-2) The Hospital Accounts Receivable section reconcile total daily services rendered for inpatients and outpatients to total services posted to accounts receivable.

(No. 2-3) The Hospital establish an accounts receivable control account and reconcile it to detail ledgers monthly.

(No. 2-4) The Hospital Patient Services Division initiate timely eligibility checks to identify Medi-Cal or other insurance coverage for ambulatory clinic and emergency outpatients.

(No. 2-5) The Hospital age accounts receivable using billing date rather than date of last payment.

(No. 2-6) The Hospital separate paid accounts from open accounts within the accounts receivable ledgers.

(No. 2-7) The Hospital initiate procedures to expedite processing of delinquent accounts to BRC.

(No. 2-12) The Hospital utilize computer applications for automated billings.

(No. 2-13) The Hospital Accounts Receivable section mail past due notices on a timely basis and coordinate this action with the Hospital Collections Department.

(No. 2-14) The Hospital Accounts Receivable section prepare a monthly aged accounts receivable trial balance.

(No. 2-16) The Hospital follow up eligibility determination for pending cases.

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

(No. 2-18) The Hospital assign property custodial responsibility to department heads and require an annual physical inventory by department.

(No. 2-19) The Hospital maintain detailed plant ledgers at the Hospital and reconcile to annual physical inventory.

(No. 2-20) The Hospital develop written procedures for reporting interdepartmental transfers and disposition of assets.

(No. 2-21) Hospital purchasing personnel establish reorder points and economic order quantities for inventory items.

(2-22) The Hospital Purchasing Agent complete and update the ordering procedure manual.

(2-23) The Hospital supply room personnel take periodic physical inventories and reconcile perpetual records.

- (No. 2-24) The Cashier reconcile the cash tab run with the cash book.
- (No. 2-25) The Cashier furnish the Accounts Receivable section with a copy of the cash tab run for use in posting to ledger cards.
- (No. 2-26) The Hospital establish an imprest fund and deposit cash receipts daily.
- (No. 2-27) The Hospital batch timecards and reconcile total hours to the "Time Roll".

DEPARTMENT OF HEALTH SERVICES

- (No. 2-8) BRC review the State Department of Mental Health Short-Doyle reporting requirements and include all charges required therein.
- (No. 2-9) BRC review with County Counsel the present policy for determining the date the statute of limitations begins.
- (No. 2-10) BRC obtain the authority necessary to write-off and remove old uncollectible accounts receivable from the receivable control.
- (No. 2-11) BRC establish "dollar" control totals for checks without BRC identification numbers.
- (No. 2-15) The Department of Health Services monitor the analysis of billings for timely completion.
- (No. 2-28) The Department of Health Services and the CAO monitor the development of the faculty group practice at the Hospital.
- (Refer also to recommendation addressed to Martin Luther King, Jr. General Hospital No. 2-17).

ROAD DEPARTMENT

- (No. 3-1) Cost justify installation of direct access terminals at maintenance district facilities and related inventory system as outlined in the Management Information System Master Plan.
- (No. 3-2) Review computer report preparation and distribution and eliminate unnecessary reports and unnecessary copies of reports.
- (No. 3-3) Review Business and Finance procedural memos and update and issue new procedures as necessary.
- (No. 3-4) Issue and review closed work order reports monthly.
- (No. 3-5) Institute procedures to include work orders in the closed work order report in the month subsequent to job completion.
- (No. 3-6) Establish minimum variance explanation requirements for Maintenance Division work orders.
- (No. 3-7) Review the \$500 limit established for the preparation of Maintenance Division work orders.
- (No. 3-8) Review administrative overhead rates quarterly and adjust if appropriate.
- (No. 3-9) Evaluate current equipment depreciation rates and establish procedures to periodically update rates in the future.
- (No. 3-10) Forward copy of the State of California Controller's Office audit report on the 1969 flood disaster reimbursements to Grand Jury.

- (No. 3-11) Prepare detailed annual suspense write-off instructions.
- (No. 3-12) Have the Chief Fiscal Officer of the Business and Finance Division approve suspense write-off.
- (No. 3-13) Enforce procedures for formal approval of journal vouchers.
- (No. 3-14) Implement controls and review responsibilities over the processing of receivers, purchase orders and invoices.
- (No. 3-15) Improve security at the Central Warehouse.
- (No. 3-16) Review present decal procedures for identifying County batteries and develop permanent identification procedures.
- (No. 3-17) Implement control procedures for County exchange inventory to prevent abuses.
- (No. 3-18) Investigate practicality of centralizing management and control of total Road Department inventory.
- (No. 3-19) Investigate reducing inventory levels by more closely coordinating Road Department inventory requirements with Purchasing and Stores inventories.
- (No. 3-20) Establish specific measurable goals and objectives for the efficient control and management of the inventory investment.
- (No. 3-21) Formalize and document criteria for inventory levels, reorder points and economic order quantities.
- (No. 3-22) Design computer applications to eliminate inventory ledger cards as an element of inventory reporting.
- (No. 3-23) Institute formal reviews of maintenance costs and equipment utilization for all major equipment.
- (No. 3-24) Develop comprehensive equipment purchase and replacement formulas which include all equipment cost factors.
- (No. 3-25) Use job order to schedule labor and material requirements and job priorities.
- (No. 3-26) Develop and implement a system of work measurement to attain consistency and objectivity in planning, scheduling, evaluation and the control of heavy equipment maintenance jobs.
- (No. 3-27) Investigate the feasibility of establishing a night shift for preventive maintenance and minor repair work.
- (No. 3-28) Investigate the costs and benefits of performing heavy equipment maintenance at one or two shops.
- (No. 3-29) Eliminate or reduce frequency of the distribution of monthly vacation, sick leave and overtime status reports to employees.
- (No. 3-30) The Road Department and Auditor-Controller develop procedures which will permit the reconciliation of payroll registers and paychecks using payroll data controls.
- (No. 3-31) Investigate, in conjunction with the Auditor-Controller, the feasibility of using magnetic tape to transfer payroll data to the Auditor-Controller when implementing the new payroll and personnel system.
- (No. 3-32) Business and Finance Division should verify "Engineers Monthly Estimates" and indicate by a stamp or other practical means such mathematical verification.
- (No. 3-33) Eliminate cash cards (except for projects extending beyond a fiscal year) by referencing payments to Request for Authority tally sheets.
- (No. 3-34) Establish procedures and criteria for evaluating and verifying contractor's industrial safety experience.

- (No. 3-35) Formalize procedures for analyzing significant differences between bid estimates and bid proposals.
- (No. 3-36) Convert manual billings to computer billings as outlined in the Department's proposed Management Information System.
- (No. 3-37) Automate accounts receivable ledgers and aged accounts receivable trial balances. Evaluate automation of customer statements and past due notices.

PURCHASING AND STORES DEPARTMENT

- (No. 4-1) Make and document County cost comparisons with the State price list for all items purchased by negotiation which are included on the State price list.
- (No. 4-2) Establish and document the reasonableness of County costs for all negotiated purchases.
- (No. 4-3) Document justification for limiting negotiation to a single vendor.
- (No. 4-4) Actively pursue multiple qualified vendors to bid upon or to negotiate significant dollar value contracts.
- (No. 4-5) Document the reason for the determination not to use formal competitive bids.
- (No. 4-6) With approval of the Board of Supervisors, include only those agreements over \$1,000 on the awards to other than low bidder report.
- (No. 4-7) Develop routine procedures for compiling and reporting operating data for the purchasing activity.
- (No. 4-8) Identify and report to the Purchasing Agent those departments frequently causing urgent need purchases and contact departments to minimize this practice.
- (No. 4-9) Update the procedural manual.
- (No. 4-10) Establish procedures for other than formal bid awards.
- (No. 4-11) Establish the Standard Operating Procedures Manual as a loose-leaf document.
- (No. 4-12) Organize the additions and changes to the Standard Operating Procedures Manual so they are cross-referenced and distributed to the manual holders.
- (No. 4-13) Establish a standard format for the Standard Operating Procedures Manual.
- (No. 4-14) Develop formal training programs for deputy purchasing agents.
- (No. 4-15) Delete inactive vendors from the bid lists after notification.
- (No. 4-16) Actively seek new qualified vendors for bid lists.
- (No. 4-17) Obtain formal vendor evaluation from user departments when renewing contracts.
- (No. 4-18) Obtain financial evaluation of vendors prior to awarding substantial contracts.
- (No. 4-19) Establish uniform guidelines for the scope and frequency of internal reviews.
- (No. 4-20) Periodically rotate deputy purchasing agents' assignments.
- (No. 4-21) Develop forms to control and analyze purchasing activity.
- (No. 11-1) P&SD prepare, not less than annually, a high-low usage (ABC) analysis, together with an evaluation of inventory levels.

MECHANICAL DEPARTMENT

- (No. 6-1) Identify present Road Department systems which have application to Mechanical Department and evaluate these for immediate use (i.e., vehicle maintenance scheduling).
- (No. 6-2) Identify critical needs for management information to be met by the Road Department's Management Information System.
- (No. 6-3) Develop a structure of management performance and exception report so that each manager, at each level, can regularly evaluate his unit's performance.
- (No. 6-4) Update and issue Business Division procedural memos.
- (No. 6-5) Utilize computer to apply the correct administrative overhead to all jobs.
- (No. 6-6) Convert manual billings to computer billings.
- (No. 6-7) Establish a policy for periodically reviewing long outstanding open work orders and informing requesting departments as to job status.
- (No. 6-8) Develop computer programs required to eliminate detailed checking of payroll warrants.
- (No. 6-9) Investigate the feasibility of using a computer limit test and a comparison of the total monthly payroll as a control over payroll disbursements.
- (No. 6-10) Utilize the computer capabilities to eliminate the unnecessary manual operation of reviewing daily timecards.
- (No. 6-11) Take interim physical inventories of high-dollar value items and annual counts of all items.
- (No. 6-12) Eliminate the manual ledger cards as an element of inventory recording.
- (No. 6-13) Prepare the computer inventory status report and reorder list on a more timely basis.
- (No. 6-14) Establish specific service level and inventory turnover rate goals for control and management of inventory.
- (No. 6-15) Formalize and document the procedure for determining individual item minimum stock levels, reorder points and reorder quantities.
- (No. 6-16) Utilize a uniform work order system for control of all work done by the building crafts.
- (No. 6-17) Utilize a uniform estimating method for all work orders at the district level where previous estimates by Design and Planning are not available and compare actual time spent with estimates.
- (No. 6-18) Establish a centralized scheduling department in each district in support of the dispatching function.
- (No. 6-19) Develop a maintenance work backlog reporting system for all levels of building crafts management to compare work backlogs to available manpower by week by craft.
- (No. 6-20) Investigate the feasibility of establishing a night shift for preventive maintenance and minor repair work in each district shop.
- (No. 6-21) Develop appropriate control reports and maintenance scheduling methods to assure that all vehicles receive preventive maintenance in accordance with established policy.

- (No. 6-22) Plan vehicle maintenance schedules and garage workloads far enough ahead to minimize downtime and the number of back-up vehicles required.
- (No. 6-26) Develop comprehensive formulas which include all equipment cost factors for equipment purchase and replacement decisions.
- (No. 6-27) Establish a periodic review of pool vehicles usage to keep the total number of vehicles in the fleet to a minimum.
- (No. 6-28) Accumulate repair costs and develop an automated quantitative vehicle history report.
- (No. 6-29) Coordinate with Fire Department in order to schedule work and acquire parts before units are taken out of service and expedite acquisition of parts.
- (No. 6-30) Evaluate the benefits of having Fire Department mechanics report to the Mechanical Department when necessary to meet peak fire vehicles repair workloads.
- (No. 6-31) Develop and implement a system of work measurement to generate information needed for planning, scheduling, evaluating and controlling repair work.
- (No. 6-32) Evaluate safety hazards of present lifting and moving operations in the tire warehouse and shop.
- (No. 6-34) Establish written policy guidelines to limit and control the issuance and use of gasoline credit cards.

DEPARTMENT OF REAL ESTATE MANAGEMENT

- (No. 7-1) Review the feasibility of including an automated lease management subsystem in FAMS or developing a separate system.
- (No. 7-2) Consider including information necessary to prepare the yearly budget analysis and monthly control reports in an automated lease management system.
- (No. 7-3) Prepare specifications identifying the Department's requirements for an automated assignment control subsystem.
- (No. 7-4) Eliminate the Rental Data Card file.
- (No. 7-5) Develop requirements for an excess property inventory subsystem.
- (No. 7-6) Document all required lease procedures and file all documentation in the lease master files.
- (No. 7-7) Utilize an acquisition project file checklist for file documentation and organization.
- (No. 7-8) Develop checklist and report on acquisition and relocation activities.
- (No. 7-9) Establish procedures that will regularly identify County excess property.
- (No. 7-11) Document all established disposition procedures.
- (No. 7-12) Establish Real Property Agent assignment performance standards.
- (No. 7-13) Estimate the hours and elapsed time for each assignment.
- (No. 7-14) Prepare a status report on hours expended on assignments compared to the estimated cumulative hours and elapsed time.
- (No. 7-15) Establish a central information file of available relocation facilities identified by Real Property Agents.
- (No. 7-16) Eliminate the preparation of Relocation Data Sheet in tentative form.
- (No. 7-17) Improve organization and completeness of the Revenue Properties Division's master files.

(No. 7-18) Include all documentation of procedures and agreements in the Revenue Properties Division's master files.
(Refer to recommendations addressed to Probation No. 9-3).

CONSOLIDATED FIRE PROTECTION DISTRICT

- (No. 8-1) Investigate the feasibility of replacing manual payroll records by using computer listings and payroll reconciliations.
- (No. 8-2) Utilize current computer listings instead of detailed manual comparisons.
- (No. 8-3) Develop computer programs required to eliminate detailed checking of payroll warrants.
- (No. 8-4) Submit "time certification listing" of payroll terminations and retirements processed to the personnel section.
- (No. 8-5) Document review and approval of payroll distribution.
- (No. 8-6) Revise inventory records and procedures to achieve more efficient management and control of inventory.
- (No. 8-7) Establish and review physical inventory procedures to ensure that a complete physical inventory is taken yearly.
- (No. 8-8) Eliminate the duplicate records and controls over blanket purchase orders.
- (No. 8-9) Establish procedures for the review and approval of purchase requisitions.
- (No. 8-10) Review forms to eliminate unnecessary copies and clerical effort.
- (No. 8-11) Review and update procedural memos to conform with existing departmental policies.
- (No. 8-12) Post revenue ledger currently.
- (No. 8-13) Evaluate costs and benefits of using alternate input devices.
- (No. 8-14) Obtain assistance required to develop computerized accounting and reporting systems to provide meaningful and timely reporting.

PROBATION DEPARTMENT

- (No. 9-1) Encourage State legislation which will increase payments under the subsidy program.
- (No. 9-2) Encourage State legislation which will allow the County to be reimbursed for the temporary care of juveniles who are the primary responsibility of the California Youth Authority.
- (No. 9-3) Expedite efforts to replace the San Fernando Valley Juvenile Hall.
- (No. 9-4) Improve communication between the Probation Department and DPSS to avoid unnecessary payments.
- (No. 9-5) Centralize training programs as appropriate.
- (No. 9-6) Institute required training to provide basic department needs.
- (No. 9-7) Develop and implement measurable standards to evaluate the Department's effectiveness and achievement of stated goals.
- (No. 9-8) Obtain more timely expenditure information from data processing to eliminate duplicate manual work.

- (No. 9-9) Payroll duties and procedures should be properly separated.
- (No. 9-10) Adequate personnel backup should be assigned for the payroll supervisor position.
- (No. 9-11) Reconcile paycheck totals to payroll register totals using predetermined payroll data controls.
- (No. 9-12) Establish a tickler file of employee anniversary dates.
- (No. 9-13) Implement standard payroll procedures and controls.
- (No. 9-14) Establish procedures limiting access to and improving controls over personnel files.
- (No. 9-15) Enforce established payroll check distribution procedures by requiring that a formal log be kept.
- (No. 9-16) Establish a review procedure for payroll tab cards at the facility prior to submission to the Auditor-Controller.
- (No. 9-17) Accelerate the submission of the termination report to the Auditor-Controller.
- (No. 9-18) Return payroll checks for incorrect pay periods made out to terminated employees promptly to Auditor-Controller.
- (No. 9-19) Develop a personnel and payroll policies and procedures manual.
- (No. 9-20) Accumulate employee turnover data by job, classification, establish reasons for turnover and develop programs to improve employee retention.
- (No. 9-21) Establish requisition controls of equipment and durable supplies and implement controls to ensure that purchases are adequately justified.
- (No. 9-22) Eliminate the Property and Supply Section warehousing and purchasing activities and utilize the Purchasing and Stores Department.
- (No. 9-23) Review account codes prior to processing.
- (No. 9-24) Complete development of the Business Management Office accounting procedures and organization manual.
- (No. 9-25) Utilize SCCS ratings in caseload and staffing decisions.
- (No. 9-26) Review transcribing department staffing procedures in the area offices.
- (No. 9-27) Review court reporting procedures.
- (No. 9-28) Review the cost and effectiveness of the VISTO program prior to program elimination.
- (No. 9-29) Determine cost and program feasibility of decentralizing the IDC function.
- (No. 9-30) Increase the capacity of the juvenile detention facilities, or obtain adequate backup facilities to alleviate the overcrowded condition.
- (No. 9-31) Implement controls which will ensure proper and complete processing of documents.
- (No. 9-32) Develop procedures to obtain information from the State Department of Justice on a timely basis.
- (No. 9-33) Implement controls to ensure the proper processing caseload file input.
- (No. 9-34) Establish controls to ensure processing of valid case data.
- (No. 9-35) Train backup personnel in the tabulating operation of the Probation Department adult and juvenile caseload system.
- (No. 9-36) Update and complete documentation of Probation Department data processing systems.
- (No. 9-37) Coordinate backup equipment with other County facilities.
- (No. 9-38) Redesign documents that cause excessive delay in keypunching.
- (No. 9-39) Require the verification and completion of all documents prior to submission for keypunching.

BOARD OF SUPERVISORS

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

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

(No. 7-10) The Board of Supervisors adopt and sponsor any necessary legislation to establish \$500 as the minimum parcel value for formal sales procedures. (excess parcels of property).

(No. 7-19) Board of Supervisors require an independent evaluation of all major leases, including joint agreements with other government agencies and the County Board of Retirement.

(Refer also to Purchasing and Stores No. 4-6).

CHIEF ADMINISTRATIVE OFFICER (CAO)

(No. 6-23) CAO investigate reduction of number of County garages.

(No. 6-24) CAO evaluate feasibility of consolidating into the Mechanical Department maintenance responsibility and facilities for all County passenger vehicles and trucks.

(No. 6-25) CAO evaluate cost savings potential of transferring all passenger vehicles and trucks to the County fleet.

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

(No. 10-18) The Chief Administrative Officer utilize temporary assignments to the Audit Division as part of the County management training program.

(No. 11-2) The CAO to develop definitive plans for consolidating county printing facilities.

(Refer also to recommendations addressed to: DPSS No. 5-11), Department of Health Services No. 2-28 and Probation No. 9-3).

1973-1974 GRAND JURY

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

(No. 11-4) 1974 Contract Auditor follow up 1972 recommendations 6-6 through 6-8. (PA-PG).

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

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

(No. 11-9) The 1974 Contract Auditor review the status of the implemented Physician Time Allocation Report (Harbor General Hospital).

(No. 11-10) The 1974 Contract Auditor review the Physician Time allocation information collected and calculation of direct costs allocated to the Group (Harbor General Hospital).

(No. 11-11) The 1974 Contract Auditor follow up on the reevaluation of the enterprise fund feasibility (USC Medical Center).

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

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

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

II. SUMMARY OF RECOMMENDATIONS OF THE GRAND JURY

(No. A-1) Necessary legal action should be taken to transfer the internal audit function from the Auditor-Controller Department, giving this function full departmental status, reporting directly to the entire Board of Supervisors.

(No. B-1) The existing law in connection with Grand Jury investigations, including the employment of outside experts requires revision to include the following powers of investigation to be performed selectively at the discretion of the Grand Jury:

Investigation of all offices of County government, special purpose assessing or taxing districts and officers of the County in their ex-officio capacity created pursuant to State laws.

Investigation of the needs, equipment and the method or system of performing the duties of the several County offices and districts.

No limitation to be required as to approval by the Board of Supervisors in connection with an audit of the County Assessor.

Examination of the books and records pertaining to fiscal matters of any incorporated city located in the County.

Submission of a report upon any investigation including such recommendations as are deemed proper.

The power to employ outside experts to perform any of the investigations indicated above.



CRIMINAL COMPLAINTS COMMITTEE

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Secretary

THE CRIMINAL COMPLAINTS COMMITTEE
REPORT

CRIMINAL COMPLAINTS COMMITTEE REPORT

Members of the legal community, as well as the general public, feel a growing concern over the functioning of our criminal justice system. This Committee's responsibility is to deal directly with problems involving law enforcement as they relate to the District Attorney. Composed of nine of the twenty-three members of the Grand Jury, the Criminal Complaints Committee meets at regularly scheduled intervals at which time applications for Grand Jury hearings are presented by the District Attorney's Office. The Committee considers each case on its merits and after careful scrutiny may decide to bring the matter before the entire Jury for further deliberation.

Since the Grand Jury's time is very limited, the Committee must be selective and carefully review the cases which may be brought before the entire body. The Committee considers several facts in determining whether a case will be heard by the Grand Jury; some of these are as follows:

The offense must be serious and/or affect a substantial public interest.

The number of defendants, witnesses, and/or exhibits might require an inordinate amount of time and cost if the case were to be presented at a preliminary hearing.

There is a need to toll the statute of limitations.

Secrecy may be necessary for the protection of witnesses.

A public figure may be involved, either as a suspect or as a witness and undue publicity may affect the fairness of further criminal proceedings.

During the first ten months of this year the Grand Jury has held 47 criminal hearings. Indictments involving 128 defendants have been returned to the Superior Court. At least 14 members of the Jury must hear all of the evidence, deliberate and vote affirmatively in favor of an indictment.

The Court Reform Blue Ribbon Committee on Judicial Reform has made several recommendations and the Grand Jury concurs in and endorses the following:

1. The Legislature should initiate an amendment to the State Constitution to prohibit the reduction of a felony charge to a misdemeanor without the concurrence of the District Attorney.
2. The Legislature should initiate an amendment to the State Constitution to prohibit a court from dismissing or striking from an accusatory pleading any allegation of fact which if admitted, or found to be true, would change the penalty for the offenses charged without the concurrence of the District Attorney.

TRAFFIC AND OTHER MINOR MISDEMEANORS

The Grand Jury has found that the Traffic and Municipal Courts are overloaded with cases involving traffic offenses and minor misdemeanors. Many of these cases result in jury trials, causing not only congestion but a large expense in time and money for the County government and the persons involved.

IT IS RECOMMENDED THAT THE LEGISLATURE AMEND THE APPROPRIATE CODES TO REDUCE MOST TRAFFIC OFFENSES AND MINOR MISDEMEANORS TO INFRACTIONS, THEREBY ELIMINATING THE NECESSITY OF JURY TRIALS.

COURT OF APPEALS

The Grand Jury is well aware that the entire process of criminal justice is too slow. There appear to be too many opportunities for a convicted criminal to challenge the validity of his conviction.

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

SIZE OF JURIES

The use of smaller juries in criminal cases would allow the judicial system to attain greater efficiency as to cost and time utilization. We believe the membership of juries can be reduced to as few as six except in capital cases.

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

UNANIMOUS VERDICT

In 1972 in the Central District of the Superior Court of Los Angeles County there were months when over 50% of felony matters tried by jury resulted in "hung juries" – typically 11-1 or 10-2 for conviction. Retrial causes reduced efficiency and greater cost.

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

HABEAS CORPUS

Our investigations have revealed another area which needs appropriate legislative relief. There is a multiplicity of habeas corpus petitions filed with the appellate courts which are based on factors known to the defendants either at the time of trial or shortly thereafter. Needless court time is spent reviewing these petitions which could have been included in one petition.

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

PLEA BARGAINING

There has been a great deal of publicity given to the concept of plea bargaining in the criminal justice system. The Grand Jury approves the practice of plea bargaining as long as the prosecutor and court accept a plea of guilty by which the public welfare of the community is protected. The Grand Jury, however, does not approve the practice of sentence bargaining. At the time a plea of guilty is entered the judge does not have at his disposal the facts of the crime nor the background of the defendant. It is the opinion of the Grand Jury that the judge should not impose a sentence upon the defendant until the court has received the probation report and any additional evidence submitted by the defendant and the prosecution which would have a bearing on the sentencing process.

IT IS RECOMMENDED THAT THE COURT NOT PERMIT THE NEGOTIATION OF A SENTENCE AT THE TIME OF PLEA BARGAINING.

EXCLUSIONARY RULE

This rule states evidence cannot be admitted against a defendant in a criminal trial when such evidence was obtained through "unlawful" procedure by agents of the government. This rule was based on the premise that exclusion of evidence in criminal proceedings was the only available method to deter improper police actions. However, in practice, the rule rarely protects innocent people; it only favors those who are guilty.

IT IS RECOMMENDED THAT THE LEGISLATURE TAKE APPROPRIATE ACTION TO PROHIBIT THE EXCLUSION OF EVIDENCE RESULTING FROM IMPROPER POLICE ACTION. THE LEGISLATURE SHOULD ALSO INCLUDE PROVISIONS TO SAFEGUARD THE RIGHTS OF CITIZENS THROUGH CIVIL REMEDIES.

ACCOMPLICE TESTIMONY

In prosecuting certain kinds of cases it is frequently necessary to use witnesses who themselves are guilty of the same crime as the defendant. Naturally any prosecutor would rather not rely on such witnesses; however, some kinds of crimes can only be proved by the testimony of people who were present at the time the crime was planned and executed. In California a "conviction cannot be had upon the testimony of an accomplice unless it be corroborated by such other evidence as shall tend to connect the defendant with the commission of the crime".

IT IS RECOMMENDED THAT THE LEGISLATURE ENACT LEGISLATION REPEALING SECTION IIII OF THE PENAL CODE RELATING TO CORROBORATION OF TESTIMONY OF AN ACCOMPLICE.

MANDATORY PRISON SENTENCE

It is quite obvious to the Grand Jury that a large percentage of the offenses committed in Los Angeles County involve crimes of violence and situations where the perpetrator is armed at the commission of the offense or at the time of his arrest. Yet very few of the defendants are sentenced to state prison or to an extended period of time in the County Jail.

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

DEATH PENALTY

The 1973 Grand Jury petitioned the Legislature to reestablish the death penalty. The Grand Jury approves of and commends the recent actions of the Legislature in re-establishing the death penalty.

PROTECTION OF WITNESSES

During our criminal investigations the Grand Jurors have noted that some witnesses have been seriously injured, and in some cases killed.

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

SECURITY GUARDS

We are greatly concerned with the security guard system employed in commerce and industry. It has been noted that the hiring and training policies of security guard agencies have been totally inadequate, resulting in poor protection for the clients and the general public.

IT IS RECOMMENDED THAT THE ENTIRE SECURITY GUARD STRUCTURE BE THOROUGHLY AND IMMEDIATELY EXAMINED BY THE STATE LEGISLATURE.

BAIL BONDS

The Committee concurs with the recommendations of the 1972 Grand Jury that there is a need for bail reform. We have reviewed the study and recommendations of the Superior Court Judges' Committee, the present California law, and the progressive statutes of the State of Illinois.

It is also noted that while the California statute imposes criminal sanctions upon those who do not appear after being released on their own recognizance, there is no similar provision with regard to the defendants who fail to appear after posting bond. Penal sanctions are required to correct this inequity in the law and in addition a defendant will be encouraged to appear in court and deterred from absconding.

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



DEPARTMENT OF PUBLIC SOCIAL SERVICES COMMITTEE

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Co-chairman

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SYLVIA SANOFF
Secretary

THE DEPARTMENT OF PUBLIC SOCIAL SERVICES
COMMITTEE REPORT

DEPARTMENT OF PUBLIC SOCIAL SERVICES COMMITTEE REPORT

The Department of Public Social Services (DPSS) employs approximately 14,500 people representing 19% of total county employees. This Department is responsible to the Board of Supervisors for administration of categorical aid, indigent aid and other social welfare programs in accordance with Federal and State laws and County ordinances. DPSS maintains 35 district offices and other sub-offices which provide assistance with financial relief and social services to needy people. The budget for 1972-73 is approximately \$1,200,000,000 of which 19% is funded by the County, the balance by the State and Federal governments.

DPSS provides aid under the following categories:

1. Aid to families with dependent children (AFDC)
2. Family groups (AFDC-FG)
3. Unemployed parent (AFDC-U)
4. Old age security (OAS) *
5. Aid to disabled (ATD) *
6. Aid to blind *
7. Aid to potentially self supporting blind *
8. General Relief (GR) also known as indigent aid
9. Cuban relief
10. Food stamps

*As of January 1, 1974 these departments will be taken over by the Federal Government under HR I.

Several reorganizations have been completed in the past in accordance with State, Federal and County regulations. For example, some of the duties of Social Workers have been reassigned to Eligibility Workers (EW) who get less pay than the former, saving the County thousands of dollars in payroll. In view of HR 1 becoming effective as of January 1, 1974 many EW's are being reclassified or transferred to other jobs with the County or Federal Government. It is estimated that DPSS will drop approximately 1900 EW's by January 1, 1974; however, many of these were hired on a temporary basis.

Some of the severe problems affecting administrative procedures lie in obtaining correct

"input" information by Eligibility Workers. This is fed to the computer program which may reject the "input" card for lack of proper information, which in turn may not be returned to the proper district office for correction for several weeks. Inaccurate and incomplete information, as well as a large volume of aid forms, tends to frustrate the EW whose work is tedious at best.

IT IS RECOMMENDED THAT ALL NEW EMPLOYEES CLASSIFIED AS EW OR CLERICAL BE FORMALLY TRAINED BEFORE ASSUMING THEIR SPECIFIC DUTIES.

IT IS RECOMMENDED THAT THE TRAINING OF PRESENT ELIGIBILITY AND CLERICAL WORKERS BE UPDATED, AND PERIODICALLY CHECKED FOR KNOWLEDGE, EFFICIENCY, PERFORMANCE, PROCEDURES AND LEGISLATION.

IT IS RECOMMENDED THAT A REVIEW BOARD BE ESTABLISHED AT EACH DISTRICT OFFICE WHICH SHALL INCLUDE THE DISTRICT DIRECTOR AND HIS ASSISTANT TO REVIEW PERIODICALLY THE WORK OF EW'S AND CLERICAL WORKERS.

TRAINING PROGRAM

The present management training program is totally inadequate. At present, the County is expending \$3 million dollars per year for training programs.

IT IS RECOMMENDED THAT THE COUNTY EMPLOY A PROFESSIONAL MANAGEMENT FIRM FROM THE PRIVATE SECTOR TO IMPLEMENT AN EFFICIENT AND APPROPRIATE TRAINING PROGRAM FOR MANAGEMENT PERSONNEL.

DPSS employees may not be aware of the great difference in cultural values between the recipient and themselves. This lack of understanding may lead to problems which could be ameliorated if there were better rapport between the parties concerned.

IT IS RECOMMENDED THAT A FORMAL PROGRAM BE INSTITUTED TO ESTABLISH BETTER RAPPORT BETWEEN DPSS WORKERS AND VARIOUS ETHNIC GROUPS.

Effective January 1, 1974, a new system will be initiated in the welfare bureaus under which form WR 7 will be used in addition to the present aid forms. The WR 7 form (Welfare Recipient) will be completed monthly and signed by the recipient in order to evaluate continued eligibility. Heretofore, the evaluation of welfare benefits has been completed every six months. It is believed that this new system of monthly evaluation will discourage borderline and possible fraudulent claims. With the implementation of WR 7 forms, the affirmation forms (WR 2) will be completed on an annual basis rather

than semi-annual. Additionally, the WR 2 forms are cumbersome and should be revised.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS URGE THE STREAMLINING OF THE WR 2 FORMS BY THE STATE DEPARTMENT OF SOCIAL WELFARE.

There are over 1,000 different classifications in the DPSS which makes it very difficult to reclassify employees prior to transfer to another job.

IT IS RECOMMENDED THAT THE COUNTY ESTABLISH GENERAL CLASSIFICATIONS FOR DPSS WORKERS WITH APPROPRIATE LEVELS WITHIN EACH CLASSIFICATION.

DPSS uses 130 buildings in full or part within the County. On investigation, we find that many DPSS plants are in poor physical condition and in some cases unsafe. The various directors have repeatedly contacted the Mechanical Department for service and repairs. These items, however, are a matter of priorities, necessitated by the overcrowded work schedule of the Mechanical Department and budgetary restrictions.

IT IS RECOMMENDED THAT THE APPROPRIATE COUNTY AGENCY TAKE ACTION TO CORRECT THE PHYSICAL DEFICIENCIES WHICH HINDER THE EFFICIENT OPERATION OF DPSS.

Some of the significant factors in the recent annual welfare budget decline have been the rising level of employment, the decrease in the size of the average welfare family and the stiffer regulations imposed by the 1971 Welfare Reform Act. Basic alternatives to the entire welfare system still remain essential. This is a matter which will require detailed and exhaustive study. In the interim, California has instituted an Employables Program — in which county welfare workers with their caseloads of able-bodied recipients are located in employment offices where available jobs are listed.

This sharp separation between those who are capable of gainful employment (approximately 60,000 out of 800,000 in California) and those who are unemployable could do much to assuage the resentment of some of the public toward welfare recipients.

IT IS RECOMMENDED THAT ALL EMPLOYABLE, ABLE-BODIED RECIPIENTS BE HANDLED BY A WORK-ORIENTED AGENCY WHICH WILL BE RESPONSIBLE FOR ADMINISTERING ALL CONTACTS WITH THEIR CLIENTS SUCH AS CASH GRANTS, FOOD STAMPS, ETC.

In the past two years, due to the present reorganization of DPSS, almost daily rumors circulate among the personnel causing great concern as to the security of their jobs, resulting in a loss of interest and demoralization.

IT IS RECOMMENDED THAT A LINE OF COMMUNICATION BE ESTABLISHED BETWEEN EMPLOYEES AND MANAGEMENT TO KEEP

ALL EMPLOYEES INFORMED ON NEW RULES, REGULATIONS AND DEVELOPMENT THAT MAY AFFECT THEIR DEPARTMENTS.

A survey completed by Stanford Research Institute indicated that unless welfare alternatives are initiated, welfare will grow beyond the County's ability to support it.

IT IS RECOMMENDED THAT COUNTY SUPERVISORS ARRANGE FOR THE SERVICES OF A RESEARCH ORGANIZATION TO FURTHER STUDY POSSIBLE ALTERNATIVES TO COUNTY WELFARE.

CEILING ON EARNED INCOME

According to information received from the Department of Public Social Services, a recent survey concerning income earned by welfare recipients revealed the following:

There were 1,600 people earning \$600/month
" " 45 people earning \$900/month
1 person earning \$1,200/month

All of these persons were still receiving their welfare grants. Many working mothers have deductions available to them for the cost of child care, additional training, and travel expense all of which seems fair and reasonable if we seek to encourage these women to remain in the labor force. However, there should be a ceiling established on earned income to correct inequities in the system.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS URGE THE STATE DEPARTMENT OF SOCIAL WELFARE TO CONSULT WITH THE FEDERAL AUTHORITIES TO ESTABLISH CEILINGS ON EARNED INCOME FOR WELFARE RECIPIENTS.

In November, 1972, the Board of Supervisors approved recommendations by the Chairman of the County Commission to Review Public Social Services indicating their support of a program for issuing Photo Identification Cards to Welfare Recipients.

The most recent information is that the State Department of Social Welfare is currently involved in a cost benefit analysis of State issuance of Photo Identification Cards for Welfare Recipients, using information from jurisdictions which have implemented identification card systems.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS URGE THE STATE DEPARTMENT OF SOCIAL WELFARE TO TAKE RESPONSIBILITY FOR ISSUING IDENTIFICATION CARDS TO NON-DRIVING WELFARE RECIPIENTS.

WARRANTS

Duplicate welfare warrants are issued by the County when the original warrant is stolen, lost, destroyed or forged. The following occurred in Fiscal Year 1972-73:

About \$15,850 in duplicate warrants which were accepted by the County Treasurer were not recoverable resulting in a 100% County loss.

Duplicate Warrants cashed by recipients, amounted to \$334,108, of which \$290,244 was recovered.

If the recipient does not cooperate in repayment, the case is turned over to DPSS Fraud Division; however, these represent only about 2% of total duplicate warrants issued.

Approximately \$1.2 million was lost by merchants as a result of forged warrants for which the County does not accept responsibility.

IT IS RECOMMENDED THAT IT BE MANDATORY THAT WELFARE RECIPIENTS CARRY IDENTIFICATION CARDS ISSUED BY THE COUNTY OR STATE.

FOOD STAMPS

The State Department of Social Welfare entered into an agreement with the U.S. Department of Agriculture to establish the Food Stamp Program. The purpose was to improve the diet of low income families by increasing their food purchasing power – at the same time to help the Department of Agriculture use up a food surplus. It began operation in Los Angeles County on December 1, 1965.

The State was to supervise the program to be administered by the County. Regulations were determined by Federal and State agencies. Food stamps are issued to the eligible household according to the household's adjusted net income and size, with the recipient paying zero to 80% for the stamps.

The present Food Stamp Program in Los Angeles County has created a serious and expensive problem. The cost to the county is approximately \$8 million for administration. There is a shortage rather than a surplus of food. There is evidence of illegal activities due to poor security in the Food Stamp Program including counterfeiting, theft, as well as fraud in establishing eligibility.

There are substantial inefficiencies in the administration of this program due to compliance with Federal and State laws resulting in a wasteful expenditure of tax dollars. There is a proposed pilot project for a simplified food stamp program in Los Angeles County, which has been recommended to the Director of the State Department of

Social Welfare through the DPSS by Admiral Charles F. Horne Jr., Chairman Los Angeles County Commission to Review Public Social Services.

IT IS RECOMMENDED TO THE BOARD OF SUPERVISORS THAT A SIMPLIFIED SYSTEM OF DISBURSING FOOD STAMPS BE IMPLEMENTED.

ILLEGAL ALIENS

The Committee, while studying the tremendous cost of welfare in the County of Los Angeles, concerned itself with the number of illegal aliens on welfare rolls. The study disclosed that all an illegal alien must do to qualify for welfare is sign a certificate that he or his family are in the United States legally and are eligible for family assistance. The study further disclosed that many thousands of these aliens are known to social service workers but no action can be taken if the above-mentioned certificate is signed.

IT IS RECOMMENDED TO THE BOARD OF SUPERVISORS THAT A PERSON APPLYING FOR WELFARE BE REQUIRED TO SUBMIT PROOF OF BIRTH IN THIS COUNTY OR PROOF OF LEGAL ENTRY BY PRODUCING AN ALIEN IDENTIFICATION CARD.

BOARD AND CARE HOMES

The committee made a study of board and care homes throughout the county. Some 50 board and care homes were visited. The majority of homes were found to have good administration, balanced diets, cleanliness and generally fair living conditions.

The committee, however, did find in a minority of cases that:

There was not adequate fire protection.

Board and care patients had no means of transportation.

There was lack of medical services.

There was lack of any social activities or outside contacts.

IT IS RECOMMENDED THAT PRIOR TO THE ISSUANCE OF A LICENSE TO A BOARD AND CARE HOME BY THE STATE OF CALIFORNIA, AN INSPECTION OF THE FACILITIES BE MADE COVERING SUCH ITEMS AS SANITATION, LIVING CONDITIONS, SAFETY, DIET, ADEQUATE STAFF TRAINING, MEDICAL SERVICES, AND TRANSPORTATION OR AVAILABILITY OF SHOPS AND STORES. RE-INSPECTION TO BE MADE SEMI-ANNUALLY.

IMPLEMENTATION OF PUBLIC LAW 92-603 (HR-1)

As of January 1, 1974, Public Law 92-603 (HR-1) stipulates that administrative responsibility for Adult Aid Programs (Aid to Aged, Blind and Disabled) will be transferred from the States to the Federal Social Security Administration.

The D.P.S.S. is proceeding with the actual conversion of the current adult caseload to the new Federal Supplemental Security Income (SSI). This involves completing documents on each of the 200,000 aged, blind and disabled cases on the county books in order that the Social Security Administration will be prepared to mail the checks on January 1, 1974.

The phase out of the Adult Bureau caused by HR-1 will result in deletion of many positions from the DPSS budget. The most significant surplus will be in the categories of Eligibility Workers and Eligibility Supervisors. A referral system to other county departments has been initiated as well as referrals to the local Social Security Administration for placement with the Federal Government.

The Social Security Administration does not anticipate expanding its branch offices in L.A. County. Therefore, after January 1, 1974, if an ABD (Aid to Aged, Blind or Disabled) recipient has a problem, he will most probably seek assistance from the nearest DPSS office.

THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF PUBLIC SOCIAL SERVICES PROVIDE ADEQUATE STAFF TO COPE WITH EMERGENCIES WHICH MAY ARISE WITH RECIPIENTS OF ABD GRANTS FOLLOWING IMPLEMENTATION OF HR-1 ON JANUARY 1, 1974.

CAUSES AND EFFECTS

The increase in the needs for the services of the Department of Public Social Services (DPSS) has paralleled the general increase in crime, violence, narcotics, mental problems, frustrations and divorce. As a result, the DPSS has become a refuge for many unfortunate people who require some form of aid during most of their lives. Due partly to a lack of proper training in basic skills and practical education, many of them are ill-prepared to cope with the severe complexities of our social, economic and technological system.

The lack of vocational skills not only acts as an obstacle in obtaining work but also has a traumatic effect on their mental attitude and psyche which in some cases produces a rebellious and violent attitude toward society, often causing confrontation with our criminal justice system.

The Federal government has established various agencies over the years to deal with

the training of individuals in some skill. The cost would have been much less with a greater degree of success in getting these people trained had vocational training been implemented during their formative years. Lack of such vocational training, discipline and practical basic education for the individual has in many cases resulted in his becoming a recipient of DPSS aid later in life.

THE GRAND JURY RECOMMENDS THAT THE EDUCATIONAL SYSTEM ACCEPT THE ADDITIONAL RESPONSIBILITY FOR PRACTICAL TRAINING IN VOCATIONAL SKILLS OF YOUNG PEOPLE.



EDUCATION COMMITTEE

CASSANDRA IRVINE

SAMUEL S. SHERWIN

VERONICA H. DYSART

CONCEPCIÓN C. MINSKY

ANNE S. COLLINS

J. H. HULL
Co-Chairman

MARJORY E. CLARKE
Secretary

ELTA S. PFISTER
Chairman

THE EDUCATION COMMITTEE
REPORT

EDUCATION COMMITTEE REPORT

Los Angeles County government involves more than seven million people. The Education Committee of the 1973 Los Angeles County Grand Jury concerned itself with the Los Angeles County School system, attempting to take a generally positive approach. Education programs as found at corrective institutions in the County were reviewed. These institutions included adult and juvenile facilities and camps such as Wayside Honor Farm, Mira Loma, Sybil Brand, the Drug Rehabilitation Center for Adults at Norco, Juvenile Hall, Las Palmas School for Girls, Afflerbaugh-Paige Camp and School, Los Padrinos, and MacLaren Hall.

The report of the 1972 Education Committee of the Los Angeles County Grand Jury was reviewed and considered, following which there was discussion and agreement as to a limited scope of activities for the year 1973. The following goals were established:

CAREER AND VOCATIONAL EDUCATION SHOULD BE EXTENDED AND AVAILABLE TO JUNIOR AND SENIOR HIGH SCHOOL YOUTH IN ORDER THAT THE MAJORITY OF GRADUATES WILL HAVE SOME BASIS FOR FUTURE INTEREST AND SOME BASIC SKILLS FOR EMPLOYMENT. THE PHILOSOPHIC REASONING INVOLVES THE THEORY THAT SECONDARY EDUCATION MUST MEET NEEDS OF TODAY'S YOUTH IF WE ARE TO MINIMIZE UNREST AND LAWLESSNESS.

COUNSELORS SHOULD BE AVAILABLE FOR CHILDREN AND PARENTS IN THE ELEMENTARY SCHOOLS. AS CALIFORNIA MOVES INTO EARLY CHILDHOOD EDUCATION, IT IS VITALLY IMPORTANT TO HAVE EXPERT CHILD GUIDANCE COUNSELORS AVAILABLE FOR THE CHILDREN, TEACHERS, AND PARENTS. EARLY IDENTIFICATION AND CONTROL OF PHYSICAL AND BEHAVIOR PROBLEMS IS A MAJOR FACTOR IN REDUCING FUTURE MALADJUSTMENT AND DELINQUENCY.

COMMUNICATION BETWEEN CITIZENS OF A COMMUNITY, SCHOOL BOARD MEMBERS, TEACHERS, AND ADMINISTRATORS NEEDS TO BE INCREASED AND IMPROVED.

In the decade of the 70's, we are seeing a new and welcomed thrust in the public education sector — "Career Education". This movement had its roots in the early 60's when we realized that we were in a highly technological society where 90% of all jobs are skilled and semi-skilled, requiring some form of training to master these skills. With the great American dream as a background, we have been telling our youth for over 50 years that every person, to be "successful", should have an academic degree as the result of four or more years of college. America has become aware of this folly.

Of all the 9th graders who enter our high schools, 60% will not enter college; of the 40% who do enter, only approximately 20% will obtain a baccalaureate degree; thus, a

substantial majority of our high school students should receive some kind of skill training to enter the world of work.

For those who plan to seek a college degree, a marketable skill may be needed to earn money to complete their education. A "back-up" skill in one of the trades will serve many future professionals, should the need arise. Thus, all students should have training to enable them to enter the world of work.

The fundamental concept of Career Education is that all educational experience, curriculum, instruction and counseling should be geared to preparation for economic independence and an appreciation for the dignity of work. The Grand Jury would add mastery of the basic skills of learning as a fundamental concept.

The objective of Career Education is to prepare all students for a successful work career by increasing their options for occupational choice — by attaining job skills and by enhancing learning achievement in all subject areas and at all levels of education.

Career Education recognizes the critical decisions a student must make as to whether to pursue a job, seek further education, or choose a combination of both. Career Education, in the words of S.P. Marland, Jr., U.S. Commissioner of Education, will eliminate the artificial separation "between things academic and things vocational". The Commissioner has observed that "Educators must be bent on preparing students either to become properly and usefully employed immediately upon graduation from high school, or to go on to further formal education. The student should be equipped occupationally, academically, and emotionally to spin off from the system at whatever point he chooses — whether at age 16 as a craftsman apprentice, or at age 30 as a surgeon, or at age 60 as a newly trained practical nurse". (1)

The scope of Career Education encompasses educational experiences beginning with early childhood and continuing through the individual's entire productive life. Career Education increases the relevance of school by focusing on the learner's career choice. It requires no permanent bondage to a career goal; rather, it presents to the student a great range of occupational options. Further, it helps the student develop positive attitudes towards the world of work. If we carry out the aims of Career Education, every student leaving our high schools will possess a saleable skill to gain employment or go on to a technical school or college.

Placement services are also an important and needed component of Career Education. The school system should assist every student, and especially those leaving the 12th grade, to find employment. It should also concern itself with plans for the next step on the occupational ladder. Job entrance will become as important as college entrance to both teachers and counselors, and universally recognized skill credentials will become as valid and as commonly accepted as credentials for college.

(1) Marland, S.P. Jr., U.S. Commissioner of Education, Department of Health, Education and Welfare Publication No. (OE) 72-3

If we achieve the goal of Career Education, it will reduce "dropouts". Hopefully, there will then be only individuals who choose to go to work or to pursue a further formal education. Entrance and exit requirements will be flexible enough to enable all persons to acquire, at any time they choose, the educational and occupational experiences that meet their needs.

We now have a new challenge in public education. Educators throughout the nation are seeking innovative means of stimulating an awareness and interest in the world of work, from kindergarten on. "SOCIETY CAN NO LONGER TOLERATE AN EDUCATIONAL SYSTEM THAT IGNORES THE WORLD OF WORK."⁽²⁾

The entire spectrum of Career Education has many component parts. Some of these are:

1. Career awareness – grade K–5
2. Career exploration – grades 6–8
3. Job skills and/or college preparation – grade 9–14
4. Exploratory education
5. Work experience education
6. Regional occupational centers
7. Regional occupational programs
8. The comprehensive high school
9. The community college
10. Trade schools (private)
11. Adult schools
12. Apprenticeship programs

The above are some of the parts of an entire career educational concept which was presented by Dr. Wayne Butterbaugh, Director of the Southern California Regional Occupational Center, at a meeting of the 33rd District of the California Parent-Teachers Association on February 1, 1973.

A statement by the California Career Education Task Force follows:

(2) "Western Conference" — 1966, sponsored by the Great Cities Program for School Improvement.

“A COMPREHENSIVE EDUCATIONAL PROGRAM FOCUSED ON CAREERS, BEGINNING IN EARLY CHILDHOOD AND CONTINUING THROUGHOUT THE ADULT YEARS. IT PROVIDES FOR A BROAD APPROACH TO PREPARATION FOR CITIZENSHIP, CAREER DEVELOPMENT AND FOR LIFE IN A WORLD WHERE LEISURE TIME IS INCREASING. IT INVOLVES ALL STUDENTS AND EDUCATORS. THE EMPHASIS IS ON INDIVIDUALIZED INSTRUCTION, ARTICULATED FROM GRADE LEVEL TO GRADE LEVEL. CAREER EDUCATION PERMITS EACH STUDENT TO REALISTICALLY ASSESS PERSONAL ATTRIBUTES AND ASPIRATIONS, EXPLORE OCCUPATIONAL OPPORTUNITIES, MAKE A REALISTIC OCCUPATIONAL CHOICE, AND RECEIVE THE NECESSARY INSTRUCTION TO DEVELOP “SALEABLE SKILLS” FOR ENTRY INTO THE WORLD OF WORK.”⁽³⁾

The California Legislature adopted the following statement of policy, which was signed by the Governor on August 24, 1972, adding Section 7504 to the Education Code . . .

“THE LEGISLATURE HEREBY RECOGNIZES THAT IT IS THE POLICY OF THE PEOPLE OF THE STATE OF CALIFORNIA TO PROVIDE AN EDUCATIONAL OPPORTUNITY TO EVERY INDIVIDUAL TO THE END THAT EVERY STUDENT LEAVING SCHOOL SHOULD BE PREPARED TO ENTER THE WORLD OF WORK; THAT EVERY STUDENT WHO GRADUATES FROM ANY STATE-SUPPORTED EDUCATIONAL INSTITUTION SHOULD HAVE SUFFICIENT MARKETABLE SKILLS FOR LEGITIMATE REMUNERATIVE EMPLOYMENT; AND THAT EVERY QUALIFIED AND ELIGIBLE ADULT CITIZEN SHOULD BE AFFORDED AN EDUCATIONAL OPPORTUNITY TO BECOME SUITABLY EMPLOYED IN SOME REMUNERATIVE FIELD OF EMPLOYMENT.”

THE GRAND JURY RECOMMENDS TO THE COUNTY BOARD OF EDUCATION THAT SECTION 7504 OF THE EDUCATION CODE AS GIVEN IN THIS REPORT ON VOCATIONAL EDUCATION BE IMPLEMENTED AND ENCOURAGED.

Investigations were conducted as regards occupational skills and vocational training. The high cost of vocational training or education makes it difficult for the typical individual city school district to offer an adequate program for youth interested in obtaining a marketable skill. Visits were made by members of the Grand Jury to the Southern California Regional Occupational Center in Torrance, and the A.B.C. School District. Facilities and equipment for job training were found to be of the very best. Six school districts utilize the Torrance facility and thus support the Southern California Regional Center. Students retain affiliation with their own local high schools and fulfill other requirements there. The Center provides 30 areas where skills can be

(3) California Career Education Task Force, developed by the State Director of Vocational Education.

acquired in daily three-hour sessions from one semester to a year. Students who complete the courses are earning from \$2 to \$8 per hour shortly after graduation with a certificate of proficiency in one of the 30 skills offered for training.

The experience of the Southern California Regional Occupational Center during 1967-68 in its first year of operation with only 349 students, showed a \$1,200.82 cost per student trained. This cost has steadily declined until in the school year 1973-74, with about 4,550 students, the cost per student trained has been reduced to \$422.21. Eventually, the state should recoup this expenditure in the form of personal taxes from employed graduates.

The time has arrived when a high school graduate should be employable upon graduation. The regional occupational center seems to be the best solution to this problem. A skill is a necessity for everyone in today's culture and the educational system should provide it.

The Occupational Center issues only Certificates of Proficiency. The student receives his diploma from his home high school, one of 32 private and public high schools which send students to the center three hours per day during their senior year. An alphabetical listing of programs for the 1973-74 school year follows, showing what can be offered to public school students at a reasonable cost to the taxpayer when neighboring districts unite their resources and pupils in a cooperative investment in occupational skill training.

SOUTHERN CALIFORNIA REGIONAL OCCUPATIONAL CENTER
2300 Crenshaw Blvd., Torrance 90501

ALPHABETICAL LISTING OF PROGRAMS – 1973-74 SCHOOL YEAR

- | | |
|---|--------------------------------------|
| 1. Advertising Design | 18. Environmental Landscaping |
| 2. Auto Air Conditioning | 19. Hospital Services |
| 3. Auto Body Repair | 20. Industrial Electronics |
| 4. Auto Brakes & Front End | 21. Key punch |
| 5. Auto Diagnosis | 22. Machine Tool Operation |
| 6. Auto Engine Repair | 23. Major Appliance Repair |
| 7. Auto Paint | 24. Marine Engine Repair |
| 8. Auto Parts | 25. Medical Assisting/Back Office |
| 9. Auto Transmission Repair | 26. Medical Assisting/Front Office |
| 10. Auto Tune-Up | 27. Medical Office Procedures |
| 11. Banking Equipment Operation | 28. Motorcycle Service |
| 12. Clerical Office Procedures | 29. Power Mechanics |
| 13. Cosmetology | 30. Radio & TV Service |
| 14. Data Processing/Equipment Operation | 31. Refrigeration & Air-conditioning |
| 15. Data Processing Programming | 32. Secretarial Services |
| 16. Dental Assisting – Classroom 202 | 33. Technical Drafting |
| 17. Dental Assisting – Classroom 203 | 34. Welding |

In view of the foregoing viewpoints on Career Education and the facts presented on vocational education preceding high school graduation, the Grand Jury recommends to the County Board of Education:

THAT THE REGIONAL OCCUPATIONAL CENTER CONCEPT BE EXAMINED BY COUNTY EDUCATIONAL LEADERS AND SCHOOL BOARDS IN LOS ANGELES COUNTY IN ORDER TO PROVIDE JUNIOR AND SENIOR HIGH SCHOOL STUDENTS THE OPPORTUNITY TO LEARN MARKETABLE SKILLS.

THAT ADJACENT SCHOOL DISTRICTS CONSIDER COMBINING RESOURCES, WHENEVER FEASIBLE, IN ORDER TO DEVELOP REGIONAL OCCUPATIONAL CENTERS, THEREBY TAKING ADVANTAGE OF THE BROADER SCOPE OF OFFERINGS THAT CAN RESULT FROM LARGER TEACHER-PUPIL RATIOS.

THAT REGIONAL VOCATIONAL CENTERS PROVIDE STUDENTS WITH A DAILY MINIMUM OF THREE HOURS INSTRUCTION IN A GIVEN SKILL BY EXPERTS IN THAT SKILL. IT IS RECOMMENDED THAT LIMITATION OF AGE OR GRADE GROUPS BE FLEXIBLE.

Speakers were invited to appear before the Grand Jury, followed by meetings with the Education Committee. The Superintendent of Los Angeles County Schools and the Superintendent of Los Angeles City Schools addressed the Jury, reporting on directions and plans to be considered in their respective jurisdictions, both immediate and long range. Each also presented financial, personnel and curriculum problems facing public education today. The Education Committee, at the invitation of the County Superintendent of Schools, met with Dr. Wilson Riles, State Superintendent of Public Instruction, and members of the County Schools staff.

The second major objective for the 1973 Grand Jury's Education Committee was the encouragement of early counseling for children and parents involved or about to be involved in the elementary schools. We commend those school districts which have employed and re-employed elementary counselors for the year 1973-74. We commend the training institutions for recognizing the need for supplying multidisciplinary training for such counselors.

Dr. Edward Lenoski, Director, Pediatric Emergency Center, Los Angeles County-USC Medical Center, discussed with the Grand Jury the problems within this County relating to THE ABUSED CHILD. He emphasized education and the necessity for the availability of early counseling for parents. He felt the public schools should accept responsibility for such a positive program, reinforcing the second objective of the Education Committee.

A panel of juvenile court officers, including the Presiding Judge, discussed the causes and attendant problems of juvenile crime with the members of the Grand Jury. One of

their pleas was for more available counseling for young parents and others, and early identification of the deterrents to normal development of children. This would also involve identification and rectification of physical and emotional problems, with guidance to parents as regards to proper supervision, control and attitudes.

It is realized the "battered child syndrome", crime, physical and mental health and welfare problems are related.

THE GRAND JURY RECOMMENDS THAT THERE BE EMPHASIS ON ELEMENTARY (PARTICULARLY EARLY PARENT AND CHILD) COUNSELING IN ALL SCHOOL DISTRICTS TOWARD MORE DEFINITE AND CONSISTENT DISCIPLINARY OBJECTIVES AND THAT PARENTS BE ENCOURAGED TO REALIZE THAT RESPECT FOR LAW AND ORDER BEGINS VERY EARLY IN A CHILD'S LIFE.

THE GRAND JURY FURTHER RECOMMENDS THAT SCHOOL DISTRICTS ESTABLISH A CONSISTENT DISCIPLINARY PROCEDURE WITHIN THE FRAMEWORK OF THE EDUCATION CODE.

THE GRAND JURY RECOMMENDS TO THE COUNTY BOARD OF EDUCATION THAT ENCOURAGEMENT BE GIVEN TO SCHOOL DISTRICTS TO EMPLOY COUNSELORS FOR THE EARLY CHILDHOOD EDUCATION PROGRAM.

The third goal of the Education Committee involves communications and public awareness of school needs, requirements, problems and objectives now being implemented in California.

The Grand Jury attended a meeting of a representative community group in Torrance, California. A similar program initiated in the Burbank Unified School District termed the Parent Education Workshop was discussed. The effect of these Community and Parent Councils has been accepted and proven most satisfactory for many years. Educational councils in Torrance and Burbank have been operating successfully for over a quarter of a century. For this reason, the Grand Jury believes it may be a promising technique of community relations for all school districts.

Following the study of lay-professional cooperation in establishing good school-community relations, the Los Angeles County Grand Jury believes:

That school administrators and board members should maintain constant and close contact with the community;

That a channel of communication should be established between the school and the community;

That a balanced viewpoint should be maintained with regard to the expressed

opinions of the various members of the communities in which the schools are located;

That there should be some thinking and planning of the educational program with the community and acceptance of the community as a partner in school problems. This would provide a safety valve so that urgent matters can be thought through before they become explosive pressure points;

That a clearing center should be established for educational thinking in the community — possibly preliminary to the immediate pressure of decision making in a board meeting.

Recognizing the need for proven procedures for successful intercommunications between schools and their communities, the Grand Jury reviewed and studied the various community councils which have long been in operation.

THE GRAND JURY RECOMMENDS THAT SCHOOL DISTRICTS IN LOS ANGELES COUNTY SEND STAFF AND BOARD MEMBERS TO STUDY ORGANIZATIONS WHERE LAY-PROFESSIONAL EDUCATIONAL COUNCILS HAVE BEEN IN SUCCESSFUL OPERATION FOR MANY YEARS WITH THE VIEW OF INCORPORATING PROVEN PRACTICES.

YOUTH AND THE OFFICER

Animosity exists in some neighborhoods between youth and police officers. This hostility exists due to the violent attitude of a percentage of the population toward the police, and the attitudes and actions of some officers toward youth. Conflict is often generated by inflammatory conversation in groups, newspaper articles, and television shows.

It is also recognized that public relation officers of the various law enforcement groups in the City and County and informative programs such as "Youth and the Law", "Ride-Along" and others are serving to relieve the tension, but are not reaching all troubled youth. There is further need for officers and youth to seek empathy with each other.

The Los Angeles County Grand Jury at this time commends the Sheriff's Department, the Los Angeles Police Department and all law enforcement groups now in operation for their efforts.

THE GRAND JURY RECOMMENDS TO THE COUNTY BOARD OF EDUCATION THAT IN ORDER TO BUILD BETTER RAPPOR AND COMMUNICATION BETWEEN POLICE OFFICERS AND YOUNG PEOPLE, SCHOOLS WORK CLOSELY WITH THEIR COMMUNITY LAW ENFORCEMENT OFFICIALS.

<u>Priority</u>	<u>Responsible Group(s)</u>
<p>Funds should be made available to seek out and purchase, or develop, reading materials more responsive to identified needs and interests of current and projected student population. Textbooks should not be limited to those on hand and purchased by the State if, indeed, they do not serve the purpose of the Special Schools programs.</p>	<p>High</p> <p>Primary: Central administration -- Special Schools</p>
<p>Teacher/pupil ratios in basic skills classes should be explored to determine the most effective and practical ratio patterns for best results.</p>	<p>High</p> <p>Primary: Central administration -- Special Schools</p>
<p>The proportion of the school day devoted to intensive remedial instruction should be limited to 2½ to 3 hours per day.</p>	<p>High</p> <p>Primary: Central administration -- Special Schools</p>
<p>The inventory of books maintained in the camp libraries should be reevaluated in terms of student interest. Camps should be allowed discretionary funds to purchase paperbacks appropriate to the camp population to motivate an increased interest in reading. These paperbacks should be considered basically expendable, with little control exercised over their use by teachers.</p>	<p>Medium</p> <p>Primary: Camps staff -- Special Schools Secondary: Central administration -- Special Schools</p>
<p>2. High School and GED Programs</p> <p>Regular high school and GED programs should be retained but restricted to those students with the demonstrated potential to perform successfully in the program.</p> <p>A study should be conducted to determine what courses from the regular high school curriculum should be adapted for students in the remedial (basic skills) program.</p> <p>Optional high school courses now included in camp school curriculum should be reexamined to determine their relevance and appropriateness for the camp school population.</p>	<p>Medium</p> <p>Primary: Central administration -- Special Schools Camps staff -- Special Schools</p> <p>Secondary: Central administration -- Special Schools</p> <p>Primary: Central administration -- Special Schools</p> <p>Primary: Central administration -- Special Schools</p>

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	<u>Priority</u>	<u>Responsible Group(s)</u>
<p>3. Prevocational Training and Guidance</p> <p><i>Prevocational training and guidance and career planning should be assigned a high priority, second only to basic skills.</i></p>	High	<p>Primary: Central administration -- Special Schools</p> <p>Secondary: Camps staff -- Special Schools</p>
<p>a. <i>Prevocational programs should be developed which will foster an understanding of and appreciation for the world work. The programs should familiarize students with the types of jobs available on the job market, skill requirements, and union membership requirements. The course should be designed to help a student select a skill or profession around which he may develop his career plans.</i></p>		
<p>b. <i>Guidance and counseling should be provided on obtaining and holding a job, including possibly a workshop on filling out applications, job interview techniques, dress and appearance, attendance, and the expectations of employers. This program should be mandatory for senior students.</i></p>		
<p>c. <i>Working level representatives of private industry, civil service (e.g., fire department) and the military should be invited to speak to students periodically about their respective job areas to instruct and motivate student interest.</i></p>		
<p>d. <i>An aggressive program should be initiated to involve private sector employers in hiring and training apprentices from Special Schools. Programs such as the Sears Auto Division, Standard Station, Inc. should be pursued and expanded to other major employers in the area.</i></p>	High	<p>Primary: Central administration -- Special Schools</p>
<p><i>Career/vocational specialists should be retained by Special Schools to develop and conduct the prevocational training program described in a. and b. above. Current vocational teachers may, with appropriate instructions, be used in this role.</i></p>	High	<p>Primary: Central administration -- Special Schools</p>
<p><i>A work experience specialist should be added at the administrative level to coordinate the program among camps and to identify and contact sources for c. and d. above. He should also be responsible for publicizing the program and its industrial participants.</i></p>	High	<p>Primary: Central administration -- Special Schools</p>

<u>Priority</u>	<u>Responsible Group(s)</u>
4. Work-Study Programs	
<i>The current work/study programs should be phased out or at least de-emphasized, particularly in cases where the ward is three or more levels below grade level in basic skills.</i>	Primary: Central administration — Probation Department Secondary: Central administration — Special Schools
<i>If work/study programs are retained, they should be oriented solely toward trades or skills in which the ward could reasonably be expected to work upon release, based on a market and labor supply study.</i>	Primary: Central administration — Probation Department Secondary: Central administration — Special Schools
<i>Any program in which the ward works full time should have provisions for compensation payable upon release from camp. Pay rates should reflect the market value of services less a reasonable, proportionate charge for room and board during confinement.</i>	Primary: Central administration — Probation Department
5. Other New or Expanded Programs	
<i>All camps should have the resources to provide driver education and health education courses (including drug abuse, sex education and V.D.) for all students whose needs assessment and treatment program indicate this as appropriate.</i>	Primary: Central administration — Special Schools
6. Curriculum Development and Evaluation	
<i>Special Schools Division should place a high priority on establishing a formal curriculum development and evaluation program.</i>	Primary: Central administration — Special Schools Secondary: Camps staff — Special Schools
<i>Instructional systems personnel from the County's Division of Special Education and personnel in the County's Division of Curriculum and Instructional Services should be utilized in the curriculum development and evaluation effort to the extent practical, particularly in the initial development phase.</i>	Primary: Central administration — Special Schools Secondary: Camps staff — Special Schools

7. Teaching Materials and Techniques

The Special Schools Division should orient its textual material toward the capabilities and interest level of its students (see recommendations under Basic Skills).

Classroom lesson plans should be developed in short-term modular learning packages to accommodate the constant turnover of students in the camp school classes.

Teaching techniques in camp schools should be adapted to the dominant learning style as specified by the prescriptive treatment teams in their needs assessment.

Teaching techniques such as team teaching, use of teaching aides/volunteers should be evaluated in terms of their advantages and disadvantages. Those that are cost/benefit effective should be adopted.

The Special Schools Division and Probation Department should jointly develop procedures to effectively coordinate the use of aides, volunteers, etc.

PRE- AND POSTRELEASE

A comprehensive transition program should be developed which specifies and integrates the activities of the appropriate camp school personnel and aftercare personnel in preparing individual students to reenter the public school system and/or the community.

Educational Aftercare counselors should then be retained by the Special Schools Division to facilitate the transition of the student to public schools by becoming familiar with the student's background and educational strengths and weaknesses, meeting with public school officials, and monitoring the student's educational progress in public school

<u>Priority</u>	<u>Responsible Group(s)</u>
High	Primary: Central administration — Special Schools
High	Primary: Camps staff — Special Schools Secondary: Central administration — Special Schools
Medium	Primary: Camps staff — Special Schools
Medium	Primary: Central administration — Special Schools Secondary: Camps staff — Special Schools
Medium	Primary: Central administration — Special Schools and Probation
High	Primary: Central administration — Special Schools Secondary: Intensive Aftercare administration
High	Primary: Central administration — Special Schools

MANAGEMENT

1. Standard Operating Procedures

The Division of Special Schools should develop a comprehensive document of updated operating procedures.

The procedures should focus on the roles and responsibilities of certificated and classified personnel and be updated periodically.

The Division of Special Schools should require camp staffs to adhere to standardized operating procedures and should periodically evaluate performance in this context.

2. School Operations

The camp schools should be scheduled so that year-round operations are effected except for weekends and major one- and two-day holidays.

Camp school and Probation personnel should coordinate activities during these periods to reflect the holiday atmosphere.

3. Discretionary Funds

Each camp school should have a discretionary fund from which nonbudgeted purchases can be made. The fund should be monitored and controlled by the principal, who would have final approval of all disbursements.

An annual report on the disbursement of discretionary funds should be prepared by each camp principal. The nature of all expenditures should be identified and, if appropriate, the benefit of the disbursement detailed.

To assure these funds are not used indiscriminately, policy guidelines should be established which define acceptable expenditures and the mechanism for their use.

<u>Priority</u>	<u>Responsible Group(s)</u>
Medium	Primary: Central administration — Special Schools
Medium	Primary: Central administration — Special Schools
Low	Primary: Central administration — Special Schools Secondary: Camps staff — Special Schools
Medium	Primary: Central administration — Special Schools
Medium	Primary: Central administration — Special Schools and Probation
High	Primary: Central administration — Special Schools
Medium	Primary: Camps staff — Special Schools
Low	Primary: Central administration — Special Schools

4. Warehousing and Inventory

Funds should be allocated to provide centralized warehousing and inventory facilities for the Division of Special Schools. An efficient delivery system to camp schools should also be provided.

Medium Primary: Central administration -- Special Schools

5. Distribution of Staff Payroll Checks

Special Schools Division should establish (and seek the necessary funding) an improved mechanism for the distribution of camp schools staff payroll checks.

Medium Primary: Central administration -- Special Schools

6. Staffing

The Special Schools Division should expand its effort to use qualified coeducational teachers.

Medium Primary: Central administration -- Special Schools

The feasibility and desirability of rotating teaching staff among camp schools should be evaluated by the Division of Special Schools.

Low Primary: Central administration -- Special Schools

RECRUITMENT AND TRAINING

1. Recruitment

A model teacher profile should be developed to assist in evaluating candidate teachers' capabilities in dealing with disturbed or problem children.

Medium Primary: Central administration -- Special Schools

Consideration should be given to including, as a prerequisite for employment, either

Medium Primary: Central administration

a. prior experience in dealing with problem students (such as teaching remedial programs in an inner city school) or

b. directly related university training and/or practice teaching of deviant youth.

<u>Priority</u>	<u>Responsible Group(s)</u>
Medium	Central administration -- Special Schools
Low	Central administration -- Special Schools
Low	Central administration -- Special Schools
High	Central administration -- Special Schools and Probation Camps staff -- Special Schools and Probation Department
Medium	Central administration -- Special Schools
Low	Central administration -- Special Schools and Probation

Provisions should be made for Schools personnel to visit facilities that have successful educational programs. These facilities may be within the Los Angeles County juvenile camp system, the juvenile hall system or outside the system, such as private facilities or a state facility (e.g., the California Youth Authority).

A program should be initiated to work with local colleges and universities in developing an undergraduate curriculum dealing with deviant behavior problems. This type of course curriculum could also be beneficial to regular school teachers of inner city youth. Concomitantly, graduate level courses should be developed that would possibly lead to a special credential for teachers of institutionalized youth. (This recommendation is addressed to long-range programs. It is expected that several years would be required to implement such programs.)

Courses currently available at local colleges and universities dealing with problems associated with deviant youth should be evaluated. Courses considered relevant should be identified and actively promoted for current personnel.

COMMUNICATIONS AND COORDINATION

Special Schools Division (working jointly as appropriately with the Probation Department) should develop clearly defined roles and responsibilities for the camp schools teaching staff.

Special Schools Division should promote intercamp communications by publishing a regular newsletter outlining noteworthy activities and developments at all camps and at the central administrative level.

The benefits and advantages of locating the offices of the camp director and principal so that they are at a close proximity should be investigated.



THE ENVIRONMENTAL COMMITTEE

PAUL LEOS

H. T. MICHLER

ANNE S. COLLINS

PETER BERTINO, *Co-Chairman*

CASSANDRA IRVINE
Secretary

R. H. WATTSON
Chairman

THE ENVIRONMENTAL COMMITTEE REPORT

ENVIRONMENTAL COMMITTEE REPORT

Every animal but man must adapt to its own environment or die. However, man chose centuries ago to change his environment rather than adapt to it. Until recent years there has been little concern with the effects of these changes. It has now become obvious that some of these changes have resulted in many more problems than existed before man altered his environment to suit his desires.

The Environmental Committee of the Grand Jury is concerned with investigation of the results of any changes in the environment caused by action or inaction of Los Angeles County government. The investigations focused on the fact that the environmental dilemma is as much the "doer's" problem as it is the "receiver's" problem.

During the year several resolutions regarding environmental matters were prepared by this committee, passed by the entire Jury and presented to the concerned Federal, State and County officials. Meetings were held with several County department heads to encourage environmental awareness.

In order to carry out these investigations the Committee conducted ten field trips, heard seven speakers, attended eight days of hearings and one seminar. Many informal discussions were held with individuals in government, business and environmental movements, and considerable independent research was done. The entire Jury attended some of the field trips and heard many of the speakers. These investigations have led to conclusions in each of the following fields:

AIR QUALITY

Although some progress has been made in controlling the amount of air pollution in Los Angeles County, much remains to be done before the standards set by the Federal Environmental Protection Agency (EPA) can be met. Many factors such as mass transit, revised living patterns, and increased energy production could affect air quality, but because of their individual importance, they will be considered separately.

The standards set by EPA will not be met unless detailed plans for reducing emissions, limiting private automobile use, and controlling violations are formalized at once. Legislation must be enacted at the State level which will implement specific programs directed toward meeting those standards.

IT IS RECOMMENDED THAT THE LOS ANGELES COUNTY BOARD OF SUPERVISORS SUPPORT FEDERAL AND STATE LEGISLATION FOR SPECIFIC PROGRAMS WHICH WILL RESULT IN REDUCTION OF AUTOMOBILE EMISSIONS, LIMITATION ON USE OF PRIVATE CARS, AND CONTROL OF VIOLATIONS.

he EPA national standards for ambient air quality must be reached by 1977. However,

the EPA granted an extension to motor vehicle manufacturers for meeting emission standards. Forecasts indicate that by 1977, atmosphere levels of photochemical oxidant and nitrogen dioxide will be so low that extension of this deadline to 1980 would not pose any threat to the public. The extension on emissions standards could cause social, economic and physical disruption if there is not a corresponding extension of the ambient air quality standards.

The standards set by the California Air Resources Board more properly fit the requirements of Los Angeles County. These standards should be allowed to take precedence over Federal standards in this area.

THE GRAND JURY SUPPORTS THE BOARD OF SUPERVISORS' ACTION IN REQUESTING AN EXTENSION OF THE 1977 AMBIENT AIR QUALITY STANDARDS AND IN ASKING THAT THE STANDARDS OF THE STATE AIR RESOURCES BOARD BE USED IN LOS ANGELES COUNTY.

The current fuel shortage has made impossible the use of natural gas during periods of heavy pollution. In the past it has been possible to use low sulphur fuel oil but the fuel shortage now prevents this. Unless the Federal government allocates more natural gas to this area, severe problems may occur when concentrations are high.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS CONTINUE ITS PROGRAM ENCOURAGING THE FEDERAL POWER COMMISSION TO RELEASE MORE NATURAL GAS TO THIS AREA TO OFFSET THE SHORTAGE OF LOW SULPHUR FUEL.

This County recently took the first step toward implementation of a car pool-preferred parking plan. This plan could remove a large number of cars from the daily flow of commuter traffic. Full use of this plan should be pushed and the results publicized. Every effort should be made to encourage similar programs for Los Angeles City and for State and Federal employees.

IT IS RECOMMENDED THAT THE COUNTY'S CAR POOL PROGRAM BE CARRIED FORWARD WITH UTMOST DISPATCH.

WATER QUALITY

Southern California is fortunate to have several drinking water sources which are not at present subject to major pollution. This condition should be monitored and maintained. For years, wastes developed in the Southern California drainage basin have been discharged into the Pacific Ocean. The quantities have until recently been small, and there has been little concern with pollution. Increased quantities have now brought about awareness of the possible long-range results. The State of California has issued regulations to control the quality of ocean waters. These contain restrictions on the concentration of heavy metals in treated waste water discharged into the ocean. In some

instances, the State regulations are more exacting than quality requirements for drinking water.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS REQUEST THE STATE WATER RESOURCES CONTROL BOARD TO REEVALUATE CERTAIN HEAVY METAL LIMITATIONS ON DISCHARGE OF TREATED WASTE WATER.

Much research has been done in methods of both desalinization of sea water and reclamation of water which has had a previous use. As in many new, partially developed processes, one of the major roadblocks is availability of sufficient energy. It now appears that with proper systematic study, some form of nuclear energy might be used for this purpose.

THE JURY RECOMMENDS THAT THE COUNTY SUPPORT ALL RESEARCH PROGRAMS DIRECTED TOWARD DESALINIZATION AND RECLAMATION OF WATER AND THE BOARD OF SUPERVISORS OBTAIN FEDERAL FUNDING FOR THIS PURPOSE WHENEVER POSSIBLE.

The EPA has established standards for discharge into coastal waters of waste waters which require secondary treatment. California has not been able to obtain sufficient Federal financing assistance for construction of projects to prevent this water pollution. Some funds are now being made available but it appears that financing help will be limited. The available funds should be expended on the following basis: (1) construction of facilities which provide for reuse of waste waters; (2) treatment processes which improve water quality prior to discharge into inland waters and (3) construction of facilities to treat water discharged into marine waters which are based on recent scientific findings such as the three year report of the Southern California Coastal Water Research Project.

IT IS STRONGLY RECOMMENDED THAT THE BOARD OF SUPERVISORS SUPPORT RECONSIDERATION BY THE FEDERAL GOVERNMENT OF PRESENT REQUIREMENTS FOR SECONDARY TREATMENT OF WASTE WATER DISCHARGED INTO COASTAL WATERS. ALSO, THAT FUNDS FOR TREATMENT FACILITIES BE ALLOCATED ON A PRIORITY BASIS.

LAND USE

Residents of Southern California have developed a life style which requires great mobility, resulting in many unique problems. A major problem, indirectly caused by this mobility, is air pollution resulting from excessive vehicle emissions. These emissions could be greatly reduced if more people lived and worked in the same area. Both State and Federal governments are proposing regulations to control land uses so that vehicle

traffic will be held to a minimum. Regardless of regulations imposed by others, Los Angeles County can go far toward improving the situation on their own. Private industry and all public agencies should be made aware of the effects any new land development will have on reducing or increasing the volume of traffic. The County Planning Commission should encourage considerations of this factor in any private development. All new County capital projects should also include a study of the effects in this regard before plans are approved.

IT IS RECOMMENDED THAT THE PLANNING COMMISSION INCLUDE THE MOBILITY FACTOR IN THEIR DECISIONS AND THE COUNTY CONSTRUCTION COMMISSION BE PRESENTED FACTS ON THE MOBILITY REQUIRED OF THE OCCUPANTS OF PROPOSED BUILDINGS.

Much progress has been made in recent years toward improving the appearance of public facilities which have traditionally been esthetically unappealing. The Los Angeles County Sanitation District's San Jose Creek Water Reclamation Plant is an example of what good planning can do. Its grounds resemble a park, some of which can be used by the public. This aspect should be a major consideration for any proposed county facility.

IT IS RECOMMENDED THAT THE COUNTY CONSTRUCTION COMMISSION CONTINUE ITS EFFORTS TO IMPROVE THE APPEARANCE AND MINIMIZE ANY DELETERIOUS EFFECT ON THE SURROUNDINGS OF ALL PROPOSED PROJECTS.

Disposal of solid wastes in Los Angeles County is accomplished by use of sanitary landfills operated primarily by the Sanitation Districts. These operations are being concentrated in the relatively few remaining usable sites. It is necessary to plan these facilities as a cooperative effort between the City of Los Angeles, the County of Los Angeles, and the County Sanitation Districts to insure environmentally acceptable, cost effective solid waste disposal.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS ENCOURAGE ALL LOCAL GOVERNMENTS IN THE PLANNING AND OPERATION OF CONSOLIDATED WASTE DISPOSAL SITES.

PUBLIC TRANSIT

On July 23, 1973 the Southern California Rapid Transit District (SCRTD) presented to the public a comprehensive plan for mass transit to serve this area. This plan will be presented for approval by the voters at some future date. The details of the overall plan are too numerous and the cost too extensive for the Grand Jury to make a recommendation now. It appears that the overall program could be accomplished in segments. This would provide an opportunity to make changes in later segments if the

earlier ones alter forecasted conditions. A portion of SCRTD master plan provides for early implementation of low capital cost transit improvements. Mayor Bradley of the City of Los Angeles has also proposed short-term immediate improvements. The short-term portion of the SCRTD plan and the Los Angeles City proposal should be coordinated and implemented as soon as possible regardless of action taken on the overall plan.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS GIVE FULL SUPPORT TO IMMEDIATE IMPLEMENTATION OF SHORT-RANGE MASS TRANSIT IMPROVEMENTS AND REQUEST THE NECESSARY FEDERAL FINANCIAL ASSISTANCE.

In order to make the overall system proposed by the SCRTD work effectively, it will be necessary to establish an efficient feeder system to serve many outlying areas. In some of these areas it may be desirable to have these lines operated by the municipalities rather than SCRTD. Buses similar to the present downtown minibuses should be sufficient.

IT IS RECOMMENDED THAT THE SCRTD WORK IN COOPERATION WITH CITIES ALONG THEIR MAIN ROUTES TO IMPLEMENT FEEDER LINES AND TO COORDINATE THEIR SCHEDULES.

The Los Angeles City Community Redevelopment Agency (CRA) has proposed construction of a "people mover" and peripheral parking system which would ease congestion in the downtown area. Two outlying parking structures will be provided and electrically powered vehicles will move people into the central city. This program would be nondeficit with initial financing by a CRA bond issue and a Federal grant. A joint agreement between SCRTD, CRA and Los Angeles City is necessary.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS SUPPORT CONSTRUCTION OF THE "PEOPLE MOVER" PROPOSED BY THE CRA.

It will be many years before any master plan can be completed by the SCRTD. In order that more use may be made of the present established bus routes by county residents and visitors, information regarding schedules must be readily available. The present telephone service on the SCRTD is inadequate, as the requested information is too detailed for description over the phone, and several weeks may elapse before a schedule arrives by mail.

IT IS RECOMMENDED THAT BUS ROUTES BE DISPLAYED IN SHOPPING CENTER PARKING LOTS, THE CIVIC CENTER OF LOS ANGELES AND OTHER LOCATIONS.

THAT BUS STOP ROUTE NUMBERS BE PAINTED ON BUS STOP SIGNS. THAT TIME TABLES OF BUS SERVICE BE POSTED NEAR BUS STOPS AND/OR BE AVAILABLE IN SHOPPING CENTERS.

ENERGY SHORTAGE

Most environmental problems could be solved or minimized if there was an unlimited supply of very inexpensive energy. More energy is needed for powering water reclamation plants, junk compressors, and recycling facilities. However, instead of becoming more abundant, a shortage of energy has developed because of excessive use for non-essential purposes, delay in development of new sources and facilities, and also failure to import sufficient fuel quantities. If environmental problems are to be solved, non-productive uses must be reduced or the supply greatly increased. Efforts are being made to reduce the amount of energy consumption through restrictions and voluntary measures. Regardless of action taken, this conservation can only result in temporary relief. Long term solution will come only by substantial increase in new sources of energy. For centuries man has used the earth as his source of energy. During this same period the earth was obtaining its energy from the sun. Now man is making his first serious efforts to take energy directly from the sun. Until these efforts are successful, we must rely on proven energy sources. The energy mode now available and most suited for a pollution-free environment is electrical. At present, we lay waste large areas in extracting fossil fuels and create much direct pollution in generating electricity. The most pollution-free generating method could be nuclear, but the development of these plants has been delayed because of concern for safety, thermal pollution, and proper disposal of radioactive waste. When these problems are solved a major breakthrough will have been made in solving the energy shortage.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS TAKE ACTION TO ENCOURAGE CONGRESS AND THE ATOMIC ENERGY COMMISSION TO INITIATE A CRASH RESEARCH PROGRAM TO MINIMIZE OR SOLVE THE PROBLEMS CURRENTLY RETARDING THE DEVELOPMENT OF NUCLEAR GENERATING PLANTS.

Regardless of what action is taken to alleviate the energy shortage, it appears that under present laws it may be necessary to curtail power to certain areas during brief periods. Unless emergency plans are established in advance, serious problems will occur in darkened areas. Looting, loss of traffic control, robbery and instant increase of other crimes could be expected.

IT IS RECOMMENDED THAT IN ORDER TO AVOID CONFUSION DURING POWER CURTAILMENTS, A JOINT COUNTY-WIDE COMMITTEE TO ESTABLISH EMERGENCY PLANS BE FORMED WITH REPRESENTATIVES FROM PUBLIC UTILITIES, GOVERNMENT, LAW ENFORCEMENT AND FIRE PREVENTION ORGANIZATIONS.

The most pollution-free method now known for propelling vehicles is electricity. The major limitation upon use of this method is lack of efficient batteries or fuel cells. Much progress has been made in this field in the space program. To expedite development of these batteries and their application to both private and mass transit motor vehicles, the findings developed by the space program should be made available to industry.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS REQUEST THE FEDERAL GOVERNMENT TO MAKE ALL POSSIBLE INFORMATION ON FUEL CELLS AVAILABLE TO INDUSTRY AND TO PRIVATE RESEARCH ORGANIZATIONS.

NOISE CONTROL

Until recent years noise has not been recognized as a pollutant, or perhaps it was recognized but only recently was it realized that something could be done to reduce it. Recent Federal legislation created the Office of Noise Abatement and Control. State legislation has now been proposed to establish the Office of Noise Control in the California State Department of Health. When this office is established, it will be necessary for Los Angeles County to work with it in reporting, research, control, and abatement.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS SUPPORT STATE LEGISLATURE FOR NOISE CONTROL AND WHEN PASSED, DESIGNATE A COUNTY DEPARTMENT TO BE RESPONSIBLE FOR COORDINATION OF REQUIRED EFFORTS.

this new Department has established five health service regions. These are: Coastal, San Fernando and Antelope Valleys, Central, Southeast, San Gabriel Valley. The San Gabriel and Coastal regions have been designated as pilot areas with Directors appointed and functioning. Under the regional concept, each region will provide most of the health services required in that area. The current emphasis is to be upon comprehensive ambulatory care programs offered within the community. The goal is to create a system capable of reaching a person before his illness is so advanced that he requires hospitalization.

THE GRAND JURY RECOMMENDS THAT ALL SUPPORT BE EXTENDED TO IMPLEMENT THE REGIONAL CONCEPT IN PROVIDING TOTAL HEALTH SERVICES TO RESIDENTS OF THE COUNTY.

The Bauer committee also recommended the establishment of family-oriented, hospital-linked comprehensive neighborhood health centers as the basic and initial resource in providing ambulatory care and preventive medical assistance. The lack of health facilities in certain portions of the county such as East Los Angeles and Northeast San Fernando Valley has been frustrating and a serious problem for the residents of these areas.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONSIDER AS SOON AS POSSIBLE THE PROVISION OF NEIGHBORHOOD HEALTH CENTERS IN AREAS OF THE COUNTY WITH THE GREATEST UNMET HEALTH NEEDS.

MENTAL HEALTH

Mental illness has long been one of the nation's most pressing health problems. Until very recently, severely emotionally-ill persons have been treated in State hospitals at considerable expense and have in many instances received inadequate care. Professional authorities recognize that the treatment of emotional illness is more effective and less costly when carried out in the local community.

The Board of Supervisors of the County of Los Angeles adopted the SHORT-DOYLE PLAN. This plan, which was passed by the Legislature of the State of California in 1957, provided for an "integrated mental health system through locally administered and locally controlled community mental health programs."

The Los Angeles County Department of Mental Health has a panel of over one hundred psychiatrists, psychologists and psychiatric social workers who serve as mental health consultants to the staffs of about 120 agencies in the County.

During this past year, the State administration announced plans to close many of the State hospitals caring for the mentally retarded. However, because of the concern expressed over the lack of local facilities, the administration is re-examining its plan.

Although the State provides funds for care, it does not provide funds for the construction of facilities for this function. In addition, some of the money previously advanced by the Federal government will probably not be available in the future.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS BE RESPONSIBLE FOR PROVIDING FUNDS FOR THE ACQUISITION OF FACILITIES TO CARE FOR THE MENTALLY HANDICAPPED. FUNDS TO PROVIDE CARE AND MAINTENANCE WILL CONTINUE TO BE RECEIVED FROM THE STATE.

IT IS FURTHER RECOMMENDED THAT NO PATIENTS BE TRANSFERRED FROM STATE FACILITIES UNTIL IT HAS BEEN DETERMINED BY THE DEPARTMENT OF HEALTH SERVICES THAT LOCAL FACILITIES ARE ADEQUATE AND IN THE BEST INTERESTS OF PATIENTS AND THE COMMUNITY. CONTINUING OFFICIAL SURVEILLANCE IS IMPERATIVE.

The California State Department of Health is now engaged in the performance of an extensive evaluation and survey of the mental health facilities available in Los Angeles County. Currently there is a team of specialists including fiscal experts, medical consultants, and allied personnel performing an analysis of all matters incident to mental health.

THE GRAND JURY RECOMMENDS THAT THE COUNTY MENTAL HEALTH DIVISION COOPERATE CLOSELY WITH THE STATE STUDY UNIT AND UTILIZE THEIR DATA FOR SUBSEQUENT IMPLEMENTATION.

In line with the philosophy of local self-help and utilization of private facilities engaged in the treatment of mental health:

THE GRAND JURY RECOMMENDS THAT MORE EXTENSIVE USE OF THE PRIVATE SECTOR BE CONSIDERED IN ALL PLANNING INVOLVING MENTAL HEALTH.

THE GRAND JURY RECOMMENDS THAT THE COUNTY UTILIZE THE MEDICAL STAFF TO PURSUE PROFESSIONAL ACTIVITIES AND RELIEVE THEM OF THE MYRIAD OF ADMINISTRATIVE DETAILS BY APPOINTING AN ADMINISTRATOR IN EACH CENTER WHEREVER PRACTICABLE.

A NEW LOOK BE TAKEN AT THE "PSYCHIATRIC EMERGENCY TEMAS" AND THEIR USE EXPANDED TO PROVIDE EARLY TREATMENT WHICH MIGHT ULTIMATELY AVOID THE NECESSITY FOR INSTITUTIONAL CARE.

BETTER TREATMENT MODALITIES SUCH AS EXTENSIVE OUT-PATIENT SERVICES AND FAMILY COUNSELING AT THE SOURCE WHERE NEEDED BE IMPLEMENTED AT ALL LEVELS.

THE FACTORS OF ACCESSIBILITY AND AVAILABILITY OF SERVICES MUST BE THE CONSTANT CONCERN OF THE MENTAL HEALTH DIVISION.

THE HEADS AND FUNCTIONARIES OF DEPARTMENTS BECOME VISIBLE TO RESIDENTS OF THE COMMUNITY BEING SERVED.

MENTAL HEALTH PROBLEMS INVOLVING DELINQUENTS

The mentally ill offender belongs to a sorely neglected group in our society. Recent applicable mental health legislation, although progressive, lacks the specific guidance which identifies those mentally ill persons who should be processed through the mental health system rather than through the criminal justice system. The recent "Jail Task Force Report" in its position paper pinpoints the significance of the mentally ill and their need of treatment.

On October 1, 1972, Roger Schock, M.D., Chief, Special Programs Bureau of the Mental Health Division, Department of Health Services, prepared a number of proposals and recommendations relative to the conditions under which the mentally disordered delinquents of the county were being handled. This was in response to a concern of the 1972 Grand Jury. The implementation of a partial solution was to establish a "five-man pilot jail crisis team" which is currently in operation.

It is suggested that the Department of Health Services carefully analyze the "Jail Task Force Report" submitted on August 2, 1973. We are indebted to the Special Programs Bureau of the County Department of Mental Health for assistance in the Committee's study of this problem.

It is our opinion that the pilot jail crisis team does an effective job of emergency trouble shooting in the jails. However, it has not been able to cover all the existing needs.

THE GRAND JURY RECOMMENDS THAT CRISIS SERVICES INVOLVING THE INMATES OF DIFFERENT COMPONENTS OF THE COUNTY JAIL SYSTEM BE EXPANDED.

A program to provide services to the mentally disordered population in the jails should be initiated. To effect a change in the mental condition of inmates who receive attention because of a crisis situation, it is necessary to involve them in a follow-up program. The pilot team interviewed 200 prisoners and learned that 61% had prior hospitalization for mental illness and 74% were unemployed at time of arrest. To provide additional services to these disturbed persons:

THE GRAND JURY RECOMMENDS THAT SUB-ACUTE DAY TREATMENT SERVICES BE ESTABLISHED IN THE JAIL SYSTEM AS SOON AS POSSIBLE.

A sizeable number of people who are severely mentally ill, but who for security reasons cannot be transferred to a local county or state hospital, are kept in custodial facilities without adequate care. To correct this situation:

THE GRAND JURY RECOMMENDS THAT A PERMANENT MAXIMUM SECURITY FACILITY PROVIDING INTENSIVE SHORT-TERM TREATMENT BE PROVIDED AS SOON AS POSSIBLE.

The Committee has been advised that there are now in existence three contracts for social rehabilitation of mentally ill offenders. These contracts are with the following providers:

Golden State Mental Health Center
Gateways Hospital Mental Health Center
Community Services Section, State Department of Health

There is an existing halfway house contract allowing for 15 beds and a contract for the services of a rehabilitation worker with the State Department of Rehabilitation. The need for expanding the availability of these services is imperative.

THE GRAND JURY RECOMMENDS THAT AN ADEQUATE NETWORK OF INTENSIVE AFTERCARE SERVICES BE PROVIDED.

The mental health authorities have proposed a program for disturbed offenders, diverting them from the law enforcement system into the mental health system. This would be accomplished by establishing a diversion team on a pilot basis, to be available 24 hours a day working closely with the police and the courts. It is possible that funds for this project might be advanced by the California Council on Criminal Justice.

THE GRAND JURY RECOMMENDS THAT A PROGRAM DIVERTING MENTALLY DISTURBED OFFENDERS FROM THE LAW ENFORCEMENT SYSTEM TO THE MENTAL HEALTH SYSTEM BE DEVELOPED.

BOARD AND CARE HOMES FOR THE MENTALLY ILL

The State of California is in the process of phasing out the majority of the hospitals for the mentally ill. Therefore, Los Angeles County now has the responsibility for providing community based care for its mentally ill citizens. The transfer of patients from state hospitals to local facilities has been in progress since 1969.

The majority of care for patients transferred from state mental hospitals is provided by

private sources. The cost is funded 90% by the State of California and 10% by the County. These are mainly board and care homes, locked nursing homes, residential care facilities and some convalescent homes. It is contended that some nursing homes have become "dumping places", lacking in compassion and employing inept help. The State has been remiss in not providing sufficient manpower for the inspection of these facilities and enforcement of existing licensing regulations has been erratic.

THE GRAND JURY RECOMMENDS THAT ADDITIONAL MANPOWER BE PROVIDED BY THE STATE FOR FREQUENT UNSCHEDULED INSPECTIONS OF ALL FACILITIES INVOLVED IN CARE OF THE MENTALLY ILL.

FACILITIES WHICH FAIL TO MEET STANDARDS BE DE-CERTIFIED AND FINANCIAL PENALTIES BE ASSESSED AGAINST VIOLATORS OF STATE HEALTH CARE LAWS.

The Jury observed varying degrees of quality in the care provided to residents of these homes. Many physical plants were good with little or no emphasis on recreational activities. Some physical plants were poor but emphasized field trips, etc; others provided poor accommodations claiming that patients were not interested in field trips, or other therapeutic endeavors. Some homes, mediocre in appearance, had genuinely concerned operators. These concerned individuals were rare, and were usually found in the smaller facilities.

Board and care home operators were not, in some cases, advised of the manner in which they should counsel residents in matters of a sensitive nature. Often this requires the expertise of a professional to provide necessary guidance.

THE GRAND JURY RECOMMENDS THAT A MANDATORY TRAINING PROGRAM BE PROVIDED FOR BOARD AND CARE HOME OPERATORS AS A REQUIREMENT FOR LICENSING OR LICENSE RENEWAL.

It is the opinion of the Jury that there is insufficient concern for the care of the mentally ill, once they leave the state hospitals and are transferred to local facilities. Continuing service should be provided to assist the patients in adjusting to the new situation.

THE GRAND JURY RECOMMENDS THAT SUFFICIENT FUNDS BE ALLOCATED FOR "AFTERCARE" SERVICES, AND SUPERVISION BY THE COUNTY DEPARTMENT OF MENTAL HEALTH BE MAINTAINED TO ASSURE PROPER TREATMENT FOR PATIENTS IN COMMUNITY FACILITIES.

ABORTION REFERRALS

The attention of this committee was drawn to the very critical situation which has

developed with respect to abortion referrals following the liberalization of California's abortion statute.

Documented articles appearing in the local press (e.g., October 6, 1972 edition of the Santa Monica Evening Outlook) concerning the victimization of women who are pregnant and in need of assistance has stimulated investigation into the proliferation of pregnancy counseling agencies which often function primarily as abortion referral sources. These agencies often maintain financial security by collecting fees from their clients and accepting kickbacks from the medical doctors who perform the abortions.

There are apparently no licensing requirements for these services. The operators of the service apply for a business license, pay a fee and then set up shop. The practice of doctors paying money to agencies for patient referrals is a violation of the Business and Professions Code, Sections 650 and 652.

THE GRAND JURY RECOMMENDS THAT VIOLATIONS OF THE BUSINESS AND PROFESSIONS CODE BE CONSIDERED FOR PROSECUTION BY THE APPROPRIATE LEGAL AGENCIES. IT IS FURTHER RECOMMENDED THAT THE RESULTS OF SUCH PROSECUTION BE TRANSMITTED TO THE STATE BOARD OF MEDICAL EXAMINERS.

Legislation was introduced by Senator David Roberti of Los Angeles which sought to correct many of the abuses evident in the abortion referral racket. The bill was not approved at the session ending September 15, 1973. It is hoped that similar legislation will be reintroduced to curb this abuse when the Legislature reconvenes in January, 1974.

THE GRAND JURY RECOMMENDS THAT A THOROUGH INVESTIGATION BE MADE EITHER BY THE DISTRICT ATTORNEY'S OFFICE OR THE OFFICE OF THE ATTORNEY GENERAL WITH RESPECT TO ABORTION REFERRALS AND THE ABUSES INCIDENTAL TO THIS PRACTICE.

TRAINING OF PARAMEDIC PERSONNEL AS WOMEN'S HEALTH CARE SPECIALISTS

Harbor General Hospital has embarked on an ambitious program to train paramedical personnel to perform many tasks traditionally reserved for medical doctors. These women's health care specialists are involved in a special training program. This project, directed by Dr. Donald R. Ostergard, has trained 54 family planning specialists. They include 27 registered nurses, 12 licensed vocational nurses, two men who had worked as medical assistants and 13 women with no previous medical instruction.

Graduates of the program work, not only in Harbor General's Family Planning Clinic, but are also employed at the Long Beach City Public Health Department, in a prepaid

group practice office in Los Angeles and for private physicians. The course includes 78 classroom hours, covering medical terminology and history taking, male and female reproductive anatomy, endocrinology, physical examination techniques, contraceptive methods, gynecological diseases, normal and abnormal obstetrics, sexual development, genetics, nutrition and counseling techniques.

Members of the committee have visited the Family Planning Clinic and have seen the center in operation. This Health Manpower Pilot Project was authorized by Assembly Bill 1503, and approved by Governor Reagan on December 22, 1972. The program has contracts with the National Center for Family Planning Services for \$75,000 and with the Office of Economic Opportunity for \$160,000 to train 24 now registered nurse students, most of whom have previously worked as aides in family planning programs.

THE GRAND JURY RECOMMENDS THAT THE STATE BOARD OF MEDICAL EXAMINERS ANALYZE AND DEFINE THE LICENSING REQUIREMENTS FOR PARAMEDICAL PERSONNEL.

THE SUPERVISORS OF THE PARAMEDIC PROGRAM BE CERTAIN THE PARAMEDICAL PERSONNEL OFFER FAMILY PLANNING METHODS WHICH ARE CONSISTENT WITH HUMAN RIGHTS AND INDIVIDUAL CONSCIENCE.

FAMILY PLANNING SERVICES INCLUDE INFORMATION ON NEW TECHNIQUES OF NATURAL FERTILITY CONTROL FOR THOSE CLIENTS WHO MAY PREFER NOT TO USE BIRTH CONTROL PILLS OR INTRAUTERINE DEVICES.

QUALIFIED BILINGUAL AND MINORITY TRAINEES BE RECRUITED TO PARTICIPATE IN THIS PARAMEDIC PROGRAM.

CANCER RESEARCH

Los Angeles County-U.S.C. Medical Center has been named by the National Cancer Institute of National Institutes of Health as one of the eight comprehensive regional cancer centers in the nation. The center is an outgrowth of activities already being conducted by the faculty and staff of the U.S.C. School of Medicine. Their work is supported by research contracts and grants totalling more than \$7 million annually.

Cancer specialists at major university hospitals and medical centers on the west coast will join together in the Western Cancer Study Group to investigate newer treatments of various kinds of cancer, aided by a computerized data processing center at John Wesley County Hospital.

We extend our congratulations to all those who have cooperated in maintaining this medical resource in Los Angeles County.

COMPARATIVE MEDICAL AND VETERINARY PUBLIC HEALTH SERVICES

This county entity is performing its assigned tasks in an exemplary manner. The County Veterinarian has oriented this department towards the inter-relationships between veterinary and human medicine and a blending of the two disciplines for the benefit of both animal and human welfare. The organizational structure to implement this type of research is in operation.

THE GRAND JURY RECOMMENDS THAT THE COUNTY VETERINARIAN BE AFFORDED SUPPORT OF THE COUNTY TO IMPLEMENT THIS NEW APPROACH TO VETERINARY MEDICINE.

CHIEF MEDICAL EXAMINER-CORONER

The members of the Grand Jury visited the offices of the Chief Medical Examiner-Coroner which are located in the new County Forensic Science Center. The Jury viewed with favor the very modern and complete facilities available in the Center where the most advanced forensic scientific investigation is accomplished to the benefit of our community.

Accidental deaths are investigated by the office of the Medical Examiner-Coroner. An increasing area of concern involves scuba diving as a recreational sport. It is the opinion of the authorities that licensing for these activities which may result in death, if proper precautions are not observed, should be mandatory. All persons engaging in these activities should undertake a course of study under authorized personnel to qualify for a license.

THE GRAND JURY RECOMMENDS THAT PROPER GOVERNMENTAL AGENCIES CONSIDER ESTABLISHING MANDATORY LICENSING REQUIREMENTS FOR PERSONS ENGAGING IN ACTIVITIES SUCH AS SCUBA DIVING, SKYDIVING, BOATING, ETC., WHICH ARE POTENTIALLY HAZARDOUS TO LIFE.

COUNTY LIBRARIES

The 1972 Grand Jury undertook an investigation of employment practices within the Library system. The 1973 Grand Jury Library Committee followed up on this phase of the report and its findings this year are very positive in nature. The Los Angeles County Public Library system has made significant progress in the areas of equal employment. Following is a tabulation depicting progress:



HEALTH AND LIBRARIES COMMITTEE

- ADELIA MONTELEONE NEOMAH SCHARPS, *Co-Chairman* CONCEPTI3N C. MINSKY
- PAUL LEOS VERONICA H. DYSART
- Chairman* *Secretary*

HEALTH AND LIBRARIES COMMITTEE
REPORT

HEALTH AND LIBRARIES COMMITTEE REPORT

Health, according to the World Health Organization, is defined positively as a "state of complete physical, mental and social well being and not merely the absence of disease or infirmity. Good health is held to be fundamental to peace and security."

The responsibility of the Grand Jury Health Committee is to inspect and oversee the facilities which the County of Los Angeles provides to assure the total health of the citizens of this community. To achieve this objective, the Committee visited the major County health establishments where a close look and extended discussions with hospital staffs formed the basis for our overall evaluation. The offices of the County Coroner and the new Forensic Science Center also were inspected. A concomitant responsibility of this Committee is to evaluate the Library system provided by the County.

State law charges the Board of Supervisors with the responsibility for the preservation of Public Health; protection against communicable diseases; control of those diseases for which there are practical means of prevention and control of environmental conditions which threaten the health of the community.

In order to provide better service to the public, the Health Departments of the City of Los Angeles and the County were consolidated in 1964. Under the Los Angeles County Director of the Department of Health Services, Liston B. Witherill, the functions of Community Health, Mental Health, Veterinary Medicine, and Hospitals and Clinics combine to safeguard the health of the citizens of the county and to carry out their primary assigned tasks. The General Fund Departmental Budgets for these divisions approximate \$350,000,000. An additional portion of the budget of the Department of Health Services comes from state and national grants and subventions. Constant coordination and research is carried on in cooperation with the State Department of Public Health and the U.S. Department of Health, Education and Welfare.

During the course of the year, Grand Jury members visited all of the major County Health facilities which included:

Los Angeles County-University of	John Wesley County Hospital
Southern California Medical Center	Long Beach General Hospital
General Hospital	Martin Luther King, Jr. General Hospital
Women's Hospital	Mira Loma Hospital, Lancaster
Pediatric Pavilion and Communicable	Olive View Medical Center, San Fernando
Diseases	Valley
Psychiatric Hospital	Rancho Los Amigos Hospital, Downey
East Los Angeles Child and Youth Clinic	Antelope Valley Rehabilitation Centers
El Cerrito Hospital, Long Beach	Acton
Harbor General Hospital, Torrance	Warm Springs
	Lake Hughes

The Jury was particularly impressed with the quality of medical care provided in these establishments. The members recognize that there are always manifold problems

requiring attention, and often because of financial restrictions, solutions are delayed. In spite of these difficulties, the dedication and concern of the staffs at these facilities was gratifying and merits our commendation. All of the installations visited were performing their assigned functions properly and in the specified manner. The following comments and recommendations are applicable only to the specific activity visited:

**LOS ANGELES COUNTY-UNIVERSITY OF SOUTHERN CALIFORNIA
MEDICAL CENTER**

This is one of the great hospitals in the U.S. today and the pride of the County. The center is organized into four separate hospitals: 1-General Hospital; 2-Women's Hospital; 3-Pediatric Pavilion and Communicable Diseases; 4-Psychiatric Hospital. In addition, it maintains a Child and Youth Clinic in East Los Angeles which is a model operation delivering quality medical and dental care. Hopefully, this clinic will be the prototype for other similar facilities throughout the county. The medical center incorporates within the confines of the hospital proper, a program called MED OCHO on the eighth floor of the main building whose primary purpose is to achieve continuity and personalization in the care rendered to mostly Spanish speaking residents of a specific local area.

**THE GRAND JURY RECOMMENDS THAT THE MED OCHO PROGRAM
AT LAC-USC MEDICAL CENTER BE CONTINUED AND ENHANCED.**

The Medical Center is commended for its responsiveness to the special problems and needs of the community which it serves. Its affirmative action program is bringing results in providing job opportunities for minorities and in bridging communication barriers. Young people are actively encouraged to become interested in health careers and to enter the training programs.

**IT IS RECOMMENDED THAT SUPPORT BE CONTINUED FOR THE
SPECIAL PROGRAM OF THE MEDICAL CENTER SCHOOL OF NURSING
WHICH PROVIDES AN OPPORTUNITY FOR EDUCATIONALLY
DISADVANTAGED MINORITY STUDENTS TO ENTER THIS PRO-
FESSION.**

One of the most frustrating problems encountered in our tour was the long delays experienced by the clinic patients in receiving medical treatment.

**IT IS RECOMMENDED THAT CLINIC HOURS BE EXTENDED TO
EVENING HOURS, AT LEAST SEVERAL TIMES A WEEK, FOR THE
CONVENIENCE OF PATIENTS.**

**IT IS RECOMMENDED THAT THE SYSTEM OF SCHEDULING AP-
POINTMENTS FOR CLINIC PATIENTS BE EXPANDED IN ORDER TO
ELIMINATE LENGTHY WAITING PERIODS.**

The area set aside for the child care center is small and inadequate.

THE GRAND JURY RECOMMENDS THAT IMMEDIATE EXPANSION AND IMPROVEMENT OF THE CHILD CARE CENTER BE UNDERTAKEN. FUTURE PLANS SHOULD INCLUDE PROFESSIONAL CHILD CARE SPECIALISTS AND ADDITIONAL COMMUNITY VOLUNTEERS TO STAFF THE CENTER WHICH OFFERS FREE CARE FOR YOUNGSTERS WHOSE PARENTS OR SIBLINGS REQUIRE MEDICAL ATTENTION.

The security problem, both personal and property, remains acute. At the time of our visit various staff members recounted incidents of personal danger and of theft of County property. It is clearly recognized that security in this type facility is difficult at best; however,

THE GRAND JURY RECOMMENDS THAT MAJOR EMPHASIS BE PLACED ON THE RESOLUTION OF THE SECURITY PROBLEM.

The Grand Jury is aware of the reluctance of many residents of the community to seek medical assistance because they fear possible deportation by the authorities. In order to allay these fears and to acquaint the residents with the hospital and its services,

IT IS RECOMMENDED THAT AN AGGRESSIVE PUBLIC RELATIONS PROGRAM OFFERING "LOOK-SEE" TOURS OF THE FACILITIES, CONDUCTED BY BILINGUAL PERSONNEL BE INSTITUTED.

Classes of instruction in the Spanish language presently offered to the staff are excellent and should be expanded.

THE GRAND JURY URENTLY RECOMMENDS THAT RECRUITMENT AND TRAINING OF BILINGUAL PERSONNEL BE ACCELERATED WHENEVER POSSIBLE.

THE GRAND JURY RECOMMENDS THAT AUDIO VISUAL EQUIPMENT BE INSTALLED IN WAITING ROOMS TO PROVIDE PROGRAMS OF AN EDUCATIONAL NATURE DETAILING WITH THE STUDY OF ENGLISH, BETTER NUTRITION, GENERAL HEALTH INFORMATION AND OTHER TOPICS OF INTEREST SUCH AS CONSUMER ASSISTANCE.

PEDIATRIC PAVILION – LAC-USC MEDICAL CENTER

The need for bilingual staff is a pressing problem in all the units of the Medical Center. We appreciate that great efforts are being expended to correct this deficiency.

THE GRAND JURY RECOMMENDS THAT PARTICULAR CARE BE

EXERTED IN THE PEDIATRIC PAVILION TO PROVIDE BILINGUAL PERSONNEL SO YOUNG CHILDREN, ILL AND IN A STRANGE ENVIRONMENT, MAY BE REASSURED BY THE MINISTRATIONS OF STAFF COMMUNICATING WITH THEM IN THEIR NATIVE TONGUE.

For a number of years, one of the items repeatedly proposed in the budget for the Pediatric Pavilion has been the request for a second surgical suite which is most urgently needed to properly care for the caseload of young patients in this facility. We understand that approval has been granted in the 1973-1974 budget for the preparation of plans for the renovation of the Pavilion.

THE GRAND JURY STRONGLY RECOMMENDS THAT THE PROJECT TO PROVIDE A SECOND SURGICAL SUITE AT THE MEDICAL CENTER PEDIATRIC PAVILION BE EXPEDITED IN EVERY WAY POSSIBLE AND CONSTRUCTION UNDERTAKEN AT THE EARLIEST POSSIBLE DATE TO CORRECT A GLARING DEFICIENCY IN THIS FACILITY.

HARBOR GENERAL HOSPITAL

At the time of the Grand Jury's visit to Harbor General Hospital, it was found that walk-in emergency patients often experienced long delays before being treated. The newly-assigned Administrator has appointed a Task Force to address itself to resolving the difficulties and progress is being made.

THE GRAND JURY RECOMMENDS THAT ADEQUATE FUNDS BE PROVIDED IN THE COUNTY BUDGET TO PERMIT FULL STAFFING AND EQUIPMENT FOR EMERGENCY WALK-IN SERVICES AT HARBOR GENERAL HOSPITAL.

Harbor General Hospital has initiated a pilot project to schedule specialty clinic appointments. It is hoped that clinic hours will be expanded to the evening to be more available for patients who are employed and cannot sacrifice a day's wages to seek medical care.

THE GRAND JURY RECOMMENDS THAT A SCHEDULE OF APPOINTMENTS FOR SPECIALTY CLINICS BE SUPPORTED AND EXPANDED TO PROVIDE MAXIMUM SERVICE TO RESIDENTS OF THE COMMUNITY.

In many areas of our County without a major county hospital where private medical facilities have a surplus of beds available, it would be reasonable to consider the possibility of leasing such space.

THE GRAND JURY RECOMMENDS THAT DUE CONSIDERATION BE

GIVEN TO THE POSSIBILITY OF LEASING SPACE IN PRIVATE MEDICAL FACILITIES WHENEVER COUNTY MEDICAL UNITS ARE UNABLE TO COPE WITH THE NEEDS OF THE COMMUNITY.

Following inspection, two major concerns of the Jury were security and maintenance. It is imperative to properly maintain the facility to safeguard the County's investment.

THE GRAND JURY RECOMMENDS THAT ADDITIONAL JOURNEY-MAN CRAFTSMEN BE HIRED TO AUGMENT THE STAFF ESSENTIAL FOR MAINTENANCE OF THIS COUNTY ESTABLISHMENT.

MORE STRINGENT SECURITY MEASURES BE INSTITUTED AND A TRAINING COURSE IN PROTECTING COUNTY PROPERTY BE MANDATORY.

RANCHO LOS AMIGOS, DOWNEY

The members of the Grand Jury who visited this facility noted the remarkable dedication of all the staff in providing the finest care for seriously physically disabled patients. The Master Plan for this hospital includes development of an Intensive Rehabilitation Center which will replace existing buildings damaged by earthquakes and condemned as fire hazards. As this hospital is unique in providing the most complete rehabilitative services:

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROCEED WITH THE CONSTRUCTION OF THE INTENSIVE REHABILITATION CENTER AT RANCHO LOS AMIGOS HOSPITAL AS SOON AS FISCALLY FEASIBLE.

The Work Preparation Center is a specialized service administered by the Hospital to assist in the training and preparation of handicapped individuals for productive, gainful employment. The Grand Jury commends the hospital for this excellent workshop activity.

The area of the workshop concerned with wheelchair repair performs a vital service, since many patients must use wheelchairs for locomotion. The Committee observed that this area needed a roof cover to protect the equipment from the elements.

THE GRAND JURY RECOMMENDS THAT A ROOF COVER FOR THE WHEELCHAIR REPAIR AREA AT RANCHO LOS AMIGOS BE PROVIDED IMMEDIATELY.

ANTELOPE VALLEY REHABILITATION CENTERS

Members of the Grand Jury visited the Antelope Valley Rehabilitation Centers at

Acton, Lake Hughes and Warm Springs. Services provided in these centers should be available as a part of comprehensive health care services in each Health Services Region. They are needed as an alternative to hospitalization or imprisonment for mentally, physically and socially ill and disabled patients. The Antelope Valley facilities cannot now meet the demand for such services from various agencies, or from direct requests for admission by patients themselves.

THE GRAND JURY RECOMMENDS THAT STAFFING OF THE PRESENT ANTELOPE VALLEY CENTERS BE INCREASED AS PROPOSED IN THE AGENCY'S 1974-1975, 1974-1979 SHORT-DOYLE PLAN IN ORDER TO CORRECT DEFICIENCIES AND TO IMPROVE THE EFFICIENCY OF THE EXISTING PROGRAM.

In order to provide additional facilities for the treatment of alcoholics:

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONSIDER THE ACQUISITION OF THE FORMER SAUGUS ALCOHOLISM REHABILITATION CENTER AND/OR OTHER SUITABLE FACILITIES TO PROVIDE NEW AND EXPANDED REHABILITATIVE SERVICES.

PLANS SHOULD BE INITIATED FOR SERVICES FOR MENTALLY, PHYSICALLY AND SOCIALLY DISABLED WOMEN, INCLUDING A SPECIAL PROGRAM FOR ALCOHOLICS, SINCE SERVICES OF THIS TYPE FOR WOMEN IN LOS ANGELES COUNTY ARE INADEQUATE.

The United States Forest Service owns the land on which much of the Warm Springs Rehabilitation Center is located. Improvements to this facility are required urgently and purchase of this property, if feasible, would facilitate the renovation.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS EXPLORE THE POSSIBILITY OF ACQUIRING FROM THE U.S. FOREST SERVICE THE LAND ON WHICH THE WARM SPRINGS REHABILITATION CENTER IS LOCATED.

REGIONALIZATION OF HEALTH SERVICES

In 1970, the Health Services Planning Committee submitted to the Board of Supervisors its recommendations for improving the Los Angeles County Health care delivery system. This report (known as the Bauer Report) was the culmination of a very extensive survey and analysis of the health needs of this county; performed as a public service by a distinguished panel of leaders in the fields of medicine and public health.

One of the proposals called for the establishment of a Department of Health Services, consolidating several departments into one comprehensive unit. This has been accomplished. In order to bring a unified approach in responding to community needs,

ETHNIC DISTRIBUTION PROFESSIONAL

	Principal* Librarian		Senior Librarian		Librarian	
	1972	1973	1972	1973	1972	1973
Black	5.9%	11.1%	10%	6.6%	4.3%	6.2%
Spanish surname	0%	5.5%	4%	2.2%	5.0%	7.0%
Oriental	0%	0%	4%	13.3%	9.3%	11.7%
Other	0%	0%	0%	2.2%	1.7%	1.3%
Caucasian	94.1%	83.4%	82%	75.7%	80.7%	73.8%
TOTAL	100%	100%	100%	100%	100%	100%

*Also two vacancies

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS MONITOR THIS PHASE OF THE LIBRARY OPERATION AND THAT PUBLICATION OF THE FACTS TO THOSE INTERESTED AGENCIES BE ACCOMPLISHED AT LEAST ON A YEARLY BASIS.

BOOKMOBILES

The County libraries should continue bookmobile service to sparsely populated communities. During the past three years, the use of three bookmobiles has been discontinued inasmuch as the established requirements for such service had not been met.

THE GRAND JURY RECOMMENDS THAT THE BOOKMOBILE OPERATION BE CLOSELY MONITORED AND FREQUENT EVALUATION BE MADE AS TO THE VALIDITY OF THE EXPENDITURE, CONSIDERING NOT ONLY THE DOLLAR COSTS BUT ALSO THE INTANGIBLE AND INTRINSIC VALUE OF THIS TYPE OPERATION.

CONSOLIDATION OF CITY & COUNTY LIBRARY FACILITIES

Although consolidation in many cases results in savings and other benefits, we believe that this is not the case when applied to the County and City libraries.

THE GRAND JURY RECOMMENDS THAT THE COUNTY LIBRARY SYSTEM CONTINUE THE SAME POLICY AS PURSUED IN THE PAST IN RELATION TO SEPARATE FACILITIES, WITHOUT PRECLUDING ANNUAL REVIEWS OF THIS MATTER.

ADDITIONAL LIBRARIES IN THE COUNTY

Additional facilities to house new county libraries and to replace those that have served their purpose should be provided. Changes in population either increase or decrease the need for services. For example, the growth of the Diamond Bar area and Antelope Valley warrant the provision of good libraries. All county residents, regardless of location, are entitled to a good professional level of service.

THE GRAND JURY RECOMMENDS THAT THE COUNTY PROVIDE ALL ASSISTANCE IN MAINTAINING EXISTING STRUCTURES AND ERECTING NEW LIBRARIES AS NEEDED.

FILM LIBRARY

Since Los Angeles is the film capital of the world, the County Library has stacked its shelves with a good number of film prints. This phase of our library system should be more widely publicized in order to acquaint patrons with this resource.

THE GRAND JURY RECOMMENDS THAT THE COUNTY LIBRARY SYSTEM PREPARE AND PUBLISH A LIST OF FILM PRINTS WHICH ARE AVAILABLE FOR PUBLIC USAGE.



JAILS COMMITTEE

WIN D. RANDOLPH

HELEN L. GULBRANSON

ADELIA MONTELEONE

PETER BERTINO

RALPH FOY

J. H. HULL

CASSANDRA IRVINE

Secretary

THOMAS J. BARRY

Chairman

H. T. MICHLER

Co-Chairman

THE JAILS COMMITTEE

REPORT

JAILS COMMITTEE REPORT

The Grand Jury is charged by law with the responsibility for inspecting all detention facilities in Los Angeles County. Past Grand Juries have, of course, had the same responsibility, and in their reports have made numerous recommendations intended to benefit both those incarcerated in detention facilities and those who must maintain them. Many of the recommended changes in the past have been implemented.

It has been the intent of the current Jails Committee to make time spent visiting the various detention facilities as productive as possible. It is unrealistic to expect all the committee members to be penal experts. To broaden our understanding, law enforcement officials from the major agencies were invited to address the entire Grand Jury. Among these were Sheriff Peter J. Pitchess, Chief of Police Edward M. Davis and Marshal Timothy Sperl.

For the first time in many years the Grand Jury conducted an investigation of "holding tanks" in both the Municipal and Superior Court buildings where prisoners awaiting arraignment are held. These investigations have revealed some serious and long neglected problems.

MARSHAL OF MUNICIPAL COURTS, LOS ANGELES COUNTY

The Los Angeles County Marshal's Department, under the administration of Marshal Timothy Sperl, has a complement of 491 uniformed officers, 151 civilian employees and 20 student workers. The prime duties of the Department are to provide bailiff services to Judges and Commissioners of the Municipal Courts and to serve writs and processes directed to it by the court or other competent authority.

There has been a long continuing problem to determine the responsibility of the Marshal relative to municipal court "holding" tanks. It is the belief of the Jails Committee that the Marshal assumes responsibility only within the courtroom. A ruling has been requested from the County Counsel's office relative to this subject.

SHERIFF'S DEPARTMENT

The Los Angeles County Sheriff's Department, with more than 7,000 personnel, is the largest Sheriff's Department in the world and the sixth largest law enforcement agency in the United States. Administered by Sheriff Peter J. Pitchess, the Department is functionally divided into eight divisions, each of which is concerned with a specific operational area.

In addition to providing law enforcement services to approximately one million persons residing in the unincorporated areas of the County, the Sheriff, by contract, provides all police services to twenty-nine incorporated cities with a combined population of

more than 750,000. Through the Jail and Corrections Divisions, Sheriff Pitchess operates one of the largest penal systems in the nation. The Department is regarded as one of the most innovative of the larger police agencies, and many of the programs and concepts initiated here have served as models for other agencies throughout the state and nation. The Sheriff's Department's reputation as a progressive, highly professional, police organization is a credit to the citizens and government of Los Angeles County.

SPECIAL PROGRAMS IN COUNTY JAILS

In recent years, considerable emphasis has been placed on the rehabilitative aspect of correctional treatment; and, indeed, it is perhaps more deserving of attention than any other functional area of the criminal justice system. A considerable portion of the crime problem in Los Angeles County is the result of recidivism — the same offenders committing crimes again and again. Almost everyone sentenced to jail or prison will someday be released; what happens to them while they are incarcerated, therefore, makes all the difference as to their future place in society. The Sheriff recognizes this and has implemented various programs and services directed toward rehabilitating offenders and reintegrating them into society as useful, productive members.

Educationally disadvantaged inmates in the County's correctional system have the opportunity to attend classes and obtain a high school diploma. Training and on-the-job experience in various vocational and technical skills are also available, as are the services of civilian vocational rehabilitation and job placement counselors. One of the more promising innovations is the Catalytic Coordination Program. It is designed to prepare inmates for relevant outside employment opportunities, but includes more than just job training. The program attempts to involve the total personalities of the participants in the rehabilitation process by utilizing existing community resources such as marital and psychiatric counseling, halfway houses, potential employers, and educational institutions. The positive response to the program from the judiciary and others in both the public and private sectors of the community is heartening. We are disappointed to learn that several programs of this kind have been delayed or partially curtailed because they lacked adequate funding authorization.

IT IS RECOMMENDED THAT PROGRAMS DIRECTED TOWARD REHABILITATING AND REDIRECTING CRIMINAL OFFENDERS BE GIVEN THE HIGH FUNDING PRIORITY THEY MERIT.

PRISONER TRANSPORTATION

Integral to the operation of the County jail system is the Sheriff's Department Transportation Bureau. The existence of 26 separate judicial districts in Los Angeles County necessitates daily transportation of more than 1,000 prisoners from the Central Jail to the various courts and back again. To accomplish this, the Transportation Bureau is staffed with 250 personnel and maintains a fleet of 44 buses. This operation is expensive

and results in numerous inconveniences to both Sheriff's personnel and prisoners. For example, the large number of inmates involved and the long distance separating many outlying courts from the Central Jail require that the majority of pre-trial detainees at the jail be awakened at 3:40 a.m. in order to insure their appearance in court at the prescribed time.

Eliminating the necessity of large-scale prisoner transportation would obviously be beneficial to everyone concerned — particularly the taxpayer. For the present time it appears that busing prisoners to court for trial must continue; but we believe that steps can and should be taken immediately to eliminate busing for arraignment purposes.

A partial solution to the problem will be forthcoming with the completion of four arraignment courts currently under construction in an area adjacent to the Central Jail. Only a small percentage of prisoners will be arraigned there, however, since the jurisdiction of the new courts will be limited to the central city area. To arraign persons from outlying areas at the new central courts would, because of existing law, require in each case a change of law.

IT IS RECOMMENDED THAT THE COUNTY BOARD OF SUPERVISORS TAKE APPROPRIATE ACTION TO INITIATE LEGISLATION WHICH WILL PERMIT ARRAIGNMENT AT A CENTRAL COURT FACILITY FOR THE MUNICIPAL AND SUPERIOR COURT WITHOUT REQUIRING A CHANGE OF VENUE. IT IS FURTHER RECOMMENDED THAT THE LEGALITY AND PRACTICALITY OF ARRAIGNMENT BY CLOSED CIRCUIT TELEVISION BE EXAMINED BY THE BOARD OF SUPERVISORS.

If successful, appearance by closed circuit television might conceivably be expanded and applied to other portions of the judicial process in the future.

GENERAL OBSERVATION ON CORRECTIONAL AND JAIL FACILITIES

The Committee found detention facilities throughout the County, both large and small, are generally in good condition. They were clean, well maintained, and administered by efficient professional staffs. The cooperation from personnel of the Sheriff's Department, Marshal's Department, the Los Angeles Police Department, and City Police Departments was most appreciated. Rather than discuss each facility visited, only those that have existing inadequacies or requiring special attention will appear under each jurisdiction.

SANTA CATALINA ISLAND

The Avalon Sheriff's Station and Jail were found to be clean, orderly, and as well maintained as possible considering their antiquated condition and lack of adequate

space. The need for new facilities in Avalon, as well as a trailer or similar temporary headquarters at the Isthmus, is imperative.

In a letter from Sheriff Peter J. Pitchess, it was indicated that the situation on Catalina Island "had been ignored too long". The Committee offered whatever assistance it could give in resolving this serious problem.

A letter was received from the Sheriff informing the Committee that County Real Estate Management was now negotiating with the Santa Catalina Island Company for the leasing of property to the County for a new structure in Avalon. The City of Avalon will reportedly attempt to borrow \$250,000 to construct the building which will then be leased to the County at "fair rental market value".

As for a facility at the Isthmus, the Santa Catalina Island Company has proposed alternative plans. Either the Island Company will purchase a trailer and rent it to the Sheriff's Department or the County will buy a trailer and rent space from the company.

**IT IS RECOMMENDED THAT THE COUNTY BOARD OF SUPERVISORS
EXTEND ALL NECESSARY COOPERATION AND COORDINATION TO
PROVIDE ADEQUATE DETENTION FACILITIES FOR CATALINA
ISLAND.**

SHERIFF'S CRIMINALISTICS LABORATORY

The Grand Jury has had the opportunity to inspect not only the Sheriff's Criminalistics Laboratory but also the laboratories of both the Los Angeles County Chief Medical Examiner-Coroner and the Los Angeles Police Department.

It is quite apparent that the scientific equipment of both of the latter facilities is more modern and complete than was seen in the Sheriff's Laboratory. It was also noted that the building in which the Sheriff's laboratory is housed is antiquated and a fire hazard.

**IT IS RECOMMENDED THAT ADDITIONAL MODERN AND UP-TO-
DATE EQUIPMENT BE SUPPLIED TO THE SHERIFF'S LABORATORY.**

**IT IS FURTHER RECOMMENDED THAT MOVING THE SHERIFF'S
CRIMINALISTICS LABORATORY TO AN ADEQUATE, SAFE LOCA-
TION BE GIVEN THE HIGHEST PRIORITY BY THE BOARD OF SUPER-
VISORS.**

VENEREAL DISEASE DETECTION PROCEDURE

A high incidence of venereal disease has long been a major health problem in Los Angeles County. One of the primary obstacles to overcoming the problem is the fact

that the most prevalent form, gonorrhea, often produces no symptoms in females. As a result, many women who are infected do not seek treatment, and become unwitting carriers. The populations of female penal institutions generally have a higher than average incidence of venereal disease. Such institutions are thus a logical place to implement detection and treatment procedures.

Competent medical authorities have informed the Committee that the "Clinicult Culture" method of venereal disease detection is superior to the plate and culture method.

IT IS THEREFORE RECOMMENDED THAT THE BOARD OF SUPERVISORS APPROPRIATE THE FUNDS AND ADDITIONAL MEDICAL PERSONNEL NECESSARY TO IMPLEMENT A VENEREAL DISEASE DETECTION PROCEDURE, USING THE "CLINICULT CULTURE" METHOD, FOR ALL WOMEN BOOKED INTO SYBIL BRAND INSTITUTE.

RECOMMENDATIONS

LOS ANGELES COUNTY SHERIFF'S FACILITIES

EAST LOS ANGELES STATION

Most bedding needs to be replaced. Needs painting.

FIRESTONE STATION

Overcrowded condition. New facility under construction at present.

LOS ANGELES COUNTY SHERIFF'S DETENTION CAMPS

CAMP 14

Kitchen facility antiquated. Needs replacing. Sewer should be connected to the main line.

CAMP 15

A separate building is needed for church services and various meetings now held in the Mess Hall.

IT IS RECOMMENDED THAT APPROPRIATE ACTION BE TAKEN TO CORRECT THE FACILITY DEFICIENCIES AS INDICATED ABOVE.

LOS ANGELES POLICE DEPARTMENT

The Los Angeles Police Department, under the direction of Chief of Police, Edward Davis, is comprised of 7,159 sworn members, and 2,534 civilian members. It has

the primary responsibility for protecting and serving a community of 2,812,448 people dispersed throughout 468 square miles. Through the years the command structure of this Department has developed significant insight into the many sensitive areas of crime control. This insight, in addition to the determination to make the City a safer community, has made possible the implementation of dynamic programs which have accounted for a 7.7% decrease in major crime and which at the same time have reduced traffic fatalities by 20.5% and serious injury accidents by 10.8%.

The reorganization of the Department from functional to area commands, completed January 21, 1973, was based on the principle of territorial imperative, and as such, placed the commanding officers in charge of field operations into the geographic areas for which they are responsible. This relocation of the command structure, closer to the police officers and citizens of the geographic areas has allowed commanding officers to gain an increased awareness of specific crime trends.

Three programs which have had a direct bearing on crime and serious traffic accident reductions are the Basic Car Plan, the Team Policing concept, and the Neighborhood Watch. These programs were designed with two major purposes intended; to get the police to work with the people, and to get the people to work with the police. The primary effect has been increased communication and cooperation at the street level where crime must be prevented.

The Los Angeles Police Department in conjunction with its law enforcement duties operates a total of 12 pre-arraignment holding jails. Arrestees of the department are transported to court from the department's jails by the Sheriff's Department Transportation Bureau.

Under authority of California Penal Code Section 853.6, the department operates an active Own Recognizance (O.R.) Release Program. With the exception of the West Los Angeles and Hollywood Division Jails, where separate recommendations have been made for alterations to the jails to reduce the potential for suicides, we find the jails are adequate and operated in a manner consistent with our concern for treatment of inmates. In a few instances, however, we find that air circulation is unsatisfactory. At the time of our inspection of the Parker Center Jail facility, we were impressed that medical service for arrestees was then provided daily on a 24 hour basis.

This is commendable for various sociological and economic reasons. The jail population tends to be more disease-prone than the population at large. The Jails Committee is concerned that the City has discontinued the in-house availability of doctors by removal of physicians from the Parker Center Jail Dispensary effective September 28, 1973.

IT IS RECOMMENDED THAT THE CITY COUNCIL OF LOS ANGELES PROVIDE FOR THE ASSIGNMENT OF PHYSICIANS TO THE PARKER CENTER JAIL DISPENSARY ON A REGULAR BASIS.

THE LOS ANGELES POLICE DEPARTMENT INCREASE THE USAGE

OF THE OWN RECOGNIZANCE RELEASE PROGRAM.

THE CITY COUNCIL PROVIDE ACCEPTABLE AIR CIRCULATION IN EACH LOS ANGELES POLICE DEPARTMENT JAIL FACILITY.

THE CITY COUNCIL ALTER EACH DIVISIONAL JAIL CONSTRUCTED PRIOR TO 1955 BY REMOVING THE CELL CEILING BARS, OR TAKE OTHER ACTION TO PREVENT THEIR USAGE BY SUICIDAL ARRESTEES.

LOS ANGELES POLICE FACILITIES

Personnel of the Los Angeles Police Department and other city police agencies expressed their regret that prisoners are no longer sentenced and housed as trustees at city jails. In past years, these men performed numerous maintenance and janitorial services at city facilities. This work must now be done by municipal employees. This has not only increased the taxpayers' burden, but has resulted in many jobs going undone since the cost of employing sufficient personnel to do all of the work previously assigned to trustees would be prohibitive.

IT IS RECOMMENDED THAT THE FEASIBILITY OF REASSIGNING PRISONERS AS TRUSTIES TO THE LOS ANGELES CITY JAILS BE EXAMINED, AND THAT FOLLOW-UP ACTION BE TAKEN ON THIS MATTER BY THE PRESIDING JUDGE OF THE MUNICIPAL COURT.

HOLLYWOOD AND WEST LOS ANGELES DIVISION JAILS

The jail cells at the Los Angeles Police Department's Hollywood and West Los Angeles Divisions are in need of immediate alteration. The overhead bars in the cells have in the past few years facilitated one suicide by hanging and several attempts at such an act by prisoners held there.

IT IS RECOMMENDED THAT THE BARS BE COVERED WITH WIRE MESH OR OTHERWISE ALTERED AS SOON AS POSSIBLE SO AS TO NEGATE THEIR POTENTIAL AS AN IMPROMPTU GALLONS FOR PRISONERS WITH SUICIDAL TENDENCIES.

RECOMMENDATIONS

LOS ANGELES POLICE DEPARTMENT FACILITIES

HOLLYWOOD

Cell construction in no way meets minimum jail standards. Has encouraged numerous suicidal attempts.

NORTH HOLLYWOOD

Needs better air circulation. Air conditioning or exhaust fans should be installed.

RAMPART DIVISION

Facility not activated at this time. Some use should be found for this facility.

SOUTHWEST DIVISION

Bed equipment found lacking. Custodian needed for maintenance.

VAN NUYS DIVISION

Air conditioning or improved ventilation badly needed.

IT IS RECOMMENDED THAT APPROPRIATE ACTION BE TAKEN TO CORRECT THE FACILITY DEFICIENCIES AS INDICATED ABOVE.

MUNICIPAL POLICE DEPARTMENTS

INGLEWOOD

Only minimal security is provided in the jail facility at present. The cells, made of wire screening with no bars and inadequate locking devices cannot withstand a mass escape attempt by any group of prisoners. Recently, a prisoner did escape who cut the wire and broke through the outside wall.

IT IS RECOMMENDED THAT THE CITY OF INGLEWOOD CONTRACT WITH A NEIGHBORING JURISDICTION FOR TWO OR THREE CELLS FOR INCARCERATION OF PERSONS ARRESTED ON FELONY CHARGES.

COVINA

This jail has frequently been the target of justifiable criticism by local residents and law authorities because of its dilapidated condition. The City Manager has informed the committee that an election will be held on January 15, 1974 which should authorize funds for the building of a new police building and jail facility.

IT IS RECOMMENDED THAT CITY OF COVINA OFFICIALS SEEK OTHER FUNDS TO BUILD THIS FACILITY IF THE VOTERS REJECT THE BOND ISSUE.

RECOMMENDATIONS

MUNICIPAL POLICE DEPARTMENTS

(SMALL CITY MUNICIPALITIES)

COMPTON

Additional phones needed with regulations posted in both English and Spanish.

DOWNEY

Signs should be posted in both English and Spanish relative to phone calls.

GARDENA

Very poor security. Needs television monitoring.

MANHATTAN BEACH

Most plumbing fixtures need repair or replacing.

MAYWOOD

Suggest a new facility.

NORWALK

Need signs in both English and Spanish relative to phone calls.

PASADENA

Facility degrading and depressive. Antiquated toilet fixtures need replacing. City officials are aware of conditions and have informed the community that corrective action is planned.

REDONDO BEACH

Needs better air circulation.

SAN DIMAS

Needs better air circulation. Facility should be enlarged.

SAN FERNANDO

Needs custodians. Facility should be painted.

IT IS RECOMMENDED THAT APPROPRIATE ACTION BE TAKEN TO CORRECT THE FACILITY DEFICIENCIES AS INDICATED ABOVE.

SUPERIOR AND MUNICIPAL COURT HOLDING FACILITIES

There is a question as to which agency is responsible for providing lunches for certain

prisoners held in municipal court lockups. Although the Sheriff's Department provides food for those prisoners whom it transports to and from the courts each day, others are brought directly there by city police agencies and sometimes go without lunch. It is undetermined which agency is responsible for providing food for them. The Sheriff's Department does supply extra lunches for each court facility, but must estimate the amount of food needed since it is very difficult to ascertain in advance how many additional prisoners will be held at each facility.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS INSTRUCT THE COUNTY COUNSEL TO RESEARCH THE MATTER AND DEFINITELY ESTABLISH THE AGENCY RESPONSIBLE FOR PROVIDING LUNCHESES FOR ALL PRISONERS HELD AT MUNICIPAL COURT LOCKUPS.

Many of the holding tanks in the Municipal and Superior Courts throughout the County are overcrowded and in need of repair and alteration. In addition to inadequate space and lack of safety and security measures, some of the deficiencies noted were the need for painting, general maintenance, and the lack of conference rooms for meetings between attorneys and clients.

WE RECOMMEND THAT THE BOARD OF SUPERVISORS GIVE A HIGH PRIORITY TO REPAIRING, MAINTAINING, AND ENLARGING HOLDING TANKS.

RECOMMENDATIONS

MUNICIPAL AND SUPERIOR COURT HOLDING CELLS

BELLFLOWER

Plaster chipped and scratched. Needs painting. Very overcrowded.

COMPTON

No drinking water in male holding tank. Very crowded on Mondays and day following a holiday. Congestion causes fights between inmates. Needs better air circulation.

DOWNEY

Needs paint. Very congested due to small rooms. Larger interviewing room needed.

GLENDALE

Needs paint. Congested. Poor security as the heavy wire door is damaged on the men's tank. Women's tank needs repairing.

HUNTINGTON PARK

Lighting very poor. Very congested. Locks needed on hallway doors.

PASADENA

Needs painting. Congested. Poor security.

SAN FERNANDO

Needs paint. Ventilation very poor.

SANTA MONICA

Needs paint and plumbing work. Very poor security.

SOUTHGATE

Needs paint. Very poor ventilation. No female tank.

WEST COVINA

Needs paint. Unscreened electric lights.

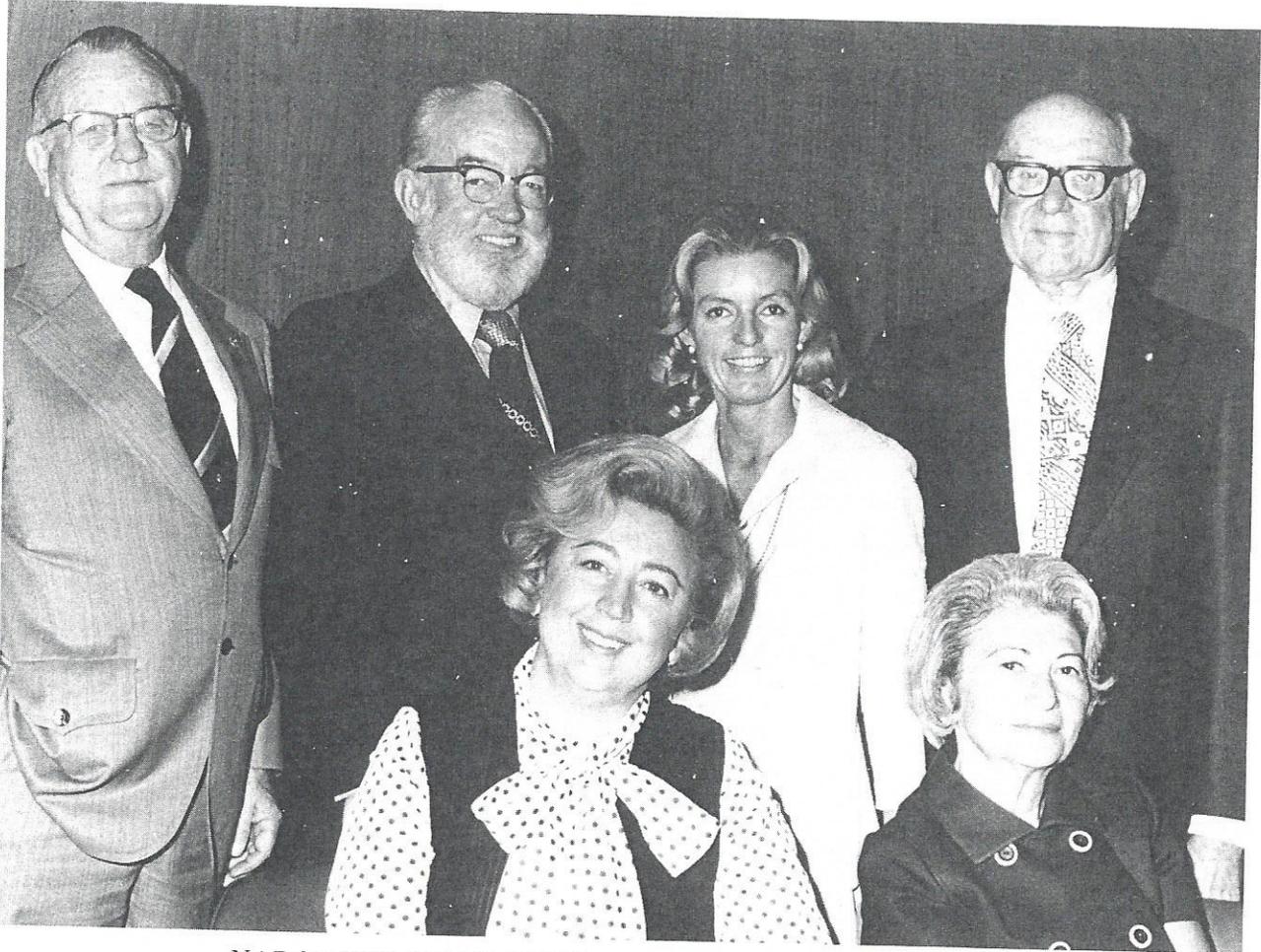
VAN NUYS

Prisoners are not being properly fed. The crowded tank creates toilet problems. No attorney interview room. The facility should be enlarged or replaced.

WEST LOS ANGELES

This facility needs a complete overhauling. The best solution would be to replace it. No privacy in the toilet area in either the men's or women's tank. In complete disrepair. No attorney interview room.

IT IS RECOMMENDED THAT APPROPRIATE ACTION BE TAKEN TO CORRECT THE FACILITY DEFICIENCIES AS INDICATED ABOVE.



NARCOTICS AND DANGEROUS DRUGS COMMITTEE

W. BROWN ELVIN D. RANDOLPH ANNE S. COLLINS H. T. MICHLER, *Co-Chairman*
CONCEPCIÓN C. MINSKY ROSE GOLTER
Chairman *Secretary*

THE NARCOTICS AND DANGEROUS DRUGS
COMMITTEE REPORT

NARCOTICS AND DANGEROUS DRUGS COMMITTEE REPORT

The drug abuse problem cannot be disassociated from other aspects of our life and culture. We are living in a drug oriented society. We are influenced by costly advertising campaigns promoting the use of alcohol and various drugs. We have given the youth of our community the impression that over-the-counter drugs will solve a great number of their emotional and behavioral problems. The use of prescribed medications is excessive. The family medicine cabinet is one of the great sources of potentially deadly drugs such as amphetamines and barbiturates.

Drug usage is also greatly influenced by the increasing instability of family life. Today, approximately 50% of American mothers are working and are away from the home. The role of mother and father has changed in the past generation. Children are more indecisive about their choices of careers and life styles. There is a decrease in rigid standards, morals and expectations of behavior and thus, through permissiveness, we have created an uncertainty within our youth. There is a resultant loss of respect for authority and understanding of the law.

The increasing complexity of our technological world has excited, bewildered and made our youth apprehensive. The increased mobility of the American family has been another unsettling factor, with the average family moving every five years. There is no longer identity for the child in a given neighborhood.

Many youth are suffering from a loss of direction as to who they are, what they are, and what their goals in life should be. Consequently, youths turn to drugs to relieve their anxiety.

The drug and narcotic problem, as reported by previous Grand Juries, continues to be a serious threat in Los Angeles County. Statistics show an overall increase in the total use of drugs, despite the fact that there are some indications that use in the less addictive areas is on the decline. However, the use of sophisticated hard drugs is showing a continual rise in spite of the various agencies that have been created to combat their sale, use and habit.

Many of these agencies are sponsored by federal, state and local governments. Others are operated by religious groups and privately sponsored organizations. These groups are doing good within the framework of their goals, but the problem is so awesome that much more effective county-wide coordination must be achieved if any of these agencies are to be effective.

Countless words have been written, speeches made, and laws passed concerning this problem, yet the ultimate solution remains elusive. Even so, there is always the fervent hope that eventually an answer may be found. The effectual way by which this solution will be discovered is through education, continuous research and a concerted effort to strengthen controls which will curb the manufacture, sale and distribution of all drugs.

As of now, education seems to be the best way to reverse the narcotic dilemma. It should be started early so that children will learn in the schools about the dangers of addiction at a young and impressionable age. It should be stressed that this is an important aspect of their basic education.

EDUCATION IN THE SCHOOLS

Information gathered by this committee indicates that our schools have need of a strong, clear policy toward implementation of a Drug Education Program. It has come to our attention that Dr. William J. Johnston, Superintendent of Schools, has proposed such a policy to the Los Angeles City Board of Education. The Los Angeles County Grand Jury has studied the proposal and believes it to be comprehensive and responsive to the needs of students. A copy of this resolution follows our recommendation.

THE GRAND JURY RECOMMENDS THAT MORE SCHOOL DISTRICTS COMPLY WITH STATE LAW AND ADOPT STRONG NARCOTICS PREVENTION POLICIES SIMILAR TO THOSE ADOPTED ON OCTOBER 11, 1973 BY THE LOS ANGELES UNIFIED SCHOOL DISTRICT RESOLUTION ON DRUG EDUCATION.

LOS ANGELES UNIFIED SCHOOL DISTRICT

RESOLUTION ON DRUG EDUCATION POLICY

WHEREAS, significant numbers of parents, educators, students, and other community members are seriously concerned about the adverse effects of drug abuse on the individual and society; and

WHEREAS, effective drug education requires both knowledge and personal motivation relating to the needs, desires, goals, and value structure of the individual; and

WHEREAS, drug abuse is a high-risk/low-gain behavior that is selected when more adequate means of functioning are either unavailable or perceived by the individual to be of less value; and

WHEREAS, the enhancement of the individual's self-image can contribute to responsible decision-making in relation to drug use or misuse and participation in alternative activities can counteract the desire for drug involvement; and

WHEREAS, both the school and other community agencies must share in the development and conduct of coordinated programs of prevention, rehabilitation, and control to alleviate the complex problems of drug abuse;

NOW, THEREFORE, BE IT RESOLVED that the drug education curriculum of the district shall continue to:

1. Be comprehensive in scope and organized sequentially for pupils in Kindergarten through Grade 12 and include continuing education programs for parents and other adults.
2. Include provisions for the acquisition of factual information and the opportunity to develop positive attitudes and values.
3. Be conducted as an integral part of the health education program and supplemented by instruction in other relevant subject areas.
4. Focus on the causes of drug abuse rather than on only symptoms as part of an effective program of prevention.
5. Be adapted to the specialized needs of the local school community.
6. Be modified and strengthened when appropriate in accordance with program evaluations.

BE IT FURTHER RESOLVED THAT:

1. The district continue to recognize the need to provide relevant in-service education of both certificated and classified personnel to implement effectively the district's drug education program and to strengthen instructional resources.
2. Personnel who are assigned responsibility for drug education and/or counseling continue to possess personal attributes that will facilitate communication with, and approachability to pupils. These personnel shall also be well-informed regarding current issues and resources related to drug education.
3. Individual and group counseling services continue to be readily accessible to pupils and parents.
4. District and community referral resources continue to be utilized in assisting pupils with drug problems.
5. The district continue to develop pilot projects and to identify and evaluate new instructional materials, methodology, trends, research findings, and other related components to assist schools in implementing the drug education policy set forth in this resolution.

LABORATORY FACILITIES

The increasing development and use of sophisticated and chemically complex drugs has placed an enormous burden on law enforcement laboratories which analyze these drugs for prosecution purposes. Highly sophisticated instruments are necessary to effectively determine the nature of drugs seized by law enforcement agencies. The Los Angeles Sheriff's Laboratories are especially plagued by this problem since it analyzes narcotic and drug substances for so many county law enforcement agencies.

In addition, the volume of cases and the types of legal defenses being presented have

increasingly required the presence of staff chemists in the courtroom for expert testimony. This, too, is basically a laboratory-related problem.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROVIDE SUFFICIENT FUNDS TO FULLY MODERNIZE THE SHERIFF'S NARCOTICS LABORATORY AND HIRE ENOUGH CHEMISTS TO PROVIDE THE NECESSARY LABORATORY STAFF AND EXPERT WITNESS CAPABILITY.

ENFORCEMENT AND WITNESSES

While rehabilitation and preventive education in the drug abuse area are most important, continual improvement of enforcement activities is also necessary.

A continuing enforcement problem which has become apparent to the Grand Jury is the question of protecting witnesses in major narcotics cases. Certain cases are brought before the Grand Jury due to the need for secrecy. The key prosecution witnesses are often in serious jeopardy. Law enforcement must take extraordinary measures to protect these people both before and after the indictment and trial.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROVIDE THE APPROPRIATE COUNTY AGENCIES WITH SUFFICIENT FUNDS SPECIALLY DESIGNATED FOR THE PROTECTION OF PROSECUTION WITNESSES.

ENFORCEMENT AND UNDERCOVER ACTIVITIES

A recurring problem in the narcotics enforcement field is the lack of sufficient funds to make purchases of illegal narcotics which will lead enforcement agents to major dealers.

It is most expensive for law enforcement to follow the trail of multiple purchases which lead to a major dealer. Even when local agencies pool their resources, the amount of narcotics which must be purchased to secure access to a major dealer is sometimes beyond the resources of local law enforcement.

Furthermore, the need to recover these purchase funds so that undercover work may continue, places a most difficult burden on law enforcement officers.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INVESTIGATE THE POSSIBILITY OF INCREASING FUNDS FOR USE IN UNDERCOVER NARCOTICS PURCHASES.

METHADONE

At present methadone is considered the best available diversion treatment method for heroin addicts. The White House Special Action Office for Drug Presentation describes methadone as an "important rehabilitative tool", and currently the drug is being dispensed to over 85,000 addicts in 450 programs throughout the United States.

Methadone is an addictive drug, causing the user to develop a lifelong "hunger" for drugs. The major concern at this time is: Can methadone be properly dispensed and regulated to minimize abuse of the drug, or will it eventually challenge heroin as the number one drug problem?

Many factors must be weighed in considering methadone as a possible answer to heroin addiction. Methadone is a diversion treatment, which means the substitution of one drug for another. It is felt that methadone renders the addict more acceptable to society. It creates a "functional" addict. Under supervision, methadone is ingested orally and allows the addict to function relatively normally. The number of drug related crimes are greatly reduced in areas where methadone maintenance programs are in effect. It also allows the hard core addict to regain his self respect and become a contributing member of society, rather than a parasite. It must be understood that methadone is not a panacea. The user is not "normalized". He is a drugged individual and his movement in the community is restricted. He must remain close to his source of supply.

The decision to use methadone on a large scale, supports a drug oriented approach to the solution of social and personal problems. This could greatly affect youth in our ever growing drug-oriented society. If our solution to addiction lies in other drugs, how can we hope to educate our young to the dangers of drug abuse? When weighing the value of methadone maintenance we must consider the far reaching effects on future generations.

Methadone has already caused new law enforcement problems. The number of reports involving heroin has stabilized, while reports involving methadone are increasing. Methadone is available at the street level. The primary origins of illegal methadone are careless physicians and patients enrolled in methadone programs.

Methadone has many good effects and many bad effects. For the time being, it is the only method other than detoxification which has been offered to aid the heroin addict.

**THE GRAND JURY RECOMMENDS THAT MORE STRICT CONTROLS
BE PLACED ON METHADONE DISPENSING AGENCIES.**

**THE GRAND JURY RECOMMENDS THAT ALL METHADONE CLINICS
AND PROGRAMS BE ADMINISTERED BY STATE OR COUNTY JURIS-
DICTION OR FEDERALLY FUNDED PROGRAMS OR BY PRIVATE
INSTITUTIONS STRICTLY LICENSED BY STATE OR FEDERAL
GOVERNMENT.**

THE GRAND JURY RECOMMENDS THAT ALL PATIENTS ON METHADONE TREATMENT BE UNDER SUPERVISION SEVEN DAYS A WEEK, AND THAT UNDER NO CIRCUMSTANCES SHOULD THE PATIENT BE ALLOWED TO TAKE THE DRUG HOME.

MARIJUANA

The position of the Grand Jury on the use of marijuana is that it should not be legalized. The real issue involves societal benefit. There can be no logical reason for legal sanctions on the use of a substance detrimental to the individual and society. It must be kept in mind that the only reason marijuana is smoked is for its psychotropic effect. Alcohol also can produce such an effect, and is unquestionably one of the country's leading social problems.

When the legalization movement started there was very little information available about the effects of marijuana. Since that time, the number of studies on this drug and its effects probably outweigh those relating to any other drug or pharmaceutical. Yet today, the issues of its effects are still fundamentally unclear. There have been many studies and extensive research on the effects of marijuana which have been widely published. Studies reveal that the user may experience blackouts and memory lapses, and may drive dangerously. In light of current knowledge, it is untenable that any substance with known dangerous effects should be considered for licensing and general use before the complete range of its effects is known.

THE GRAND JURY RECOMMENDS STRONG ACTION AGAINST THOSE WHO POSSESS MARIJUANA FOR THE PURPOSE OF SALE AND DISTRIBUTION.

THE GRAND JURY RECOMMENDS THAT THE EXISTING STATUTES FOR SIMPLE POSSESSION OF MARIJUANA BE RETAINED AND UNIFORMLY ENFORCED BY THE POLICE AND THE COURTS.

The Committee engaged in numerous studies, heard several speakers, and visited many types of rehabilitation centers. It appears that beyond the efforts of our law enforcement agencies, there has been no significant measure of success in curbing drug abuse. The Committee believes that this condition is likely to continue as to those presently addicted, notwithstanding the sincere and best efforts of existing rehabilitative programs. In this connection, it would seem there is a need for centralized control and supervision. Law enforcement agencies should intensify their efforts to curtail and minimize the traffic in illicit drugs.

The Committee enthusiastically commends specifically those publishers, television and radio broadcasters and movie producers who are engaged in presenting deterrent information on the use and abuse of dangerous drugs. The Committee further encourages others in the media to join in this extremely important effort, and also

encourages the Federal and State governments to provide continuous educational information on the use and abuse of illicit drugs at the family level.

The Committee further believes that the major emphasis should now be directed toward preventive education, beginning with the very young and continuing through the senior high school level. If success is to be realized it would seem that this is the program and the population segment with which to deal for an eventual reversal of the drug meance.

AD HOC COMMITTEE REPORTS

AD HOC COMMITTEE ON ELIMINATION OF DUPLICATION IN CITY-COUNTY SERVICES

This committee conducted considerable independent investigation and met with Los Angeles City and County officials on two occasions. An attempt was made to identify areas where savings in taxes and improved service would be made possible by eliminating duplication of services furnished by both the County and cities. This investigation and two joint meetings revealed the following facts: Many services now performed by both cities and the County could be provided entirely by the County at less cost. In many cases, the quality of service would be improved if taken over by the County. However, because of local pride, cities too often want to maintain their own services, regardless of the extra cost and lower quality. Increased public awareness of the situation and revised attitudes of city officials will be necessary before any progress can be made toward eliminating duplication. It now appears that the public will not support elimination of city-provided services on a money saving basis alone. Information must also be presented on other advantages. When conditions are proper for these changes, the following areas should be further investigated:

FIRE PROTECTION The County Economy and Efficiency Committee has completed an extensive report of the advantages of consolidation into the County system of many smaller fire departments. This Ad Hoc Committee found that report to be comprehensive and informative. Study of the report by all city officials in the county is suggested. Great savings in cost and improved protection would result if the recommendations were followed.

IT IS THEREFORE RECOMMENDED THAT THE COUNTY TAKE ACTION TO MAKE THE GENERAL PUBLIC MORE AWARE OF THE CONCLUSIONS PRESENTED IN THE ECONOMY AND EFFICIENCY COMMITTEE'S REPORT ON CONSOLIDATION OF FIRE PROTECTION AGENCIES.

IT IS FURTHER RECOMMENDED THAT AN EFFORT BE MADE TO USE THE JOINT POWERS ARRANGEMENT TO FORM SEVERAL LARGE CONSOLIDATED DISTRICTS WITH EACH SERVING SEVERAL CITIES. THESE DISTRICTS SHOULD ENCOMPASS ALL OF THE COUNTY AND SERVE ALL CITIES EXCEPT LOS ANGELES CITY.

BEACHES All parties participating in discussions on this subject agreed that savings would be sizeable if the County provided lifeguard service and maintenance for all beaches within its boundaries. The fact that the County now subsidizes some City-provided services indicates the need for a change. However, State owned lots are now leased to the cities which use their revenue to defray the expense of lifeguard service. It would be impractical for the County to take over beaches now served by cities until these leases expire.

THIS COMMITTEE RECOMMENDS THAT MEETINGS BE HELD BETWEEN THE COUNTY AND CITIES INVOLVED WITH A VIEW TO MODIFYING BEACH SERVICES WHEN THE STATE PARKING LOT LEASES EXPIRE IN 1983.

LIBRARIES This committee's investigation revealed many cases of two libraries (one city and one county) in the same vicinity. It is possible that cost saving and improved service might result in some cases if the County provided this service. Investigation by the Jury's Health and Library Committee has indicated that because of size and other factors, the Los Angeles City Library system should retain an independent status. However, some of the present smaller systems should be considered for consolidation. A more detailed appraisal of the library situation should be made.

IT IS RECOMMENDED THAT THE ECONOMY AND EFFICIENCY COMMITTEE PERFORM A COMPLETE STUDY OF ALL LIBRARY SERVICE WITHIN COUNTY BOUNDARIES.

PARKS This service is now being provided on an inequitable basis. Residents of other cities are free to use any park. Griffith Park, whose cost is paid entirely by Los Angeles taxpayers, is used by residents of many other areas. The Griffith Park problem is complicated by the fact that the deed giving Los Angeles City ownership states that it must be operated by that city. However, many other parks might be taken over by the County and a solution to the Griffith Park problem might be resolved by further investigation.

THE COMMITTEE RECOMMENDS THAT A DETAILED STUDY OF PARK CONSOLIDATION BE MADE BY THE ECONOMY AND EFFICIENCY COMMITTEE.

MISDEMEANOR PROSECUTION In some cities, the City Attorney prosecutes misdemeanors and in others, the District Attorney assumes this responsibility.

IT IS RECOMMENDED THAT A STUDY BE MADE TO DETERMINE THE FEASIBILITY OF PROSECUTION OF ALL MISDEMEANORS IN THE COUNTY BY THE DISTRICT ATTORNEY.

SUMMARY: The governing bodies of all cities should be vitally concerned with the savings possible to their taxpayers as a result of any consolidation. The ideal situation would be for cities themselves to initiate action directed toward consolidations. The chief concern should be to reduce duplication of taxes, not merely duplication of services.

Respectfully submitted,

Samuel S. Sherwin, Chairman
R. H. Wattson, Secretary
Earl J. Sachs

AD HOC COMMITTEE ON GOVERNMENTAL ORGANIZATION

The 1973 Los Angeles County Grand Jury believes:

1. County government is not as responsive to the people as it should be for many and varied reasons.
2. Small county government where everyone knows his Supervisor is different from government in a large county where each Supervisor is expected to represent 1,500,000 people in both legislative and executive functions.
3. County government, to be articulate, needs visibility and leadership from an official elected by the responsible to the people.
4. The people of Los Angeles County need a system which will separate the executive and the legislative branches of government and provide checks and balances.
5. Los Angeles County government today is attempting the impossible with five Supervisors who function as both legislators and executive for approximately 7,000,000 people.
6. Though it is true that the county is a political subdivision of the state, this does not cover all the functions and requirements of county government. Los Angeles County is so large and complex that it requires the same safeguards and structure as are built into our state and national democratic form of representative government.
7. An untenable situation exists when the Board of Supervisors has the sole power to determine whether or not voters have the opportunity to decide this issue.
8. Opposition to the office of an elected chief executive on the grounds that it is another layer of government, at additional expense to the taxpayer, ignores the fact that when the Supervisors are divested of executive functions, they can provide staffing for the Mayor's office by reducing their own personnel. Furthermore, the elected executive would have available the existing staff of the Chief Administrative Officer. This proposal will not require a large addition in personnel. To the contrary, it is basically a reorganization of personnel in an effective manner. Separation of powers by virtue of the election of a County Mayor has excellent potential for reducing County administration costs.
9. The State Legislature should make it possible for any county in California over a certain size to have an elected chief executive officer so the people

may vote on the issue without having to wrest the right to obtain such a referendum from the Supervisors in office.

10. The Board of Supervisors in Los Angeles should be enlarged to minimize opportunities for one or two Supervisors to obstruct the wheels of government, to make it less possible to influence the Board and to broaden the representation of the people. In many instances a tie vote or an abstention may halt further action on important issues. The awesome power of the Supervisors seems dedicated to retaining the status quo.
11. The County Counsel has written an opinion stating that as this County is governed by a charter, the Legislature has no authority to provide for an elected chief executive by means of a constitutional amendments.

In view of items 1 through 11 the 1973 Los Angeles County Grand Jury recommends:

THE LOS ANGELES COUNTY BOARD OF SUPERVISORS REFER THE PROPOSAL FOR A SEPARATE EXECUTIVE DEPARTMENT AND AN ELECTED CHIEF EXECUTIVE TO THE VOTERS PERIODICALLY AS A CHARTER AMENDMENT.

THAT A LARGE COUNTY-WIDE CIVIC GROUP, OR A COMBINATION OF SUCH GROUPS, INTERESTED IN BETTER GOVERNMENT, CONSIDER THE USE OF THE INITIATIVE TO GET THE ISSUE OF SEPARATION OF POWERS AND AN ELECTED CHIEF EXECUTIVE BEFORE THE PEOPLE, IF NO OTHER METHOD OF ACHIEVING THIS GOAL SEEMS TO BE FORTHCOMING.

Respectfully submitted,

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

AD HOC COMMITTEE ON JUVENILE CRIME

The Ad Hoc Committee on Juvenile Crime is deeply concerned at the incidence of serious juvenile crimes of violence in Los Angeles County and believes that this problem deserves the highest priority. Based upon information supplied by competent legal authority, it is our opinion that certain sections of the juvenile law should be redefined and clarified in order to relate more directly to the crimes currently being committed by juveniles.

Any consideration of solutions to the juvenile crime problem involves the Probation Department. One of the responsibilities of this department is to provide corrective assistance to the individual in conflict with the law, at the same time affording protection to the community. The department also has the responsibility of giving supportive services to the probationer, leading to his rehabilitation and returning him to court if his progress is not satisfactory.

In 1967, the State entered into an agreement with the County called State Aid to Probation Services, which provides a subsidy to the County for youth maintained at the local level who would normally have gone to a State facility. This is commonly referred to as the Probation Subsidy Program. Because the juvenile offender is often maintained in the community under the supervision of a deputy probation officer, the counseling relationship established between them is of paramount importance.

In an effort to seek innovative solutions to the problems of juvenile crime, the Probation Department has undertaken the Harambee program, a Model Neighborhood activity which is being principally funded by the federal government until June 1974. It would appear that the severity of the juvenile crime problem, particularly in the minority communities, is of such a magnitude that changes should be made, if the department is to fully carry out its functions. Accordingly, we would recommend that the Probation Department implement the following concepts:

THE ESTABLISHMENT OF A DEPARTMENTAL POLICY WHICH WOULD MODIFY HISTORICAL WORKING HOURS FOR THE FIELD SERVICES DIVISION, THIS MODIFICATION COULD PROVIDE FLEXIBILITY IN THE SCHEDULING OF WORKING HOURS SO AS TO HAVE PROBATION OFFICERS ON DUTY IN THE FIELD, AND AVAILABLE FOR CONSULTATION BETWEEN THE HOURS OF 7 A.M. AND 10 P.M.

CONSISTENT WITH THE LAW (S. B. 971) WHICH BECOMES EFFECTIVE JANUARY 1, 1974 AUTHORIZING THE PROBATION DEPARTMENT TO ENGAGE IN THE IMPLEMENTATION OF JUVENILE DELINQUENCY PREVENTION, IT IS ACCORDINGLY RECOMMENDED THAT THE BOARD OF SUPERVISORS APPROPRIATE SUCH FUNDS AS ARE REQUIRED. IT IS FURTHER RECOMMENDED THAT THE BOARD OF SUPERVISORS FUND COMMUNITY NONPROFIT AGENCIES, I.E., SETTLEMENT HOUSES AND COMMUNITY CENTERS WHICH ARE ACTIVELY INVOLVED IN DELINQUENCY PREVENTION PROGRAMS.

It has become apparent that the overall problems of delinquency prevention and control are extremely complex, involving a wide variety of community and governmental activities and concepts. This involvement ranges from the home and neighborhood environments, to the educational system, the welfare system and the law enforcement and criminal justice systems. Due to the variety of cultures and races in the community, there are the problems of ghettos, discrimination and prejudice resulting in the lack of a common ground of understanding and communication. The situation is further complicated by such philosophical problems as the treatment of offenders, i.e., should they be "warehoused" as a protection to society, or in the other extreme, are all offenders, including hard core, capable of complete rehabilitation to be treated accordingly?

It appears that the implementation of the state subsidy program has not adequately succeeded in drawing the distinction between the early offender, "the beginner", who may be amenable to treatment and the hard core offender who may not be. The proper treatment of the beginner has apparently been neglected through lack of qualified personnel and facilities.

It is felt that there should be further investigation of such matters as case loads and working hours in the Probation Department, and the feasibility of setting some standards to focus upon, and separately treat juveniles with multiple offenses.

The following statistics were taken from the 1972 report, Crime and Delinquency in California, prepared by the Bureau of Criminal Statistics, Division of Law Enforcement, Department of Justice. These figures indicate the serious problems facing us today.

	<u>1972</u>	<u>1971</u>	<u>1970</u>	<u>1969</u>
Juvenile arrests:				
Felonies, other than drugs	70,899	68,417	63,737	64,090
Drugs	32,448	34,800	36,659	36,955
Misdemeanors	63,772	67,879	66,217	63,278
Delinquent tendencies	186,113	208,358	216,322	229,794
Total	<u>353,232</u>	<u>379,454</u>	<u>382,935</u>	<u>394,117</u>
Dispositions by Law Enforcement:				
Released by law enforcement	155,249	167,128	168,668	175,058
Referred to Probation (a)	<u>197,983</u>	<u>212,326</u>	<u>214,267</u>	<u>219,059</u>
Dispositions by Probation:				
Released or referred to other agencies	90,806	93,591	84,343	77,935
Placed on informal probation	22,344	21,794	21,564	22,422
Petitions filed with Juvenile Court	49,788	54,147	54,716	58,374
Total (a)	<u>162,938</u>	<u>169,532</u>	<u>160,623</u>	<u>158,731</u>

Dispositions by Juvenile Court:	<u>1972</u>	<u>1971</u>	<u>1970</u>	1969
Dismissed	13,940	14,483	14,300	13,909
Remanded to adult court	509	894	914	797
Probation-not ward of court	6,170	7,068	6,965	7,800
Probation-ward of court	28,907	31,449	32,158	35,451
Committed to California Youth Authority	262	253	379	417
Total	<u>49,788</u>	<u>54,147</u>	<u>54,716</u>	<u>58,374</u>

(a) Law enforcement referrals to Probation include re-referrals, whereas the dispositions by Probation do not.

There have been fragmented efforts to solve these problems by city, county and state agencies; however, such activities must be coordinated, and the philosophical differences must be resolved. Examples of such projects, either in process or proposed are as follows:

LAPD is proposing a pilot project of a Juvenile Justice Center including its department, the Sheriff, Probation, District Attorney, Los Angeles City Schools and other agencies.

A County Ad Hoc Committee is proposing a merger of eleven County departments into a new Department of Human Services, and a pilot project of five neighborhood service centers.

The Los Angeles County Delinquency and Crime Commission has sponsored the operation of several models of diversion activities in the County.

Many County departments including Probation, Sheriff, DPSS, District Attorney and others have embarked on their own individual programs.

The Grand Jury has approved the proposal that permanent committee status be given to the project of investigating juvenile delinquency in more depth during the next few months. Following this inquiry, the committee will be in a position to make specific recommendations.

REVIEW OF THE PROPOSAL SUBMITTED BY THE COUNTY AD HOC COMMITTEE ON DELINQUENCY PREVENTION AND COMMUNITY ACTION PLANNING.

This County committee was formed on June 22, 1971, by action of the Board of Supervisors, for the purpose of conducting a study on delinquency prevention and community action planning. Key officials representing all County departments, commissions and other entities which related to the problem, were consulted and actively

participated in the deliberations. The study culminated in a report to the Board of Supervisors dated January 19, 1973 to which all of the participants had given their enthusiastic support.

In this report the committee's recommendations included the creation of a new Department of Human Services into which the following County units would be merged: Department of Public Social Services, Probation, Community Services, Human Relations, Senior Citizens' Affairs, Military and Veterans' Affairs, Adoptions, Public Guardian and other related programs transferred from Personnel, Urban Affairs and Farm Advisor Departments. The new department would have four main functional divisions:

Youth Development
Community Social Action Services
Services to Adult and Juvenile Offenders
Casework and Financial Services

The program also called for the delivery of a range of services to be provided through regional service departments, each of which would operate a network of community service centers.

On April 17, 1973 the Board of Supervisors approved the plan as presented in the Ad Hoc Committee's report. Although the original plan had the support of all of the department or other officials involved at the time it was submitted, matters of concern subsequently developed in certain areas, and on July 24, 1973 the program was referred back to the committee for further study.

In the meantime, five neighborhood service centers have been opened, as a pilot program, to evaluate how the delivery of human services might be developed and improved. The present objectives are to reach youth, involve local citizens in the program and decision making and to provide client services using a team approach. At present these centers are staffed and supplied solely at the discretion of the departments represented, and in some instances they are using makeshift facilities.

The Grand Jury Ad Hoc Committee has been closely in touch with the developments related to the proposed program since the matter was referred back for further study. The developments have been communicated to the entire Grand Jury which has taken the position that it is in accord with the concept of the coordination of human services delivery on a centralized basis. The Grand Jury is enthusiastic as to the potential of local service centers.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS, OTHER COUNTY OFFICIALS AND THE UNION EVALUATE THE PROPOSED DEPARTMENT OF HUMAN SERVICES CONCEPT ON AN OBJECTIVE BASIS, PUTTING ASIDE THEIR PERSONAL MOTIVES IN FAVOR OF THE PUBLIC WELFARE.

THE C.A.O. AND ALL AFFECTED COUNTY DEPARTMENTS CONTINUE TO DEVELOP THE ORGANIZATION OF THE SERVICE CENTERS, ESTABLISH UNIFORM POLICIES AND PROCEDURES AND REQUEST FUNDING SO THAT ADEQUATE FACILITIES MAY BE MADE AVAILABLE.

SAN FERNANDO VALLEY JUVENILE HALL

This facility was destroyed by earthquake on February 9, 1971, and as a result the two remaining juvenile facilities are overcrowded to a point where their population is 37% over design capacity. The two problems of temporary replacement of Valley court facilities and permanent replacement of both court and detention facilities are being worked on by the Real Estate Management Department and the Capital Projects Division of the C.A.O. office respectively. However, 35 months have passed without even temporary facilities being provided, and the Grand Jury believes that these matters have not been given the emergency treatment that they deserve.

It is recognized that significant problems have existed in finding a suitable temporary location, getting approval to negotiate for a longer than three-year lease, etc. Nevertheless, the protracted delays in establishing temporary facilities in the Valley are frustrating. The time between recognition of a demonstrable need and implementation of a solution has been excessively prolonged.

THE GRAND JURY RECOMMENDS THAT THE REAL ESTATE MANAGEMENT DEPARTMENT AND THE BOARD OF SUPERVISORS ACT EXPEDITIOUSLY TO PROVIDE TEMPORARY JUVENILE COURT FACILITIES IN THE SAN FERNANDO VALLEY.

The delays in the permanent replacement of the Valley Juvenile Hall have apparently been caused primarily by Federal and State inaction in funding the \$3 to \$4 million disaster relief required to properly correct the present site or to acquire a new site. The Grand Jury believes that it would be a practical solution for the Board of Supervisors to appropriate these funds, possibly from revenue sharing, in order to proceed with plans regarding the site and construction of the Valley facility. We have been informed that State and Federal officials have unofficially advised the County to proceed. If the disaster relief funds finally become available, the County would be reimbursed for the expenditure. This seems logical because the County would be forced to make this expenditure even if the disaster relief funds should not be forthcoming.

THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS APPROPRIATE THE FUNDS REQUIRED FOR PRESENT SITE CORRECTION AND CONSTRUCTION OF A SAN FERNANDO VALLEY JUVENILE HALL REPLACEMENT WITHOUT DELAY.

Timing is important because the lease term for temporary facilities should not expire before permanent facilities are constructed and made available.

CENTRAL JUVENILE HALL

A startling example of the disregard for juvenile needs is Central Hall (Eastlake). Instead of focusing attention on the problems of young offenders, these matters are relegated to secondary priorities. While facilities at Eastlake remain inadequate to process the mounting caseload, millions of dollars were expended to erect a monument to process traffic violations.

The overcrowded detention conditions at Eastlake have been exacerbated by the destruction of Sylmar Juvenile Hall and the subsequent transfer of its residents downtown to Central Juvenile Hall. Some action is being taken to improve, but not expand, the detention facilities. No improvements have been initiated for the court facilities, which have glaring deficiencies. These include:

Lack of security for court officers.

No separate waiting rooms for witnesses, which often results in their intimidation and harassment by defendants and their families.

No attorney-client consultation space.

Hearing rooms devoid of a court room atmosphere.

IT IS RECOMMENDED THAT THE BOARD OF SUPERVISORS TAKE NECESSARY STEPS TO CORRECT THE EXISTING DEFICIENCIES IN THE COURT FACILITIES AT CENTRAL JUVENILE HALL.

Respectfully submitted,

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