

**LOS ANGELES COUNTY
GRAND JURY**



**FINAL REPORT
1982-83**

Los Angeles County Grand Jury Final Report 1982-83



LOS ANGELES COUNTY BOARD OF SUPERVISORS

PETER F. SCHABARUM, FIRST DISTRICT

KENNETH HAHN, SECOND DISTRICT

EDMUND D. EDELMAN, THIRD DISTRICT

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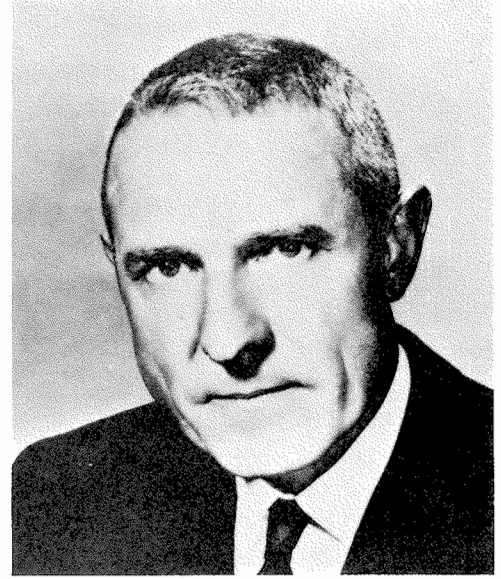
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Presiding and Supervising Judges



The Honorable David N. Eagleson
Presiding Judge, Superior Court
1982



The Honorable Julius A. Leetham
Supervising Judge, Criminal Division
1982



The Honorable Harry V. Peetris
Presiding Judge, Superior Court
1983



The Honorable Ronald M. George
Supervising Judge, Criminal Division
1983



Grand Jury Officers

Lower, L to R
 Joseph Healy, Foreman
 Sandra Klasky, Foreman Pro Tem
Upper L to R
 Juan Godoy, Sgt-at-Arms
 Patricia Lofland, Secretary



Grand Jury Staff

Lower, L to R
 Joyce Shannon, Staff Secretary
 Lois Johnson, Court Reporter
Upper L to R
 Richard Chrystie, Legal Advisor
 Anita Williams, Bailiff
 Audrey Collins, Legal Advisor
 Robert Strong, Investigator



**Editorial and Continuity
Committee**

Lower L to R
Jean Hitchcock, Chair
Leo George
Upper L to R
Patricia Lofland
Helene Eller



**Environmental Concerns
Committee**

Lower, L to R
James Land, Chair
Sandra Klasky
Upper, L to R
William Cassius
Leo George



Criminal Justice Committee

Lower L to R
 Sarah Oropeza
 Roberta Reddick, Chair
 Judy Richardson
Upper, L to R
 Juan Godoy
 Juanita Dudley
 James Land
 Leo George



Audit Committee

Lower, L to R
 Eduardo Valdiviez
 Sandra Klasky, Chair
 Patricia Lofland
Upper, L to R
 Edwin Kwoh
 Jean Hitchcock
 Maycie Herrington
 Lidia Roth



Health Committee

Lower L to R
 Helene Eller
 Juanita Dudley, Chair
 Eduardo Valdiviez
Upper, L to R
 Patricia Lofland
 Jennie Kerr



Human Services Committee

Lower L to R
 Celia Delgado
 Edwin Kwoh, Chair
 Sarah Oropeza
Upper, L to R
 John Wisda
 Lori Kraus
 Orlando Sloan



Social Services Committee

Lower, L to R
 Maycie Herrington
 Judy Richardson, Chair
 Roberta Reddick
Upper, L to R
 Juan Godoy
 Lidia Roth



Jails Committee

Lower, L to R
 Jennie Kerr
 Lori Kraus
 Celia Delgado
Upper, L to R
 William Cassius
 Helene Eller
 Orlando Sloan, Chair
 John Wisda

1982 - 83 GRAND JURY ROSTER

Member	Residence	Nominating Judge
William E. Cassius	Los Angeles	Martha Goldin
Celia L. Delgado	Los Angeles	Robert P. Schifferman
Juanita C. Dudley	Los Angeles	Charles S. Litwin
Helene P. Eller	Los Angeles	Eli Chernow
Leo E. George	Burbank	Thomas C. Murphy
Juan J. Godoy	Alhambra	Gabriel Gutierrez
Joseph J. Healy	Playa Del Rey	Richard G. Harris
Maycie R. Herrington	Long Beach	Everett Ricks
Jean L. Hitchcock	Palos Verdes Estates	Robert M. Mallano
Jennie Kerr	Long Beach	Pat Mullendore
Sandra M. Klasky	Northridge	Gerald J. Levie
		Jerry K. Fields
Loretta A. Kraus	Encino	Robert R. Devich
Edwin S. Kwoh	Los Angeles	Delbert E. Wong
James L. Land, Jr.	Altadena	Ronald M. George
William J. Leseman, Jr. <i>Resigned 3/16/83</i>	Van Nuys	Jack T. Ryburn
Patricia L. Lofland	Long Beach	William P. Hogoboom
Sarah Oropeza	Los Angeles	Philip M. Newman
Roberta M. Reddick	Los Angeles	William R. Clay
Judith D. Richardson	Los Angeles	Bonnie Lee Martin
Lidia I. Roth	Burbank	Florence Bernstein
Peter H. Scolinos <i>Resigned 11/18/82</i>	San Gabriel	Dan Kaufmann
Orlando W. Sloan	Inglewood	Roosevelt F. Dorn
Eduardo Valdiviez	Santa Fe Springs	George R. Perkovich, Jr.
Robert J. Wisda	Santa Monica	Edward Rafeedie

FOREMAN'S STATEMENT

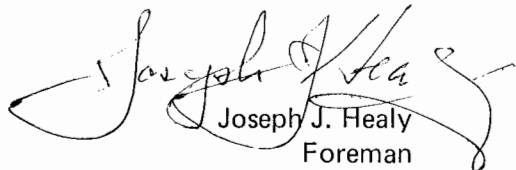
In a time-honored tradition, 23 new grand jurors took their oath of office July 1, 1982. Collectively, they formed a fair and impartial body which would in itself add a dimension of public confidence in our government.

Our charge was to serve as guardians against loss, waste, theft, or undesirable practices within county government and fiscal mismanagement within incorporated city governments of the county. In addition, we were impaneled to hear criminal cases to determine whether there would be sufficient evidence to warrant returning an indictment.

The organizational framework of the Grand Jury is entirely at the discretion of the jurors. As can be expected, each of the 23 jurors brought with them a list of their concerns and aspirations. The total of the cumulative work effort was estimated to exceed ten years, all of which had to be reduced to the reality of our one-year term. We availed ourselves of the vast information resources within county government by inviting speakers from among elected officials as well as selected department heads and staff. As consensus formed among the jurors, the issues fell into eight specific categories which led to the committee assignments reflected in this report. We then culled from the committees the major issues which became the focal points of this report.

On behalf of this entire jury, I want to thank the Honorable Julius Leetham, Supervising Judge of the Criminal Division during the first half of our term and the Honorable Ronald George, Supervising Judge of the Criminal Division during the second half of our term. Their ready counsel, encouragement and support has given us confidence to assume the awesome responsibilities of the Grand Jury. The jury is grateful to the excellent counsel from our legal advisors, Deputy District Attorneys Richard Chrystie and Audrey Collins. We also would like to express our appreciation to the highly competent and cooperative staff of the Grand Jury.

It has been a pleasure to serve with the members of this Grand Jury. It was a rare opportunity to witness the dedication and commitment with which they fulfilled their purpose and duties. It was a unique example of citizen participation in government.


Joseph J. Healy
Foreman

MAJOR ISSUES

AUDIT COMMITTEE

ISSUE: CONTRACTING OUT POLICY

PROPOSITION A CONTRACTING OUT OF COUNTY SERVICES MARKED A SIGNIFICANT CHANGE IN COUNTY POLICY. WHAT IMPACT HAS THIS POLICY CHANGE HAD ON ALL CONCERNED PARTIES?

BACKGROUND

Prior to the adoption of Proposition A in 1978, Los Angeles County was permitted to contract for certain services and professional assistance, but was prohibited by law from contracting for any services which were provided by county employees. Proposition A, and the ordinance the Board of Supervisors enacted to effectuate it, endorsed a policy of contracting with the private sector for services provided by the county as long as it could be shown to be "feasible and cost effective."

The impact the implementation of Proposition A contracting has had on county employees, unions, members of minority groups, department heads, and elected officials has been significant. Therefore, the Audit Committee of the 1982-83 Grand Jury decided to initiate an in-depth study even though it was aware that it is early in the history of the program and policy is still emerging.

Los Angeles County is generally regarded as the largest and most complex county government in the nation. Most other state and local governments have traditionally used non-Proposition A type of contracting. As Los Angeles comes to be viewed as a leader among local governments, new programs take on an added importance.

METHODS OF INVESTIGATION

Members of the contract audit team were accompanied by Audit Committee members to conduct interviews with each member of the Board of Supervisors or staff, members of the Chief Administrative Office, department heads, contract coordinators, and other personnel of 23 county departments. Representatives of the community, unions, and private contractors were also interviewed. In addition, the contract audit team reviewed and analyzed many documents pertaining to the program for contracting out services.

Our study encompassed relative areas within the program — the governing goals, policies, and procedures; the administrative direction and coordination; the results to date; the claimed savings; and, various other issues which have emerged during the evolving program.

The following findings and recommendations (with the exception of Recommendation No. 10) are excerpted from "Los Angeles County Program for Contracting Out of Services Under Proposition A," a report prepared by McManis Associates, Management and Research Consultants. This audit was requested by the Audit Committee of the Grand Jury.

FINDINGS AND RECOMMENDATIONS

Policies Governing Program

Our findings indicated that there is no single, comprehensive document which sets forth the county's policies governing the contracting program. Although documents addressing the program do exist, they are often inconsistent and contradictory. It was also noted that they exist in scattered locations throughout the county. This has led to a surprising degree of confusion by top county managers as to what the major policies are that govern the contracting program. An example of this confusion is the question of whether or not contracting is to be used to reduce the county work force or whether the emphasis will be on minimizing the impact of contracting on county workers.

1. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS FORMALLY ADOPT A COMPREHENSIVE STATEMENT OF POLICIES WHICH GOVERN THE PROGRAM FOR PROPOSITION A CONTRACTING. THIS STATEMENT SHOULD BE FORMALLY AMENDED WHEN NECESSARY AND KEPT UP TO DATE AT ALL TIMES.

Administrative Mechanisms

Since 1978, administrative responsibility for Proposition A contracting has been lodged in the Chief Administrative Office. However, it has been assigned to five different divisions over that period. The contracting unit prepared a set of written contracting procedures in 1979, but they have never been updated. Each department has been encouraged to develop its own contracting program with minimal guidance, supervision or coordination. The inconsistencies which have resulted have caused a number of problems in various aspects of the program.

2. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE EXERCISE SUBSTANTIALLY MORE RESPONSIBILITY AND BE HELD ACCOUNTABLE FOR THE DIRECTION AND COORDINATION OF THE "CONTRACTING OUT" PROGRAM.

3. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE PROVIDE TO THE VARIOUS DEPARTMENTS UP-TO-DATE WRITTEN PROCEDURES FOR THE "CONTRACTING OUT" PROCESS AND TECHNICAL ASSISTANCE ON THE VARIOUS ASPECTS OF THE PROGRAM AS NEEDED.

4. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE UNDERTAKE A COMPREHENSIVE REAPPRAISAL OF EXISTING PROPOSITION A PROCEDURES TO DETERMINE WHETHER EXISTING REVIEW STEPS ARE STILL NECESSARY AND USEFUL.

5. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE ESTABLISH TIME FRAMES FOR THE REVIEW AND APPROVAL OF DEPARTMENTAL REQUESTS TO SOLICIT PROPOSALS AND AWARD CONTRACTS. THE CHIEF ADMINISTRATIVE OFFICE SHOULD MONITOR THE MOVEMENT OF REQUESTS THROUGH THE PROCESS TO IDENTIFY ROAD-BLOCKS AND ELIMINATE UNNECESSARY DELAYS.

Projecting County Costs and Savings

Because of various inconsistencies resulting from inadequate administrative direction and coordination, each department exercised its own judgment, and used its own devices to determine whether or not a contracting opportunity was cost effective. In addition, the same inconsistencies have been applied to projections of cost savings. As a result, some departments have calculated costs using budgeted positions, while others have used estimated actual positions. Some departments have included the costs of conducting feasibility studies, monitoring contractors, and restraining county employees, while others have omitted such costs from their calculations.

The savings which have been projected by departments wishing to contract have rarely been verified, and projections continue to be reported as actual savings, when in many cases they are not. Finally, the county has consistently issued public reports claiming savings from Proposition A contracting when, in fact, at least 53 percent of those savings did not result from Proposition A, if they were achieved at all. The county has been slow to correct and clarify the record.

6. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE, WITH ASSISTANCE FROM THE AUDITOR-CONTROLLER, ISSUE AN UPDATED, COMPREHENSIVE SET OF GUIDELINES FOR CONDUCTING COST COMPARISON ANALYSES.

7. THE GRAND JURY RECOMMENDS THAT THE AUDITOR-CONTROLLER BE ASSIGNED RESPONSIBILITY FOR CENTRAL REVIEW OF ALL COST COMPARISON ANALYSES TO ASSURE THAT GUIDELINES ARE FOLLOWED CONSISTENTLY BY ALL DEPARTMENTS.

8. THE GRAND JURY RECOMMENDS THAT FOLLOWING THE REAPPRAISAL OF EXISTING PROPOSITION A CONTRACTING PROCEDURES, THE CHIEF ADMINISTRATIVE OFFICE DEVELOP A MANUAL WHICH SETS FORTH ALL

CURRENT POLICIES, PROCEDURES AND GUIDELINES, INCLUDING COST COMPARISON GUIDELINES. THE MANUAL SHOULD BE ISSUED TO ALL DEPARTMENT HEADS AND OTHER APPROPRIATE COUNTY PERSONNEL, THEN PERIODICALLY UPDATED AS A ONE-SOURCE DOCUMENT ON DEVELOPING PROPOSITION A CONTRACTS.

9. THE GRAND JURY RECOMMENDS THAT THE COUNTY'S PUBLICLY REPORTED CLAIMS OF DOLLAR SAVINGS FROM PROPOSITION A CONTRACTING BE CORRECTED AND CLARIFIED. AMONG THE FACTORS TO BE CONSIDERED ARE THAT SAVINGS DATA ARE PROJECTIONS, NOT ACTUAL SAVINGS; AND THAT EXPENSES SUCH AS MONITORING, RETRAINING, AND FEASIBILITY STUDY COSTS HAVE NOT ALWAYS BEEN INCLUDED IN THE CALCULATIONS BECAUSE OF INCONSISTENT COST COMPARISON PRACTICES.

Impact of Contracting on Employees

The county claims that during the first four years of Proposition A contracting program, through December 1982, only 82 employees have been laid off as a result of the program. (That compares with some 10,000 or more county employees laid off during the same period for reasons of budget reduction, program curtailment, etc.) The county says that 536 budgeted positions were eliminated as the result of contracting between July 1, 1981 and December 31, 1982, but it has no records of budgeted positions eliminated prior to fiscal year 1981-82.

Impact of Contracting on Minorities

Of the 82 county workers laid off as a result of Proposition A contracting, 95 percent are members of black or brown minorities. Contemplated future contracts will continue to heavily impact minority employees. This situation prevails because of the types of work the county has chosen to contract out.

10. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ENCOURAGE THE IMPLEMENTATION OF PROPOSITION A CONTRACTING SO THAT IT ENCOMPASSES A BROADER RANGE OF JOB CLASSIFICATIONS. (This Recommendation was added by the Audit Committee after publication of the McManis report.)

At the same time, the county has no affirmative action contracting program or requirement to ensure that certain percentages of Proposition A contracts are awarded to minority-owned, female-owned or small businesses.

11. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ESTABLISH A PROGRAM, INCLUDING POSSIBLE SET-ASIDES, TO ENCOURAGE MINORITY CONTRACTORS TO BID ON PROPOSITION A CONTRACTS.

Monitoring the Contractor

Again, because of inadequate administrative direction and coordination, each department has been left to its own devices concerning such matters as contractual language, ensuring against contractor dependency, and monitoring the contractor. Some departments have handled these matters extremely well, using a variety of innovations.

12. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE ENCOURAGE AND EXPERIMENT WITH VARIOUS CONTRACTING COMPETITION MODELS. SUCH MODELS SHOULD AID IN MONITORING AND EVALUATING CONTRACTOR PERFORMANCE, CHALLENGE THE PRODUCTIVITY OF COUNTY EMPLOYEES PROVIDING THE SAME SERVICES, AND GUARD AGAINST CONTRACTOR DEPENDENCY.

13. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE, WITH ASSISTANCE FROM COUNTY COUNSEL, ESTABLISH UNIFORM CONTRACTING PROCEDURES AND CONTRACTUAL LANGUAGE FOR ALL DEPARTMENTS PARTICIPATING IN THE PROPOSITION A PROGRAM.

Temptations and Dangers of Contracting

Concerns have been raised about the degree to which contracting out of services has increased the temptations available to public officials and employees in the form of bribes, gifts, questionable campaign contributions, loans, conflict of interest, etc. While Proposition A contracting may add incentives for the unethical and provide a challenge to public confidence, such temptations were present prior to the adoption of Proposition A. It would be folly to say that because contracting out might encourage some individuals to behave unethically or illegally, contracting out is, per se, evil.

What is required instead is greater public awareness and surveillance of any activities which smack of efforts to improperly influence the awarding of a contract.

14. THE GRAND JURY RECOMMENDS THAT THE COUNTY ENACT A LOBBYIST REGISTRATION ORDINANCE SIMILAR TO LAWS NOW IN FORCE FOR THE CITY OF LOS ANGELES AND THE STATE OF CALIFORNIA.

15. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ENSURE THAT THE CHIEF ADMINISTRATIVE OFFICE HAS THEIR FULL SUPPORT IN ENFORCING COMPLIANCE WITH CONFLICT OF INTEREST REGULATIONS IN ALL CONTRACTING ACTIVITIES. VIGOROUS ACTION IN THIS AREA WILL HELP BOLSTER PUBLIC CONFIDENCE IN THE CONTRACTING PROGRAM.

CONCLUSIONS

It is our conclusion that contracting out for services previously provided by county workers can be an effective management strategy and should be continued. The Proposition A contracting program has the potential for saving the county money; however, it should not be viewed as a panacea for all the county's ills.

We on the Grand Jury are concerned about the economic and social implications of contracting. To some degree, the problems offset the management advantages the program offers.

We believe that by implementing our recommendations, the county will come closer to realizing the goals and benefits of Proposition A contracting as originally envisioned.

*Sandra Klasky, Chair
Maycie Herrington
Jean Hitchcock
Edwin Kwoh
Patricia Lofland
Lidia Roth
Eduardo Valdiviez*

SOCIAL SERVICE COMMITTEE

ISSUE: CHILD ABUSE

THERE HAS BEEN A DRAMATIC INCREASE IN CHILD ABUSE. HAS THE QUALITY AND QUANTITY OF THE CHILDREN'S PROTECTIVE SERVICES INCREASED PROPORTIONATELY?

According to the National Center on Child Abuse and Neglect:

- Over 1 million children are abused or neglected each year;
- Of these, 100,000 to 200,000 are physically abused;
- 60,000 to 100,000 are sexually abused;
- Child abuse is the leading cause of death of children under the age of 15;
- Over 2,000 children per year die as a result of abuse – this is more than the combined total of deaths due to all the childhood diseases.

The Social Service Committee of the 1982-83 Grand jury has conducted a year-long exhaustive, in-depth investigation and analysis of this question. Our findings reveal an abysmal shortfall in the quality and quantity of services being provided in relation to the number of cases requiring care.

BACKGROUND

The review was conducted to determine how Los Angeles County may best meet the needs to combat increasing problems of child abuse and neglect.

Statistics provided by the Domestic Violence Unit of the Los Angeles County District Attorney's Office indicate that from July 1, 1981 to June 30, 1982, there was a 12 percent increase in the reported incidences of child abuse with an average of 10 homicides per month. Although the reporting of child abuse has greatly increased, it was not until 1980 that the coroner's office was required to report suspicious deaths of children on a daily basis.

The mandatory child abuse reporting law, the stress of our socio-economic conditions with concomitant unemployment, regulations requiring the return of children to their caretakers before the corrective process is complete, and a 40 percent reduction in federal

funds forcing the cutback of social services are a few of the many reasons for this increase. With this reported rise in child abuse and the decrease in funds, how can we cope with the growing problem? We must somehow increase our resources and, most importantly, put these resources into the specific areas where the need is greatest.

METHOD OF INVESTIGATION

We examined many aspects of the county's service delivery system responsible for families and victims of child abuse. We interviewed judges, county administrators, supervisors, and children's service workers responsible for implementation of the federal, state and county regulations.

FINDINGS

Law Enforcement Agencies – The Courts

Los Angeles County has the largest juvenile court system in the world. At present, 18,000 dependent children are under its jurisdiction. Senate Bill 14 (SB 14), signed on September 14, 1982 and implemented October 1, 1982, was created in response to federal legislation that required a change in the foster care program to emphasize family reunification. SB 14 maintains the basic philosophy of trying to keep the children in the home. If this is not possible, the child will be made a dependent of the court and placed in a foster home or other facility. The willingness of the courts to return children to the home before the corrective process has been completed contributes to the increase in child abuse.

Policies and procedures have changed in the dependency courts. SB 14 has placed more responsibility on the children's social worker to assist parents in establishing a home for their children or to determine that parents are incapable of caring for a child. Once a decision has been made, a judicial review is required every six months. Prior to SB 14, this review was made once a year. It is unrealistic to think a parent can be adequately counseled and cured of the tendency towards child abuse in a six-month period. Although SB 14 helps monitor cases more closely, it has greatly increased the workload of the caseworker at a time when budgetary cutbacks have already greatly decreased manpower in the Bureau of Social Services.

The number of services provided for abused and neglected children is not increasing proportionately with the number of cases being reported. The Department of Public Social Services (DPSS) and community agencies must continue to develop and broaden their scope of services in order to keep pace with the ever-increasing problem.

Legislation

New legislation, Assembly Bill 1733 (AB 1733) and Assembly Bill 2994 (AB 2994), enacted in October and made effective January 1983, were designed to deal with this problem. These bills provide \$10 million of state money for child abuse intervention and prevention. Los Angeles County will receive \$2 million, which will hopefully make these outside resources available to all "non-life threatening" cases that are inundating our community. ICAN, the Interagency Council on Child Abuse and Neglect, will make recommendations to determine which agencies are to be funded. The Department of Community Development will administer and supervise the agencies funded under this program. AB 2994 creates a \$4 charge to private citizens for a copy of a certified birth certificate. As this money accumulates, it will be used solely to help fund child abuse programs.

While the Assembly legislation provides money, the Senate legislation is important in that it provides a uniform child abuse welfare system in the State of California. It is basically twofold; (1) to provide early service delivery to families where problems of child abuse have occurred in order to keep the child in the home, and (2) to prepare the family to receive the child back into the home within one year, and, if not feasible, to offer some alternative plan such as foster care, long-term adoption, or guardianship.

Redesign

With the passage of SB 14 and the fiscal cutbacks, funding for social service programs has been severely reduced, resulting in the loss of approximately 250 children's service workers. DPSS assigned a task force to study ways to deal with this problem, while still providing optimal services to families with problems of child abuse. This task force study has resulted in a modification of the children's protective services.

Since there was a decrease in personnel administering services, it was necessary to decrease the number receiving these services. DPSS accomplished this by redefining what constitutes child abuse. Unless "life-threatening" or "life endangering," it will be referred to a community agency rather than DPSS. The redesign is intended to make more use of the private sector of our society. What happens to an individual after referral to a community agency is being studied by the University of California, Los Angeles, Social Welfare Department in cooperation with the Department of Public Social Services. The redesigned children's protective service delivery system within DPSS may be stated simply – screening, crisis intervention (short-term care, 30 to 90 days), family maintenance and reunification (18 to 24 months), and permanency plan supervision (long-term). More detail on children's service workers can be found in the Social Service Committee section of this Final Report book.

Interviews

In the past seven years, the Department of Public Social Services has had to dismiss over 3,000 social service workers because of a growing shortage of funds allotted to social services. In determining the quality and quantity of the children's protective services, we interviewed the people who deliver this service. A variety of caseworkers involved in the dependency process were interviewed. Although the purpose of the redesign (redefining that which constitutes child abuse) is intended to decrease caseloads, SB 14 has counter-balanced that with an increase in workload mandated by its judicial review requirements. Until these problems are resolved, the quality of service is bound to suffer. More detail on interviews can be found in the Social Services Committee section of this Grand Jury Final Report.

Problems With the Dependency Process

From the time the child is taken out of the home during the process pending final placement, he or she comes into contact with a continuous stream of strangers and unfamiliar circumstances which are both frightening and misunderstood. Organizations such as Guardian Ad Litem and individuals such as judicial review assistants, all volunteers, are trying to deal with this problem. These volunteers become actively involved with one particular child and help walk him or her through the dependency process. Having one known face guide a child throughout his or her court hearing provides continuity to an otherwise strange and frightening situation.

The aim of the court is to provide a safe and permanent home for the child. The court's decisions must rely in great measure on information provided by caseworkers. These caseworkers often do not have the time to thoroughly study a child's home situation in order to advise the judge on the best alternative for the child. Operating without time restraints, judicial review assistants are able to search out and report to the court pertinent information upon which a judge can base a decision.

The public conscience was aroused as child abuse grew. Volunteers from the private sector came forward to provide the integral component for success in the program. The Grand Jury salutes them all.

CONCLUSION AND RECOMMENDATION

The quality and quantity of children's protective services have not grown proportionately with the rise in child abuse. The net effect of this disparity, caused by a funding shortage, is the creation of a major unattended segment of children whose miseries do not qualify for financial aid and support.

16. THE GRAND JURY RECOMMENDS THAT THE LOS ANGELES COUNTY BOARD OF SUPERVISORS ADD SUBSTANTIALLY TO MONIES BUDGETED FOR ESSENTIAL PROTECTIVE SERVICES FOR ABUSED AND NEGLECTED CHILDREN.

Judy Richardson, Chair

Juan Godoy

Maycie Herrington

Roberta Reddick

Lidia Roth

AUDIT COMMITTEE

ISSUE: MANAGEMENT AUDITS

LOS ANGELES COUNTY IS PERCEIVED TO BE EXPENDING SUBSTANTIAL AMOUNTS OF MONEY ANNUALLY FOR MANAGEMENT AUDITS AND REVIEWS. WHAT BENEFIT DOES THE COUNTY DERIVE FROM THESE AUDITS?

BACKGROUND

To assist the Board of Supervisors and the Chief Administrative Officer in governing and managing the activities of Los Angeles County, a substantial amount of County resources is expended each year for various management audits and reviews. Such audits are conducted by county employees as well as outside consultants. The Management Services Division (MSD) of the Chief Administrative Office, the Audit Division of the Department of Auditor-Controller, the Los Angeles County Grand Jury, the Economy and Efficiency Commission, various departments of county government and outside consultants engaged by the county are all actively involved in conducting management audits and reviews.

Questions surrounding the number of audits conducted, duplication of information gathered, recommendations implemented and overall benefits derived from these audits to the county prompted the Audit Committee of the 1982-83 Grand Jury to direct its contract auditor, McManis Associates, Inc., to conduct an in-depth study of the management audits and reviews conducted within Los Angeles County.

METHOD OF INVESTIGATION

During the course of this study, members of the contract audit team conducted a total of 58 interviews, meetings and data review discussions. In addition, the audit team collected, reviewed, and analyzed dozens of documents pertaining to the various management audits conducted within the county. The scope of the study was designed to include an inventory of all management audits and studies conducted by and for the county in each of the last three years.

FINDINGS AND RECOMMENDATIONS

The county is spending at least \$5 million annually for management audits, reviews and studies. This figure does not include costs for fiscal audits and studies, nor state and federal mandated audits.

Expenditures are probably higher than the reported \$5 million since many departments conducting audits which use their own staff do not regularly determine the cost of their studies.

Most management-related audits are conducted by county employees. The distribution of audits conducted is as follows:

- 65% are conducted by the department's own staff;
- 22% are conducted by the Management Services Division (MSD) of the Chief Administrative Office and the Auditor-Controller's Office;
- 13% are conducted by outside consultants.

Within the departments, the largest number of audits is reported by the Department of Health Services, some 34 percent of all those reported in the three-year study. The highest reported costs of conducting audits is attributed to the outside consultants (48 percent). It should be noted, however, that the differences in reporting costs may make the cost differences appear more dramatic than they actually are.

The large expenditures on audits could be justified by a more efficient use of the information gathered. It would seem that a central library for the dissemination and sharing of information between departments would be of great benefit.

Despite the lack of coordination of audits conducted and the increased number of audits over the past three fiscal years, there does not seem to be an inordinate degree of duplication in audits performed (167 in 1980-81, 285 in 1981-82, and 221 in the first 8 months of 1982-83).

Although there is a reasonable rate of implementation of recommendations as well as reasonable cost savings realized, the Audit Committee of the 1982-83 Grand Jury felt this could be improved if different methods were employed (Recommendation No. 18 — details of this can be found in the full audit report).

REPORTING PROCESS OF AUDITS

The two major management agencies conducting audits within the county, MSD and Auditor-Controller, until recently used two substantially different reporting processes. The MSD of the CAO's office submits its reports to the Board of Supervisors at a public session as agenda items, the Board formally accepts the reports, then requires the audited department to respond and report periodically on the implementation status of recommendations. The MSD monitors the progress of the recommendations over a one-year period.

The Auditor-Controller, on the other hand, submits audit reports only to the supervisor who is the chair of the particular audited department. Prior to March 1, 1983, there was no process for follow-up on recommendations. However, on March 1, 1983, this process was amended to require that the audited department must respond to the audit within 60 days, and then the Auditor-Controller must provide semi-annual reports to the Board of Supervisors on the status of recommendations. Although this new policy does strengthen the process, it does not go far enough, for it still does not ensure that the Auditor-Controller's report is a public agenda item.

17. THE GRAND JURY RECOMMENDS THAT AUDIT REPORTS CONDUCTED BY THE AUDITOR-CONTROLLER GO THROUGH THE SAME BOARD PROCESS AS DO THE AUDITS FROM MSD. THEY SHOULD BE PRESENTED TO THE ENTIRE BOARD OF SUPERVISORS AT A PUBLIC SESSION AS AGENDA ITEMS AND THE AUDITED DEPARTMENT SHOULD REPORT BACK TO THE BOARD WITHIN 60 DAYS AS TO THE ACTION IT PLANS TO TAKE RELATIVE TO THE RECOMMENDATIONS.

IMPLEMENTATION OF RECOMMENDATIONS

The ability of an audited department to out-of-hand reject the recommendations of an audit with no explanation is a weakness in the process. This is not to suggest that audits should be accepted without question. Presently, the Auditor-Controller delivers a report but has no authority to enforce its recommendations or findings — whereas the MSD tries to overcome this problem by “negotiating” with the department ahead of time over its findings and recommendations. The “negotiating” process may influence the high implementation rate of recommendations.

18. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS FORMALLY ESTABLISH AN AUDIT COMMITTEE WHOSE RESPONSIBILITY SHALL BE TO REVIEW ALL AUDITS AND RELATED REPORTS ISSUED BY THE MANAGEMENT SERVICES DIVISION, THE AUDITOR-CONTROLLER, AND THE GRAND JURY; MONITOR THE RESPONSES AND IMPLEMENTATION ACTIONS OF THE AUDITED DEPARTMENTS; MEDIATE DIFFERENCES OF OPINIONS BETWEEN THE AUDIT AGENCY AND THE AUDITEE.

(Alternative compositions of an Audit Committee are presented in the full audit report.)

BUDGETING OF MANAGEMENT AUDITS

It is current county practice in many cases to place in a department's budget the funds to pay for a scheduled management (or fiscal) audit. The department, in turn, controls the

funding of the audit. Both the MSD and the Auditor-Controller claim they have experienced problems with payments from departments which did not like the outcome of the audits.

19. THE GRAND JURY RECOMMENDS THAT THE COUNTY ALTER ITS BUDGETING POLICY AND ALLOCATE TO THE MANAGEMENT SERVICES DIVISION AND THE AUDITOR-CONTROLLER EACH YEAR THE FUNDS NECESSARY TO CONDUCT ALL APPROVED MANAGEMENT (AND OTHER) AUDITS. PROVISIONS SHOULD BE MADE FOR THE REIMBURSEMENT OF AUDIT COSTS FROM OTHER FUNDING SOURCES, E.G., FEDERAL OR STATE, WHERE APPROPRIATE.

20. THE GRAND JURY RECOMMENDS THAT THE MANAGEMENT SERVICES DIVISION OF THE CHIEF ADMINISTRATIVE OFFICE TAKE RESPONSIBILITY TO MAINTAIN A LIBRARY OF AUDIT REPORTS AND DISSEMINATE AUDIT INFORMATION AMONG THE VARIOUS DEPARTMENTS.

Sandra Klasky, Chair
Maycie Herrington
Jean Hitchcock
Edwin Kwoh
Patricia Lofland
Lidia Roth
Eduardo Valdiviez

HEALTH COMMITTEE

ISSUE: MEDICALLY INDIGENT ADULTS

THE ADMINISTRATION OF HEALTH CARE FOR MEDICALLY INDIGENT ADULTS HAS UNDERGONE SIGNIFICANT CHANGE. HAS THE DELIVERY OF HEALTH CARE BEEN IMPAIRED?

The Health Committee studied the feasibility of Los Angeles County contracting with the State of California to deliver total health care to approximately 86,000 people. These people are between the ages of 18 and 64 – the working poor or unemployed who are unable to pay for their medical care. They are referred to as MIAs, Medically Indigent Adults.

The committee was concerned that quality health care delivery would be impaired due to the fiscal shortfall which had already affected the services provided by the Department of Health.

BACKGROUND

Historically, the less advantaged citizens of Los Angeles County in need of medical care were covered by a federal/state funded program, Medicaid, which is designated as Medi-Cal in California. This jointly funded health coverage allowed welfare recipients to select the physician and hospital of their choice, including any county health facility. Non-welfare recipients were eligible for medical coverage only when all of their resources were exhausted due to catastrophic medical expenses.

Passage of Proposition 13 in the state reduced the dollars available to counties to pay for health care programs, resulting in reduction and/or elimination of some vital services.

In 1982, California Assembly Bill 799 transferred the coverage of all MIAs in the state who were ineligible for federally funded Medi-Cal to a new health care payment plan unique to California entitled the Medically Indigent Adults Program. Payment to the county for this MIA coverage is by a block grant which means that the funds are given without specification of usage. Senate Bill 2012, described as "clean up" legislation following the earlier AB 799, designated \$26.5 million to be divided among the 58 counties in the state to pay for the MIAs' care.

Each California county was given the option of entering this program earlier than the designated start-up date of January 1, 1983, at 100 percent funding for the care of the

MIA's. Los Angeles County opted to enter the program on November 1, 1982. At that time, 40 percent of the 86,000 medically indigent adults identified as eligible for transfer from Medi-Cal to county care were already receiving their total health care from Los Angeles County facilities. The 100 percent funding for the two months of 1982 at approximately \$19 million per month was helpful to the Department of Health Services in replacing the fiscal cutbacks made during the 1982 budget year.

The onset of this MIA contracted obligation for total health care was occurring at the same time that the county was proceeding to contract out to private providers for some of the hospital services. This contracting out would reduce the county staffing and change some of the historical methods of service delivery. Concurrently, the Special Negotiator for the Selective Hospital Providers Contracting Program (commonly known as the Czar) at the state level was negotiating a new standard for per-day cost of hospitalization for all Medi-Cal patients. This daily cost level was expected to be at least \$100 below the actual cost of delivering the present hospitalization care.

Beginning with the new fiscal year on October 1, 1983, the federal Medicare coverage for hospitalization will be determined according to a fixed fee formula for "Diagnosed Related Groups (DRGs)." This new system of a fixed fee formula does not differentiate between slightly ill and very sick patients in payment for care. For example, two persons with sore throats enter a hospital; both undergo tonsillectomies. One patient has no complications and is released from the hospital in three days; the other has complications and remains in the hospital for five days. The payment to the hospital will be the same for both patients regardless of the complications unless the patient can be placed in another diagnostic grouping. The hospital will have no fiscal incentive to care for the severely ill patient.

Patient treatment information is now retrieved manually from the medical records in most of the county facilities, and thus is not readily available. A more speedy automated record-keeping retrieval system will be necessary when the Medi-Care billing requirements for the Diagnostic Related Group are implemented October 1, 1983. If the manual system presently in effect is used at that time, it may cause a loss of payment for services to the county due to poor retrieval for billing within a specified time period.

The transfer of the 51,000 medically indigent adult patients to county facilities was extremely slow during the first two months. Patients appeared reluctant to leave their private practitioners and some sought care from alternative sources such as free clinics or were not seeking medical care at all. Methods to communicate the transfer of MIA patients used by the county included a 24-hour multilingual telephone "hot line" as well as 48,000 written notices mailed to non-county providers of health care alerting them to the changes. There was only limited outreach to the unemployed "new poor."

METHOD OF INVESTIGATION

Members of the Health Committee reviewed a number of reports of management studies and audits of the County Department of Health Care Services. Particular interest was given to the implementation of the recommendations from each of the reports. Questionnaires developed for interviewing purposes were used by this committee to cover all aspects of services provided by each facility which the committee planned to visit.

Visits were made to the administrative teams of the following facilities:

- Hubert H. Humphrey Comprehensive Health Center
- Los Angeles County/USC Medical Center
- UCLA/Harbor Hospital Medical Center
- Rancho Los Amigos Hospital
- Los Angeles County/USC Psychiatric Hospital
- Weingart Center – Skid Row

Members of the committee met with the Public Health Commission, executive staff of the Department of Health Services and Mental Health Service; senior deputy to the county supervisor in charge of county health care, and had many contacts with the staff of the Planning, Management and Evaluation section of the Department of Health Services. Vis-a-vis news media coverage of the MIA transfer, the committee was able to monitor the public's perception of the effects of the transfer.

FINDINGS

Los Angeles County Health Department officials do not feel that the impact of the MIA transfer to county health facilities has caused any lessening of the quality of health care.

In-patient admissions (versus outpatient) had a higher increase in the critical care units. This can be the most costly care when not preceded by preventative care. It appears that initial contact is being postponed due to one or more of the following reasons: fear, pride, transportation problems, or lack of information.

The number of unemployed residents in the county has been increasing since the November 1, 1982 start of this MIA program. Many of these "new poor" are reluctant to seek county provided health care. Long waits at outpatient health clinics and comprehensive centers may also contribute to patients' reluctance to seek county care. Prior to the MIA transfer, a patient's waiting period at county clinics was from one to five weeks; current waiting periods at these clinics are one to seven weeks.

The committee was very concerned with the attitudes of county hospital staff, which were considered to be less than cordial. The committee's inquiry into this attitudinal

problem resulted in the determination of a high degree of insecurity and uncertainty among the staff. There was a communication void. Health facility administrators should give more attention to the staff need for information. Management decisions, staff changes, modification of fiscal allocations and service delivery should be shared with employees working at the facility. Furthermore, the decision process that determines to close a facility one month, then supercedes that decision by leaving it open the next, and subsequently contradicts that conclusion by deciding to consider *all* options, can have a major impact on employee morale. Those uncertainties may produce insecurities transferrable to patients who are most in need of a sympathetic and understanding staff. More emphasis on better long-range planning could eliminate much of the problem.

In January 1983, the program began with a county reimbursement level of 70 percent of the actual cost of care. Hospital admissions were up 17.7 percent and emergency walk-ins were up 20.1 percent according to the March 21, 1983 report of the Deputy Director of Health Services.

During that same month, there was a projected fiscal shortfall in Los Angeles County/state funding which could adversely affect even further the amount and number of health care services which the county could financially afford to offer. A total shortfall of funds was projected to be about 47 percent.

Currently, patients seeking other than emergency care at county hospitals are screened regarding their ability to pay. If there is no insurance coverage or Medi-Cal eligibility, the patient must either pay \$30 at the time of treatment or within a seven-day period following; or, contract to pay the full cost liability. A revised ability-to-pay plan (ATP-R) has the approval of the Board of Supervisors and will offer a sliding scale payment plan according to the financial resources of the patient and his/her responsible relative.

RECOMMENDATIONS

21. THE GRAND JURY RECOMMENDS THAT LOS ANGELES COUNTY PROVIDE FREE PRELIMINARY DIAGNOSES OF ILLNESSES. A PLAN FOR PAYMENT COULD BE MADE WHEN DISCUSSION OF FURTHER TESTING AND TREATMENT TOOK PLACE. THIS WILL BE PREVENTATIVE IN NATURE AND MIGHT PRECLUDE COSTLY HOSPITALIZATION AT A LATER CRITICAL PERIOD OF THE ILLNESS.

22. THE GRAND JURY RECOMMENDS THAT THE HEALTH DEPARTMENT DEVELOP NEW AND MORE EFFECTIVE MEANS OF DISSEMINATING INFORMATION REGARDING AVAILABLE RESOURCES TO THE NEW MEDICALLY INDIGENT ADULTS SO THAT EARLY DETECTION AND TREATMENT OF DISEASE CAN TAKE PLACE.

23. THE GRAND JURY RECOMMENDS THAT THE MEDICAL RECORDS ABSTRACT SYSTEM IN THE HOSPITALS BE UNDER COMPUTER CAPABILITY.

24. THE GRAND JURY RECOMMENDS THAT HEALTH FACILITY ADMINISTRATORS GIVE CLOSER ATTENTION TO THE STAFF'S NEED FOR INFORMATION REGARDING ANTICIPATED CHANGES.

25. THE GRAND JURY RECOMMENDS THAT FUNDING BE IDENTIFIED FOR COST EFFECTIVE, LONG-RANGE PLANNING PROGRAMS TO INCLUDE PREVENTIVE HEALTH CARE. IT IS PROJECTED BY FUTURISTS THAT THE LOS ANGELES COUNTY AREA WILL BE THE MOST POPULOUS IN THE UNITED STATES AROUND THE YEAR 2000. GERIATRIC NEEDS MUST BE MET AS WELL AS OTHER HEALTH CARE PHENOMENA WHICH MUST BE INCLUDED IN PROJECTED PLANNING.

Juanita Dudley, Chair
Helene Eller
Jennie Kerr
Patricia Lofland
Eduardo Valdiviez

ENVIRONMENTAL CONCERNS COMMITTEE

ISSUE: LANDFILLS

LOS ANGELES COUNTY IS PRESENTLY FACING A CRISIS IN LOCATING, PERMITTING, AND OPERATING SUITABLE LANDFILL SITES FOR THE DISPOSAL OF OUR SOLID WASTES. HOW IS THE COUNTY GOING TO SOLVE THIS PROBLEM?

BACKGROUND

The 1982-83 Grand Jury's Environmental Concerns Committee recommended that this Grand Jury monitor the progress of the revised and updated County Solid Waste Management Plan (CoSWMP), which was due in final draft form by July 1982. In June 1981, the Board of Supervisors contracted with the firm of Brown and Caldwell, Consulting Engineers, to revise and update the County Solid Waste Management Plan as required every three years by California law. Their charge was to develop alternative plans, strategies, and organizational structures for resource recovery, safe disposition of hazardous waste and disposal plans which would minimize the use of landfills. The update of the plan was to be completed within 13 months. As of this writing, June 1983, the plan is in its final stages. The Department of County Engineer-Facilities is the coordinating agency between the consultant and the County Solid Waste Management Plan Committee.

Notwithstanding that alternative methods for disposing of solid waste should be vigorously encouraged, the need for more landfills prevails. The 7 million inhabitants of Los Angeles County generate approximately 35,000 to 40,000 tons of solid waste daily. One way of disposing of this waste is to bury it under shallow layers of earth to form landfills. Landfill sites in Los Angeles County are rapidly being filled close to capacity.

Although the waste disposal problem also includes hazardous waste, the 1982-83 Environmental Concerns Committee decided to focus on the critical issue of nontoxic solid waste disposal.

METHOD OF INVESTIGATION

Committee members interviewed officials from state, county and city departments, as well as the chair of the Public Works Committee for the City of Los Angeles. Members also talked with representatives of the Los Angeles County Sanitation District and the

South Coast Air Quality Management District. The Environmental Concerns Committee attended many County Solid Waste Management Plan Committee (CoSWMP) meetings to obtain first-hand information about the progress of the plan.

In trying to determine how solid waste is handled in other communities, the committee visited the Orange County General Service Waste Management Department. The committee viewed local landfills by helicopter and made on-site visits to Puente Hills, BKK Landfill, and transfer stations. The committee also looked at resource recovery, recycling programs and other private businesses involved in waste disposal.

Much written material on the subject of landfills and solid waste disposal was read and discussed within the committee. A complete list of persons interviewed, sites and facilities inspected, and group meetings attended can be found in the appendix of the Environmental Concerns Committee report.

FINDINGS AND RECOMMENDATIONS

As was previously stated, California law mandates that the County Solid Waste Management Plan be updated every three years. However, the Environmental Concerns Committee of the 1982-83 Grand Jury believes that the plan does not address the crucial issue — the authority to determine sites and issue permits for future landfills. It appeared to the Environmental Concerns Committee that the County Engineer, who chairs the CoSWMP Committee, encouraged the members of his committee to address this issue, but the majority of the members did not want siting authority to be part of the plan.

While the general population is quite unaware of the critical extent of the waste disposal quandry, the affected portion of the population is very aware of the enormity of the problem and is in constant contention with authorities to keep landfills out of its own neighborhood. Objections to landfills center around concerns such as additional air pollution, gas migration, increased truck traffic, and noxious odors emanating from the sites. Even when all of those concerns are addressed and remedied, it is difficult to overcome the emotional bias of the affected citizens. For example, the improved gas recovery systems being installed at landfill sites can eliminate noxious odors while at the same time provide fuel to produce electricity; yet this is not comforting to the nearby residents.

New locations are either inaccessible, strongly opposed by residents, or located too far away to be economically feasible. Unless new or expanded disposal sites are permitted near the cities, residents will have to pay more in the form of taxes or fees to have their trash hauled longer distances. Doubling the hauling distance dramatically increases the cost. Some operating permits for existing landfills are soon to expire and there is constant pressure to close down existing landfills. Closing a landfill tends to have a domino effect — when one closes, the rest get more trash, filling them up even faster. Consequently, the need for space is accelerated.

It was evident to the Environmental Concerns Committee that unfavorable political ramifications to elected officials presented as great an obstacle in permitting suitable landfill sites as the lack of available areas in which to place them.

There are alternatives which need to be employed for waste disposal. Some of the alternative measures the committee observed were recycling and resource recovery programs which reduce the daily trash load; buy-back stations where the city or licensed contractor purchases cans and bottles brought to the site by citizens; the issuance of containers to homeowners so that household waste can be separated at the source. When the public is informed of these procedures through information campaigns conducted by both the cities and the waste reclaimer hired for the job, participation in the program increases.

All of these efforts should be applauded, but the public must not be lured into thinking that these programs suffice without additional landfill sites. There will always be a residue to be discarded in either landfills or at sea, so the procuring of landfill sites remains the central issue. Although there appear to be many open spaces in the outlying areas of the county, no sites are suitable to the surrounding residents or their respective elected officials, who generally respond to constituent pressure. Therein lies the dilemma.

The committee recognizes that although adequate technological expertise is available within our county, there is no mechanism to disperse or coordinate the knowledge among the local jurisdictions and interested parties. The enormity of the waste disposal problem in Los Angeles County is further complicated by the involvement of so many entities, namely the county, special districts, unincorporated cities, and the private sector.

The county's responsibility to coordinate, administer, monitor, and implement the County Solid Waste Management Plan is vested in the CoSWMP Committee. However, adequate funding has not been allocated to this committee to effectively discharge that responsibility. The CoSWMP Committee is proposing a support program as a vehicle to carry out its responsibilities.

26. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ACCEPT THE SUPPORT PROGRAM PRESENTED BY THE COUNTY SOLID WASTE MANAGEMENT COMMITTEE AND IMMEDIATELY ALLOCATE FUNDS TO INSURE ITS EXECUTION.

27. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE CoSWMP COMMITTEE'S SUPPORT PROGRAM TO ADDRESS THE ISSUE OF COORDINATING EFFORTS FOR THE SITING AND PERMITTING OF LANDFILLS.

Inquiries about copies of the Brown-Caldwell Plan and CoSWMP Committee's proposed support program should be directed to the County Engineer's Office.

James Land, Chair; William Cassius; Leo George; Sandra Klasky

CRIMINAL JUSTICE COMMITTEE

ISSUE: INTERNAL INVESTIGATIONS IN POLICE AGENCIES

WHAT IS THE QUALITY AND MANAGEMENT ACCOUNTABILITY OF INTERNAL INVESTIGATIONS OF CITIZENS' COMPLAINTS AGAINST LAW ENFORCEMENT PERSONNEL, AND IS THERE FISCAL LIABILITY TO JURISDICTIONS ARISING FROM CLAIMS/LAWSUITS RESULTING FROM THESE COMPLAINTS?

BACKGROUND

From correspondence addressed to the Grand Jury and news media reports, the Criminal Justice Committee clearly identified the public's concern about law enforcement agencies' investigations and accountability regarding officers' alleged use of deadly or excessive force. Further, that such allegations of misconduct resulted in civil lawsuits for damages and monetary settlements.

During 1982, news publications reported lawsuits filed by victims of alleged police use of deadly or excessive force seeking damages amounting to \$167 million. In four lawsuits settled or decided by juries in Los Angeles County courts between June 1982 and May 1983, a total of \$1,277,250 was awarded to victims.

This public concern is not a new issue. A review of the activities of previous Los Angeles County grand juries from 1924 through 1979 revealed a history of concerns with the impact of law enforcement policies, procedures, and practices on the public.

The continuing controversy surrounding the use of the chokehold by law enforcement agencies required the present and the 1981-82 Grand Jury to spend considerable time reviewing aspects of cases which resulted in deaths.

In some cases – which attracted much public interest – criminal investigations did not reveal sufficient evidence to conclude that the officers involved used excessive force. Granted, in the legal sense, the conclusions seem justified; however, the cases raised questions about the officers' conduct and discretion.

California Penal Code, section 832.5a, was amended by the Legislature in 1978. It mandates each department or agency within the state which employs peace officers to establish a procedure to investigate citizens' complaints against its personnel and make a written description of the procedure available to the public.

An essential aspect of the police service should be maintaining public confidence in the quality of the management of internal discipline. Citizens' complaints of alleged misconduct must be properly investigated in order to (1) protect the public from police misconduct, (2) maintain police agency integrity, (3) identify areas where corrective retraining is needed, (4) remove unacceptable personnel from further police service, and (5) protect innocent employees.

The existence and implementation of a viable citizens' complaint policy may do much to reduce lawsuits emanating from charges of alleged misconduct.

METHOD OF INVESTIGATION

In order to determine the quality and management accountability of internal investigations of citizens' complaints against law enforcement personnel, the committee conducted personal interviews with the Los Angeles County Sheriff and 12 Chiefs of Police and their internal investigative staff.

Guidelines for the survey were based on the standards for internal discipline published in the National Advisory Commission of Criminal Justice Standards and Goals, *Report on Police*, 1973. A questionnaire was developed and used as a guide for the personal interviews. The committee examined varied aspects of internal investigation policies and procedures concerning citizens' complaints from reception to adjudication. Fourteen law enforcement jurisdictions were also surveyed by written questionnaires. This included 16 incorporated cities with populations of 75,000 or more, and unincorporated areas of Los Angeles County. City managers/administrators were contacted to determine the number of legal actions filed and settled against their jurisdictions and the resulting fiscal liability.

FINDINGS AND CONCLUSIONS

A common theme expressed by citizens to the Grand Jury through their complaints against law enforcement agencies is the lack of trust in the quality of internal investigations. This may be due to a lack of information regarding the process and a "feeling" that the police should not investigate themselves. There are other data supporting this perception, gathered in public hearings conducted by the Los Angeles City Council (1979), the Los Angeles Board of Police Commissioners (1979), and the Governor's Task Force on Civil Rights, *Report on Racial, Ethnic, and Religious Violence in California*, December 1982.

The internal affairs investigative process is a component of the internal discipline system of a law enforcement agency. The chief police executive is ultimately responsible for administration of discipline.

California legislation expanded the rights of police officers under the "Public Safety Officers Procedural Bill of Rights Act" which is codified in Section 3300, California Government Code. Sections 3303-3309 sets forth the rights of officers under investigation which may lead to punitive action; i.e., suspension, dismissal, etc. Some chief police executives expressed concern regarding aspects of that law because of the restrictive impact on some internal investigations. It may be used in an abusive manner to prevent discovery of vital and/or supportive evidence of alleged misconduct.

At an early stage of any internal investigation, it is necessary to decide whether evidence and allegations warrant criminal prosecution of the officer. If it appears that criminal charges are warranted, the investigation must adhere to all restrictions of an ordinary criminal investigation. Search and seizure restrictions apply and Miranda warnings (advisement of constitutional rights) must be given.

The committee survey disclosed that all law enforcement agencies reviewed were in compliance with legislative requirements which mandate established written procedures for investigating citizens' complaints. All agencies have complaint forms which are available to the public at police facilities. However, one chief noted that complaint forms are also available at a specific location in the City Hall of his city. He is concerned that some citizens are intimidated by the requirement to make complaints at police facilities.

Nine police agencies make processing and investigating of citizens' complaints a full-time function of an Internal Affairs Unit. Four agencies reported they assign the investigation of complaints to supervisory and/or command staff as needed. Two agencies reported that all matters of alleged misconduct which results in serious injuries or death are referred to the Los Angeles County Sheriff's Office for investigation. All reporting agencies refer matters involving serious injuries or death to the District Attorney for evaluation of possible criminal liability.

It was generally reported that there is a requirement for investigations of complaints to be completed within 30 days; however, exceptions are based on the complexity of the case. If additional time is required, the extension must be approved by the chief police executive or a delegated command officer. One agency reported it sets no time limit.

In response to inquiries regarding special training of investigative personnel, the agencies reported a range from no special training to a maximum of two weeks of training in general investigative techniques. Most agencies contacted rely on the "on the job" type of training.

The survey disclosed, relative to the number of arrests made, that few citizens' complaints were received by reporting agencies during 1982. This might suggest to law enforcement agencies that consideration be given to examining their complaint intake procedures to insure a responsive mechanism which would permit the public to express its complaint(s) directly to the chief police executive without fear or reservation.

The consensus of chief police executives interviewed is that their respective internal investigations are conducted diligently and impartially.

The Criminal Justice Committee formulated this presumption — jurisdictions incur high fiscal liability due to alleged police misconduct.

To examine the issues, the committee collected data indicating the number of lawsuits filed and settlements made between January 1979 through December 1982. Requests for information were forwarded to the Chief Administrative Officers, County of Los Angeles and City of Los Angeles, and city managers/administrators of 12 other jurisdictions — nine responses were received. Also, the Managing Assistant, Civil Liability Division, Los Angeles City Attorney's Office was interviewed.

Collectively, settlements and awards for the total period amount to approximately \$13.5 million. The major portion of this liability was incurred by the two largest law enforcement jurisdictions with the county. Minimal liability was incurred by cities (jurisdictions) of 85,000 or less.

According to a legal practitioner, factors which have contributed to increased filing of civil actions and escalation of monetary awards are the inflationary state of the economy and law which has broadened the area of legal liability against public agencies. According to the same source, if current trends continue, in 1983 the liability to a specific city could reach \$7 million. A sizeable number of cases are currently awaiting settlement or trial.

The committee concluded that these facts indicate an unquestioned need for agencies to reduce the number of incidents which give rise to legal action.

No new conclusions were derived from the committee's endeavor. The survey supported assertions that police conduct requires continuous thoughtful examination as police officers possess awesome powers. They perform their duties under hazardous conditions and with vigilant public eye upon them. Police officers are permitted only a small margin of error in judgment under conditions that impose high degrees of physical and mental stress.

Some police agencies in the county provide psychological counseling for officers who have used force or firearms in a confrontation which resulted in death of an arrestee. This is provided in order to relieve stress associated with their duties. Such counseling may reduce the need for many stress-related disability retirements. One agency reported having a chaplain's corps available for counseling.

The departmental commitment to the disciplinary process must be zealously controlled by the chief police executive. Proper conduct must be clearly defined, a reliable mechanism for detecting misconduct must be well functioning, and appropriate sanctions must be consistently imposed when misconduct has been proven. Properly staffed and supervised, an internal investigations unit protects both the public and the department. A police management concept permits the chief police executive to delegate to subordinates as much responsibility and authority as he deems necessary; however, the ultimate responsibility for quality police service and disciplinary process rests with the chief police executive — for this he must remain accountable.

Analysis of the committee survey suggests that the quality of internal investigations substantially improved where the function was adjunct to the chief's office or the investigative personnel reported directly to the office of the chief police executive.

28. THE GRAND JURY RECOMMENDS THAT THE LOS ANGELES COUNTY SHERIFF'S OFFICE AND ALL LAW ENFORCEMENT AGENCIES WITHIN THE COUNTY MAKE COMPLAINT FORMS AVAILABLE TO THE PUBLIC AT ACCESSIBLE LOCATIONS IN CITY HALLS AND PUBLIC LIBRARIES.

29. THE GRAND JURY RECOMMENDS THAT LAW ENFORCEMENT AGENCIES' INTERNAL INVESTIGATIONS UNITS REPORT DIRECTLY TO THE CHIEF EXECUTIVE IN ORDER TO INSURE OPTIMUM MONITORING.

30. THE GRAND JURY RECOMMENDS TO THE LOS ANGELES COUNTY SHERIFF'S OFFICE AND ALL LAW ENFORCEMENT AGENCIES WITHIN THE COUNTY THAT ALLEGATIONS OF MISCONDUCT BY POLICE OFFICERS BE INVESTIGATED BY PERSONNEL OTHER THAN THE OFFICERS' IMMEDIATE SUPERIORS IN ORDER TO INSURE OPTIMUM OBJECTIVITY.

31. THE GRAND JURY RECOMMENDS THAT ALL LAW ENFORCEMENT AGENCIES WITHIN THE COUNTY PROVIDE PSYCHOLOGICAL COUNSELING SERVICES TO ALL OFFICERS INVOLVED IN THE USE OF FORCE AND/OR FIREARMS RESULTING IN DEATH OR SERIOUS INJURY.

Roberta Reddick, Chair
Juanita Dudley
Leo George
Juan Godoy
James Land
Sarah Oropeza
Judith Richardson

COMMITTEE REPORTS

AUDIT COMMITTEE

PURPOSE

In accordance with California Penal Code sections 925, 925a and 928, the Grand Jury is authorized to examine the fiscal records and management procedures of all Los Angeles County officers, departments, or special districts. Penal Code section 925a specifically gives the Grand Jury authority to inspect the fiscal records and books of any incorporated city and comment on the findings. Accordingly, the Audit Committee was delegated by this Grand Jury to carry out any or all of the above activities. The Grand Jury's budget includes funds to hire the services of outside experts to assist in its investigations.

BACKGROUND

In Los Angeles County, the Grand Jury has annually contracted with a Certified Public Accountant (CPA) firm to conduct its investigations. In former years, audit committees had turned to its contract auditors not only to conduct the investigations, but also to help determine the areas to investigate.

The 1982-83 Grand Jury formed its permanent committees in August 1982. At that time, the Audit Committee decided to study programs and practices which affect all of County government rather than conduct audits of the individual departments.

The committee elected to identify the areas for review first, then hire an auditor who could best work in the selected areas. A departure from tradition made by this Audit Committee was that a CPA firm was not considered to be the only choice for auditors. Since a managerial audit was being requested, the committee decided a research managerial consulting firm could also qualify for the job.

AREAS OF REVIEW

Workers' Compensation

Risk Management

Los Angeles County Program for Contracting Out of Services Under Provisions of Proposition A

Los Angeles County Practices Concerning the Conduct and Outcome of Management Audits and Reviews

Incorporated Cities Within the County – Azusa, Hawthorne and Lynwood

METHODS OF INVESTIGATION

The determination of areas to audit and the choice of a contract auditor were the first orders of business for the 1982-83 Audit Committee. The study and identification of areas to review took up five weeks of committee time.

First, the concerns of the entire Grand Jury were solicited and explored. Second, departments and issues which happened to be of high and current public interest were discussed. Third, concerns as expressed to the Grand Jury by the county supervisors were taken into consideration. The Audit Committee also consulted with a number of county department heads who graciously shared their concerns. After much research, the Audit Committee identified the areas for review.

While the committee was conducting its research and selection process, requests for proposals (RFPs) were sent out to 19 firms. Ten proposals were received by the Audit Committee from firms bidding to assist the 1982-83 Grand Jury as its contract auditor. The committee studied each proposal and granted oral interviews to five of the interested contractors. A list of questions was compiled and asked of each firm that appeared before the committee. Committee members and the Foreman of the Grand Jury were present at all oral interviews.

On October 12, 1982, the Audit Committee recommended the hiring of McManis Associates, Incorporated, a research and consulting managerial firm with particular experience in the field of public sector work. The Grand Jury approved the choice; the McManis firm started working October 26, 1983. The contract auditors were directed to review workers' compensation/risk management, contracting out under Proposition A, and the impact of management audits and reviews.

The committee then turned to the authority granted to the Grand Jury to investigate the fiscal matters of incorporated cities. It appeared that this authority had been exercised only once in the past ten years. This Grand Jury elected to examine the books and records of three incorporated cities.

In February 1983, RFPs were sent to ten CPA firms to bid on the incorporated cities review. After studying seven proposals and conducting oral interviews with three firms, Simpson & Simpson was hired by the Grand Jury. Work was to begin March 28, 1983 and be completed within six weeks. Two members of the Audit Committee were assigned to each city and were to accompany the contract auditors on the interviews to the respective cities. Periodic progress reports were made to the entire committee.

FINDINGS AND RECOMMENDATIONS

Workers' Compensation

In 1969, by a formal action of the Board of Supervisors, Los Angeles County was moving in the direction of self-insurance and a full funding policy. In the late 1970s, as the county experienced more budget problems, the supervisors decided that self-insurance should continue, but a \$50 million trust fund should be maintained rather than a full funding account. The \$50 million reserve was meant for extraordinary or catastrophic losses and then only each year's cash payments would be funded out of the yearly budget. The Auditor-Controller was critical of this action and urged the Board to reinstate the full-funding policy. That recommendation was rejected.

Although it appears that the management of the Workers' Compensation by the county is handled well, the philosophical differences still exist. There is a bonafide difference of opinion as to the financial risk involved in a less-than-fully funded trust fund. The auditors stated that this philosophical difference is not peculiar to Los Angeles County. The problems that surround Workers' Compensation revolve around the interpretation of existing legislation rather than the concerns of county management.

Risk Management

The county's General Risk Management program appears to be well-balanced between self-insurance and commercial insurance. According to the report of the contract auditor, Los Angeles County is in keeping with the national trend toward self-insurance by public agencies.

(The entire McManis report on Workers' Compensation and Risk Management is on file with the Grand Jury.)

32. THE GRAND JURY RECOMMENDS THAT THE COUNTY CONTINUE TO SEEK REFORM OF STATE WORKERS' COMPENSATION LEGISLATION IN ORDER TO COMBAT RISING COSTS AND TO HELP IDENTIFY AND ELIMINATE LOOPHOLES THAT COULD PERMIT ABUSES IN WORKERS' COMPENSATION BENEFITS.

Contracting Out

The report of the Los Angeles County programs for contracting out of services under provisions of Proposition A can be found in the Major Issues section of this report.

Management Audits

The report on Los Angeles County practices concerning the conduct and outcome of management audits and reviews can be found in the Major Issues section of this report.

Incorporated Cities

Under existing law, a grand jury may examine the books and records of any incorporated city within the county if the inquiry pertains to fiscal matters (Penal Code section 925a). Although the law permits a grand jury to function in the capacity of watchdog over county government, it does not permit the same with incorporated cities. This limitation seriously restricts the grand jury's ability to address local problems for citizens of the incorporated cities. There is a legislative bill pending, Senate Bill 924 (SB 924), which expands grand jury authority to include watchdog functions going beyond the present authority to inspect the financial books and records of said cities.

The fiscal audits conducted on the three incorporated cities indicate that the audit controls for all three cities should be strengthened. Better procedures for budgeting should be in place. Budgets should be prepared on an annual basis to show all sources of income and expenditures. These figures should be made available to the general public.

Full audit reports on the aforementioned subjects can be found under separate cover in the Grand Jury office or any of the following public libraries: City of Los Angeles Public Library, County of Los Angeles Public Library, and the County of Los Angeles Law Library.

33. THE GRAND JURY RECOMMENDS THAT FISCAL INVESTIGATIONS OF INCORPORATED CITIES UNDER THE AUTHORITY OF PENAL CODE SECTION 925a BE VIGOROUSLY PURSUED BY FUTURE GRAND JURIES.

34. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PURSUE PASSAGE OF SB 924 SO THAT THE AUTHORITY FOR INVESTIGATIONS OF INCORPORATED CITIES CAN BE EXPANDED TO INCLUDE WATCHDOG FUNCTIONS.

*Sandra Klasky, Chair
Maycie Herrington
Jean Hitchcock
Edwin Kwoh
Patricia Lofland
Lidia Roth
Eduardo Valdiviez*

CRIMINAL JUSTICE COMMITTEE

PURPOSE

A function of the Criminal Justice Committee is the evaluation of criminal cases presented to the Grand Jury by the District Attorney for investigative and indictment hearings. The committee also has authority to examine areas of the criminal justice system of the county to identify aspects which may benefit from suggested improvements in its service delivery. A major function of the committee is the review of correspondence and citizen complaints directed to the Grand Jury alleging policy, procedural or law violations; and when warranted, initiate investigations in such matters. The committee also reviews requests for Grand Jury subpoenas.

AREAS OF REVIEW

- Screening of Cases
- Review of Correspondence
- Voting Irregularities
- Court Support Video System
- Preliminary Hearing Continuances
- Investigation of Officer-Involved Citizen Deaths

METHOD OF INVESTIGATION

The Criminal Justice Committee reviewed reports and publications relating to areas of concerns. It also interviewed officials responsible for the functions identified in this report.

SCREENING OF CASES

The Criminal Justice Committee reviews in secrecy the cases presented by the District Attorney to determine whether a Grand Jury investigative or indictment hearing is justified. This process of review is called "screening." Some of the standards the committee used to qualify a case for a Grand Jury hearing were:

- The case involves allegations of misconduct by a public official;
- The case requires testimony from witnesses who are non-residents of the county;

- There is difficulty interviewing a hostile witness whose testimony may prove vital to the prosecution;
- A case of unusual complexity;
- The case requires secrecy in its investigation and presentation.

Through May 20, 1983, the Criminal Justice Committee screened and recommended that the Grand Jury hold ten investigative hearings and three indictment hearings.

REVIEW OF CORRESPONDENCE

The Criminal Justice Committee reviewed 41 items of Grand Jury correspondence from citizens alleging varied complaints against officials of the county, city, schools, and law enforcement officers. Complaints included allegations of fiscal irregularities in cities within the county, conflict of interest in the awarding of contracts, prosecutor filing and investigative irregularities, inadequate courtroom procedures, criminal negligence by private medical providers, irregularities in coroner investigations and Election Code violations.

Fiscal management within cities of the county is one area of concern that previous grand juries have not addressed. The committee was made aware of this late in our term through grand jury correspondence. Two complaints of fiscal mismanagement were referred to the Audit Committee for appropriate action. Under Section 925a of the California Penal Code, the Grand Jury has authority to make fiscal audits of incorporated cities within Los Angeles County.

35. THE GRAND JURY RECOMMENDS THAT THE 1983-84 AND FUTURE GRAND JURIES PLACE MORE EMPHASIS ON INVESTIGATING FISCAL MISMANAGEMENT WITHIN CITIES OF THE COUNTY.

VOTING IRREGULARITIES

A continuity issue from the 1981-82 Grand Jury Report was the possibility of fraud inherent in postcard registration and the unrestricted use of absentee ballots which might determine the outcome of an election. The 1982 Gubernatorial election validated that concern; 60 percent of the more than 500,000 absentee ballots cast provided the winning margin.

The committee met with officials of the Registrar-Recorder's Office and inquired into the process of voter registration by mail and absentee ballot voting. The Grand Jury observed parts of the voting process in action during the 1982 general statewide election. There was a consensus among the participating jurors that the integrity of the process observed is well-protected and the management of the total system is of superior quality.

There still remains concern that there is a lack of capability to verify citizenship of voters who register by mail. Under the United States Privacy Act, records are not open to scrutiny. The Affidavit of Registration used contains an affirmation of truth and a statement of legal sanctions for perjury (codified in Section 126, California Penal Code). When a potential voter signs this document as being true and correct, the Registrar-Recorder must accept it as valid on its face.

The constitutionality of a citywide vote-by-mail system as used in a 1981 election in the City of San Diego is being challenged in the courts. In 1982, an appellate court ruled that voting by mail violates a provision of the California State Constitution which requires that voting shall be in secret. The California Supreme Court is still considering arguments heard in April 1983 that voting by mail compromises the integrity of the secret ballot.

36. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INITIATE LEGISLATION WHICH PROMULGATES PROVEN CITIZENSHIP ELIGIBILITY FOR CALIFORNIA VOTERS.

COURT SUPPORT VIDEO SYSTEM

The Criminal Justice Committee was made aware of the problems of congested calendars affecting the courts. Committee attention was directed to a modern technology which has successfully operated in the County of Santa Barbara since August 1981, known as the Court Support Video System.

This two-way circuit television system enables probation officers and public defenders to communicate visually and audibly, within a five-mile radius, with defendants in custody at the Santa Barbara county jail.

The efficiency and effectiveness of the system is evident in the county jail where inmate conferees are easily escorted to a holding tank adjacent to the video booth where the closed circuit television interviews are held.

According to published reports, the Santa Barbara County Public Defender stated that the system exceeded expectations with respect to convenience and economy. Other officials of that county have been enthusiastic in supporting the use of the system. The estimated time saved through use of the video system amounts to one hour per staff person for each average investigation.

Such a system is presently under study and consideration for use in Los Angeles County. Despite a lag due to some unresolved technical licensing, budgeting, legal, and procedural issues, we believe that early implementation would be of benefit to the county.

37. THE GRAND JURY RECOMMENDS THE UTILIZATION OF SUCH A VIDEO SYSTEM IN THE LOS ANGELES COUNTY COURT SYSTEM.

PRELIMINARY HEARING CONTINUANCES

A frequently discussed subject is the backlog of cases in the court system within Los Angeles County. Although over the past year there has been a general decline in delay of cases, there is still concern due to the high cost of operating the courts. According to a study conducted by the Superior Court Executive Officer, the daily cost of operation of a criminal court is \$3,791. With this perspective, the Criminal Justice Committee interviewed judges and visited sessions of the Municipal and Superior Courts. Particular attention was given to the number of requests for continuances. The committee elected to make a cursory examination to discover the impact of the rate of continuances of felony preliminary hearings.

With the assistance of the Grand Jury Legal Advisor and the Municipal Court Coordinator, 1,000 court cases were reviewed. Findings were that 84 percent of the cases required at least one or two continuances.

38. THE GRAND JURY RECOMMENDS CONTINUED EFFORTS TOWARD REDUCING SUCH DELAYS CONSISTENT WITH THE PROTECTION OF THE RIGHTS OF THE ACCUSED. THIS WOULD PROVE SIGNIFICANTLY BENEFICIAL IN COST SAVINGS TO THE COURTS.

INVESTIGATION OF OFFICER-INVOLVED CITIZEN DEATHS

The Grand Jury has conducted many investigations of a sensitive nature. Some were sensitive because of the subject matter, and others because the investigation concerned a well-known individual. Another category of sensitive investigations is composed of cases involving confrontations between citizens and law enforcement officers which result in death or serious injury.

The community is saddened when a law enforcement officer is killed in performance of his duties. The community is equally shocked and concerned when a citizen is killed or seriously injured as a result of an officer-involved confrontation. The Grand Jury has received requests for investigation of such incidents from private individuals and organizations. The Criminal Justice Committee has contacted law enforcement and prosecutorial agencies in order to review such cases.

When the deceased or injured person is a private citizen, the potential for public misunderstanding of the resolution of the investigation is high. Because law enforcement officers are part of the criminal justice system, it is essential that the public perceive that officer-involved citizen deaths and injuries are handled fairly and expeditiously.

The prosecutorial agencies face special problems in these investigations. There may be large numbers of witnesses to interview. Some witnesses may be uncooperative. In some instances, the investigation may be extended for a considerable period of time.

The District Attorney has the statutory authority to bring investigative hearings before the Grand Jury. The decision whether to refer a sensitive investigation to the Grand Jury is at the discretion of the District Attorney's Office after consideration of the factors revealed by his investigation.

The facts uncovered during a Grand Jury hearing may aid the District Attorney in deciding whether criminal charges would be appropriate under the established filing standards.

Although the actual testimony before the Grand Jury is secret, the fact that an investigative hearing was conducted would, in the committee's opinion, have a positive effect upon public confidence in the ultimate resolution of the matter. The community must be assured that these investigations are being handled as thoroughly and expeditiously as possible. Public confidence in the criminal justice system will be high when the public can see that the Grand Jury, a body of peers, is participating in the evaluation of these sensitive matters.

39. THE GRAND JURY RECOMMENDS THAT OFFICER-INVOLVED CASES OF CITIZEN DEATH OR GREAT BODILY INJURY IN WHICH THE LEGALITY OF OFFICER CONDUCT IS NOT CLEARLY ESTABLISHED BY THE DISTRICT ATTORNEY'S INVESTIGATION BE REFERRED TO THE GRAND JURY FOR INVESTIGATIVE HEARING.

Roberta M. Reddick, Chair
Juanita Dudley
Leo George
Juan Godoy
James Land
Sarah Oropeza
Judith Richardson

JAILS COMMITTEE

PURPOSE

The people of this county have a responsibility to assure that every person legally confined be held in a safe environment protected from harm. With this mandate, the 1982-83 Grand Jury through its Jails Committee inspected every public detention facility within the county.

AREAS OF CONCERN

Inspection of Jails

BACKGROUND

The Los Angeles County Sheriff's Department has the primary responsibility for providing security to an average of 11,500 persons who are being detained awaiting and during trial or who are serving sentences for misdemeanor or felony offenses. To carry out the responsibility, the Sheriff's Department operates the Central Jail, where nearly 50 percent of those inmates are housed, Biscailuz Center, Hall of Justice Jail, Peter Pitchess Honor Rancho (formerly known as Wayside Honor Rancho), Sybil Brand Institute for Women, and 24 other detention facilities. In addition, the Sheriff's Department has contractual obligations to operate 35 detention facilities within incorporated cities in the county.

In order to accommodate the detention requirement of persons in the booking process, the Los Angeles Police Department maintains and operates 19 detention facilities throughout the city, including the men's facility at Parker Center. In addition, the other 46 cities within the county operate their own detention facilities.

METHODS OF INVESTIGATION

The seven-member Jails Committee was divided into three inspection teams. Committee members used a questionnaire as a basis of assuring uniformity of their inspections. The forms were filled out at the end of each visit and entered in a file for review by the entire committee. Questions concerned the accuracy and consistency of record keeping, prisoner security and treatment, as well as compliance with regulations of the California State Board of Corrections. In addition, the teams checked sanitation and safety standards. Inspections were conducted at 95 jails and two county courthouse holding tanks.

FINDINGS AND RECOMMENDATIONS

An investigative hearing into an alleged murder at the Central Jail was conducted by the Grand Jury. During the course of the hearing, testimony made it apparent that custody officers at certain times lacked clear view of inmates under their charge. This condition led to critical injuries to one inmate and exposed others to unnecessary and avoidable danger.

40. THE GRAND JURY RECOMMENDS THAT AN ELECTRONIC SCANNING SYSTEM BE INSTALLED ON EACH LEVEL OF CELL ROWS AND DAY ROOMS IN CENTRAL JAIL TO MONITOR INMATE ACTIVITIES.

In a follow-up of last year's Grand Jury report, the committee found that there is still a very serious need for additional holding cells in the Criminal Courts Building. It found that the space for these cells is available on three floors and was planned for this purpose in the initial construction.

The requirement for these added cells grows out of various mandates with regard to mixing prisoners; i.e., men and women must not be mixed; juveniles must be kept separate from adults; the mentally ill must be separated; gang members, informants, homosexuals, highrisk and persons in the news all must be kept apart from other prisoners to protect them and/or other prisoners.

41. THE GRAND JURY RECOMMENDS THAT FOUR ADDITIONAL KEEP-AWAY CELLS BE PROVIDED IN THE CRIMINAL COURTS BUILDING BY OPENING UP SPACE WHICH IS NOW SEALED OFF.

The freight elevator at Central Jail is used to carry food to maximum security inmates and also to transport garbage. At the time of the inspection, the elevator was filthy and emitted a foul odor.

42. THE GRAND JURY RECOMMENDS THAT THE FREIGHT ELEVATOR AT CENTRAL JAIL BE GIVEN A THOROUGH AND REGULARLY SCHEDULED CLEANING, INCLUDING STEAM CLEANING, WIRE BRUSHING, AND DEODORIZING.

After seven prisoners escaped from a Sheriff's Department bus while being transported to Peter Pitchess Honor Rancho, the Sheriff's Department indicated it would undertake alterations as each bus is scheduled for servicing or repairs. The alterations are to include installation of solid vertical bars over existing horizontal bars on rear windows, the side windows replaced with metal plates, and the repositioning of a second deputy's seat to allow full view of inmates as well as the road.

43. THE GRAND JURY RECOMMENDS THAT THE 1983-84 GRAND JURY MONITOR THE IMPLEMENTATION OF THESE ALTERATIONS TO THE BUSES IN FUTURE JAIL INSPECTIONS.

The custodial maintenance at some municipal jails is done by civilian personnel and indicates a distinct lack of quality when compared to the same type of maintenance performed by trustees from the Sheriff's Department.

Inspection of the following facilities indicated unacceptable conditions: Harbor Division, Huntington Park jail, Maywood jail, Southeast Division, and Hollywood Division. There was extensive graffiti, vermin, and dirt-encrusted corners where mops cannot clean the sharp angles; light colored baseboards collect and keep the filth from the mopping. All of this reflects the generally poor maintenance. Similar conditions at both Southeast and Hollywood Divisions of the City of Los Angeles were noted by last year's Grand Jury. These conditions have been noted by previous grand juries and seem to point out the poor quality of services that the city receives from its custodial maintenance contractors.

44. THE GRAND JURY RECOMMENDS THAT THE CONDITIONS AT HARBOR, HOLLYWOOD, AND SOUTHEAST DIVISION FACILITIES OF THE CITY OF LOS ANGELES BE CORRECTED IMMEDIATELY.

45. THE GRAND JURY RECOMMENDS THAT THE HUNTINGTON PARK AND MAYWOOD JAILS EMPLOY EXTERMINATION SERVICES FOR ERADICATION OF COCKROACHES AND OTHER VERMIN. A GENERAL CLEANING IS NECESSARY FOR WALLS, FLOORS, AND SHOWERS. A SECOND VISIT WAS MADE TO THESE JAILS AND IT WAS FOUND THAT IMPROVEMENTS HAD NOT BEEN MADE EVEN THOUGH UNSANITARY CONDITIONS HAD BEEN POINTED OUT TO JAIL PERSONNEL ON THE FIRST VISIT.

Prisoners brought to the Santa Monica Courthouse are unloaded from the bus at a door adjacent to the public parking lot. No fence or wall separates the unloading of prisoners from the public parking lot, an indication of poor security.

46. THE GRAND JURY RECOMMENDS THAT A PRISONER UNLOADING ENCLOSURE BE PROVIDED ABUTTING THE SOUTH SIDE OF THE SANTA MONICA COURTHOUSE TO ENSURE FULL SECURITY FOR THIS PROCEDURE. METAL ROLL-UP GATES AT EAST AND WEST EXTREMITIES OF THE ENCLOSURE SHOULD BE INCLUDED.

The holding tanks at the Santa Monica Courthouse have no monitoring system for observation of inmate activity within the tank and some of the doors are of wood construction. This condition represents an undue threat to the courtroom personnel and security of inmates.

47. THE GRAND JURY RECOMMENDS THAT ELECTRONIC MONITORING SCANNERS BE INSTALLED SO THAT ALL HOLDING TANKS MAY BE VIEWED INDIVIDUALLY FROM A CENTRAL STATION. WOODEN DOORS OF HOLDING TANKS SHOULD BE REPLACED BY METAL DOORS.

Orlando Sloan, Chair

William Cassius

Celia Delgado

Helene Eller

Leo George

Jennie Kerr

Lori Kraus

John Wisda

ENVIRONMENTAL CONCERNS COMMITTEE

PURPOSE

The Environmental Concerns Committee was formed by this Grand Jury to investigate the progress made in waste management since the 1981-82 Grand Jury Report.

AREAS OF REVIEW

- Recycling
- Resource Recovery
- Air Pollution
- Transportation of Hazardous Materials
- Landfills

METHODS OF INVESTIGATION

The committee conducted interviews with officials and private citizens concerned with the problem of waste disposal. It inspected various sites and facilities and attended meetings with groups representative of both government and private business. A complete list of persons interviewed, sites and facilities inspected, and group meetings attended can be found at the conclusion of this report.

FINDINGS AND RECOMMENDATIONS

Recycling

The committee visited the Owen-Illinois Glass facilities to which glass is brought in by the public. It is sorted by color, crushed, and then conveyed to hoppers to be mixed with other ingredients used in bottle making. After being melted down in furnaces, the batch is formed into bottles with varied shapes and sizes to be sold as new products. The whole operation takes just minutes to produce new containers from old and there is considerable savings of raw materials and energy.

The Cities of Santa Monica and Burbank have started recycling programs in conjunction with private business interests. Glass containers, metal and aluminum cans and newspapers are items being handled at the present time. Santa Monica provides the facility for a private recycling business, Ecolo-Haul. Burbank has purchased two trucks

with state grant funds – the city will own the trucks when the grant runs out. It contracts with a private firm to run this business. These programs reduce by sizeable amounts the goods and materials discarded as waste.

48. THE GRAND JURY RECOMMENDS THAT THE COUNTY OFFICIALS ENDORSE A RECYCLING POLICY AND ENCOURAGE OTHER CITIES IN THE COUNTY TO INITIATE RECYCLING PROGRAMS.

Resource Recovery

The Environmental Concerns Committee reviewed studies that have been made by the County Sanitation District, County Engineer, and private business interests engaged in waste disposal; then inspected two prototype facilities (BKK and Puente Hills) to find out the process involved in the recovery system.

At the BKK Landfill in West Covina, the committee was given a detailed explanation of the process of capturing methane gas and converting it to electricity. At that time, gas was being burned at a high temperature to eliminate any possibility of contamination which would result in smog. The facility is also employing new techniques to recover from heavy metals and plating the materials which can be reused.

At both the BKK and Puente Hills landfill sites, the committee saw massive installation of pipelines with the aggregate bed on which pipes must lay to put into operation the recovery of gas. Despite the enormous cost of the pipelines, it is generally recognized to be necessary for health, safety, and noxious odor control that we begin to think in terms of a resource recovery system.

Though the facility for conversion of methane gas to electricity is in only partial production at Puente Hills, both BKK and Puente Hills are operating recovery systems fully endorsed by the Environmental Concerns Committee.

49. THE GRAND JURY RECOMMENDS THAT A BASIC CONDITION FOR ISSUANCE OF OPERATING PERMITS FOR NEW LANDFILL SITES, AS WELL AS THOSE CURRENTLY IN OPERATION, BE THE INSTALLATION OF A GAS RECOVERY SYSTEM TO BE OPERATED UNDER SPECIFIED RULES AND REGULATIONS.

Air Pollution

The committee met several times with officials of the South Coast Air Quality Management District, toured their laboratory, and attended their hearings on infractions of air

quality standards. We also reviewed with these officials other facets of their governing body and their powers. This appears to be a well-organized and properly administered body.

Solar energy is readily available as a new source of electricity which can be utilized in homes and commercial buildings along with conventional power sources. Although initial installation costs are high, modern technology is promising new materials and know-how. Future costs are expected to become lower as new methods are developed.

50. THE GRAND JURY RECOMMENDS THAT COUNTY OFFICIALS ENCOURAGE STATE LEGISLATION WHICH CONTINUES SUBSIDIZING HOMEOWNERS AND OTHERS WHO USE NONPOLLUTING SOLAR ENERGY.

Transporting of Solid Waste and Hazardous Materials

The Environmental Concerns Committee investigated transportation of hazardous or toxic wastes over our highways and streets. It is felt that toxic spills from trucks and tankers pose danger to the public which may not be aware of what chemicals are being hauled in each of these vehicles.

The committee visited the California Highway Patrol in Los Angeles to obtain information on how use of public highways by vehicles carrying hazardous wastes is regulated by both state and federal safety compliance rules. It appears that the California Highway Patrol is very stringent in the enforcement of rules as written.

This committee submitted a drawing with recommendations for its use to the California Department of Motor Vehicles after correspondence with that department. It was suggested that information about identifying placards on trucks carrying hazardous materials be included in the California Drivers Handbook. We have had indications from the Division of Driver Safety and Licensing of a favorable response and intention to include such material in the handbook.

The committee recommends that the 1983-84 Grand Jury follow up on this matter to ensure the inclusion of the material in the California Drivers Handbook.

Landfills

Our society is guilty of the increasingly irresponsible dumping of enormous tons of recyclable goods, while at the same time the supply of raw materials is diminishing. Many of our waste products could be reclaimed and converted to new products using fewer raw materials, less energy, and with fewer pollutants escaping into the atmosphere.

Public and private groups have been actively exploring ways to combat potential dangers to the environment. Surreptitious dumping of hazardous waste into lakes, streams, sewage lines and landfills may soon become a major public health problem. State and county governing bodies have passed laws such as the Hazardous Waste Control Act (Health and Safety Code section 25100) in an effort to halt pollution of the environment.

The committee visited many landfills and observed the locations from a helicopter. We were of the impression that much land is available for landfills, especially in mountainous foothills. Once filled and landscaped, they could be laid out as parks and golf courses for use by the public.

Puente Hills, BKK in West Covina (a Class I facility licensed to dispose of toxic and hazardous wastes), Toyon Canyon, and Calabassas are all landfill areas which have not been completely filled. Each of these areas are prime sources for the recovery of methane gas for conversion to electricity, as well as possible future recreational areas.

The political implications involved in the locating and permitting of landfill sites is covered in the Major Issue section of this report.

51. THE GRAND JURY RECOMMENDS SERIOUS CONSIDERATION BE GIVEN AGAIN TO REVIVING OPERATIONS AT TOYON CANYON AND CALABASSAS BY THE CITY AND COUNTY OF LOS ANGELES AS A JOINT EFFORT IN THIS GROWING CRISIS.

52. THE GRAND JURY RECOMMENDS THAT AN EXTENSION OF TIME BE PERMITTED FOR THE CONTINUED OPERATION AND EXPANSION OF THE PUENTE HILLS FACILITY. SUSPENSION OF THIS AREA WOULD PLACE THE COUNTY IN AN EXTREMELY CRITICAL POSITION AS A RESULT OF SHORTAGE OF LANDFILL DISPOSAL CAPACITY.

53. THE GRAND JURY RECOMMENDS THAT THE LICENSING OF BKK WEST COVINA BE CONTINUED SINCE THIS IS THE ONLY CLASS I LANDFILL AVAILABLE FOR USE IN THIS SOUTHERN CALIFORNIA AREA. CLOSURE OF THIS OPERATION WOULD HAVE SERIOUS IMPACT ON THE DISPOSAL OF HAZARDOUS AND TOXIC MATERIALS.

CONCLUSION

The recent news which brought attention to the serious mismanagement in the Federal Environment Protection Agency has done little to assuage public distrust and lack of confidence in landfills. Technical expertise and adequate enforcement is a must before the public will accept waste disposal facilities. No city can stand alone in the waste

management crisis. It must be a countywide venture. Though county and city officials recognize the magnitude of the disposal problem, the public does not realize it has reached crisis proportions.

James L. Land, Chair

William Cassius

Leo George

Sandra Klasky

APPENDIX

Persons Interviewed

Los Angeles County Department of Engineer
Steven Koonce, County Engineer

Los Angeles County Sanitation Districts
Walter Garrison, Chief Engineer and
General Manager
Joe Haworth, Jr., Information Officer
James H. Stahl, Department Head,
Solid Waste Management

BKK Corporation
Ben Kazarian, President
Jack Thompson, Vice President and
Landfill Operator

South Coast Air Quality Management District
J. A. Stuart, Executive Officer
Robert C. Murray, P.E., Senior Air
Quality Engineer, Manager
John S. Nevitt, Public Advisor
Curtis L. Coleman, District Counsel

Los Angeles City Department of Public Works,
Bureau of Sanitation
Sterling C. Buesch, Principal Sanitary
Engineer
Robert M. Alpern, Senior Sanitary
Engineer
K. Kasner

City of Burbank
Donald Todd, Director,
Department of Public Works
Joy Hamilton, Program Analyst,
Department of Public Works

Los Angeles City Council
Joy Picus, Councilwoman

Los Angeles City-County Consolidation
Commission
Murray Brown, Commissioner
J. Kenneth Caresio, Commissioner
Louise Carolyn Ryan, Commissioner

Orange County Waste Management Program
Ray Rhoads, Manager

Long Beach Environmental Service Division
Robert Speach, President
Charles E. Mugleston, Manager

Western Waste Industries, Carson, California
C. Pine

South Bay Disposal Service, Inc.,
Torrance, California
Albert Avoian

State of California Solid Waste
Management Board
John D. Smith

Metropolitan Water District of
Southern California
Wiley Horne, Project Manager,
Water Re-use Study

Southern California A. A. A.
David Grayson, Division Engineer
and Technical Services
N. J. Kockler, Division of Public Relations

California Regional Water Quality
Control Board
Hank Yacoub, Senior Engineer

California Highway Patrol
Bruce Ware, Supervisor
S. Alastra, Investigator

Owen-Illinois Glass Recycling Facility
Fred H. Bailey, Recycling Coordinator

Santa Monica City Recycling Center
Deborah G. Baine, Recycling Coordinator

Ecolo Haul
Gary Petersen, President

IT Corporation
R. Nichols Hazelwood, Project Manager

City of Los Angeles Department of
Water and Power
Dennis C. Williams, Senior Planning
Engineer, Water Engineering
Design Division

HEALTH COMMITTEE

MENTAL HEALTH COURT DRINKING DRIVERS PROGRAM

SUPERIOR COURT MENTAL HEALTH DEPARTMENTS 95 AND 95A

PURPOSE

The Health Committee of this Grand Jury continued to pursue the implementation of the recommendations submitted to the Board of Supervisors by three previous Grand Juries regarding the improvement of conditions and/or relocation of Superior Court Departments 95 and 95A. This court adjudicates matters concerning the mentally ill. The present location is in a converted pickle factory at 1150 North San Fernando Road, Los Angeles. The 1981-82 Grand Jury Report enumerated seven improvements to be made on an emergent basis to alleviate the dangerous defects existing there. Their recommendations were further enunciated in a letter to the Board of Supervisors requesting removal of the court to a new location.

METHOD OF INVESTIGATION

Members of the committee visited the Mental Health Court on two occasions. Judges, attorneys, and other staff members were interviewed at those times. Other contacts made by the committee pursuant to the matter included the District Attorney, the Executive Officer of the Superior Court, the Fire Departments of Los Angeles County and City of Los Angeles, Supervisor Deane Dana's Deputy for Health, the Director of Mental Health Department and staff, the Los Angeles County Mental Health Advisory Committee, and former Grand Jury members. A field visit was made to Metropolitan State Hospital. Reports from previous investigations were analyzed. The committee attended meetings of the Board of Supervisors when issues of the courts were on the agenda.

FINDINGS AND CONCLUSIONS

Once again we must report that little has been done since the last Grand Jury recommendations were made. After our site visit in August 1982, we contacted the Fire Departments of Los Angeles County and the City of Los Angeles. We urged the immediate installation of smoke detectors as well as additional fire doors in the area of

the petit jury room. Smoke detectors had not been installed there since the MGM Law grandfathered in all county buildings. We also requested the Los Angeles County Mental Health Advisory Committee to intervene on behalf of the mental patients of this county to expedite the selection of a new site for the court.

Due to anxiety and inability to cope, mental patients sometimes exhibit aberrant behavior. Because of this, it appears that most court personnel do not wish to work in a court building with them. This attitude has precluded transfer of the courts into new, or relatively new courthouses within the county. In other California counties, courts for mental patients are housed within or near the hospital facilities where they are receiving their medical care. Ventura County houses its court facility within the state hospital located there. According to Dr. J. R. Elpers, Director of Los Angeles County Mental Health Department, 75 percent of the patients using Departments 95 and 95A are from three Los Angeles County Hospitals — 50 percent Metropolitan State Hospital; 25 percent A. Hawkins and Los Angeles County/USC Hospitals.

Probable cause hearings have been mandated for all mental patients hospitalized for 72 hours. These hearings are held within the hospitals using nonlegal staff. As a result of these hearings, fewer patients are now requesting court processed writs and because of the necessity of having professional staff attend these court hearings, private contract hospitals refuse county patients in need of writs. Patients become "revolving door" statistics when little or no court emphasis is placed on the treatment for their grave disability.

Five-hundred thousand dollars per annum has been identified as the cost of requiring testimony at court proceedings by professional staff of mental hospitals. Depositions by psychiatrists appear to be inconclusive in arguing the patients' real needs. On the contrary, this process contributes to the "revolving door" syndrome.

The County Engineers, Superior Court Executive Officer, and the CAO concluded on February 13, 1983, that relocation of the Mental Health Courts is neither practical nor financially feasible at this time. They recommend that the Board of Supervisors proceed with correction of the deficiencies identified at the San Fernando Road facility. These conclusions all appear to be based on the court's need for available court space for other reasons and on the excessive cost of new facilities. None of the listed reasons addressed the needs of the mental patients nor gave any consideration to the physical location of the San Fernando site. The location is dangerous for released patients who might attempt to cross a street which is a secondary type highway. An active railroad yard is in front of the court building and there are no safety lights.

Mental patients are the unwanted members of our society. The Health Committee feels that we must represent what is best for them. For their sake, any improvements at the San Fernando Road building must not preclude the movement of this court to a more suitable location.

RECOMMENDATIONS

54. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INSIST THAT DEPARTMENTS 95 AND 95A BE RELOCATED TO A MORE SUITABLE PHYSICAL ENVIRONMENT WHERE HUMANE TREATMENT AND SURROUNDINGS CAN BE MADE AVAILABLE FOR BOTH THE MENTAL PATIENTS, THEIR FAMILIES, THE PETIT JURORS, AND THE STAFF WHO MUST ATTEND THEM.

55. THE GRAND JURY RECOMMENDS THAT THE FACILITY AT 1150 NORTH SAN FERNANDO ROAD BE RENOVATED IMMEDIATELY ACCORDING TO THE EARLIER RECOMMENDATIONS OF THE 1981-82 GRAND JURY.

DRINKING DRIVERS PROGRAM

PURPOSE

As a result of requests by a county supervisor and others, the Health Committee examined the procedures and practices employed in issuance of contracts per Assembly Bill 541, Drinking Driver Programs for first offenders. We were asked to examine the monitoring of these programs to ascertain whether they are effective and produce the desired results.

BACKGROUND AND AREAS OF REVIEW

Drinking Driver Programs are intended to assist in the rehabilitation of persons convicted of driving under the influence of intoxicating liquors or under the combined influence of liquor and drugs.

Already in effect since 1978, Senate Bill 38 (SB 38) programs provide alcohol rehabilitation services to convicted repeat offender drinking drivers referred by the municipal courts. On January 1, 1982, AB 541 became effective.

Standards for SB 38 programs were prescribed by the state, but standards for AB 541 were left to the discretion of the individual counties to develop. Los Angeles County Supervisors appointed a Blue Ribbon Commission which would, according to an Audit and Inspection Division Report of September 22, 1982, "work with the Commission on Alcoholism and the Department of Health Services to establish countywide standards for drinking driver programs and review any alternative programs that are available."

Senate Bill 38 providers (repeat offender programs) were designated to temporarily provide the AB 541 programs (first offenders) services pending the development and implementation of AB 541 standards and the contracting out process.

The original Request for Proposals (RFP) issued by the Office of Alcohol Abuse and Alcoholism (OAAA) of the Los Angeles County Department of Health Services was rescinded due to problems regarding the process used by the county. The Board of Supervisors ordered new RFPs to be issued within 90 days from January 25, 1983. In the interim, the 40 existing SB 38 programs continued to service the first offenders (AB 541).

Management changes that took place early this year affected the administration of the program by the Department of Health Services. A "caretaker" administration has been reassessing the entire program. New RFPs have gone out. As of this writing, the staff is engaging in the proposal evaluation process.

METHOD OF INVESTIGATION

Interviews were held with the Acting Director of the Office of Alcohol Abuse and Alcoholism, members of the Department of Health Services Executive Staff, the Director of the Mental Health Department, and the Senior Deputy to Supervisor Antonovich.

Since this program is co-jointly administered with the municipal courts, interviews were held with Judge Sherman Smith, Presiding Judge of the Los Angeles Municipal Court, and Judge Bernard Kaufman, Chairman, Municipal Court's Drinking Drivers Committee and member of the County Blue Ribbon Commission for the Drinking Drivers Program. Others contacted were the Executive Director of the Presiding Judges' Association, the deputy district attorney who is a member of the Blue Ribbon Commission, and a member of the Commission on Alcoholism. The committee visited the Weingart Center in Skid Row, downtown Los Angeles, in order to see the most up-to-date treatment facility for alcoholics in the city.

Various studies and reports made by representatives of the county for use by the Board of Supervisors, the CAO, and the Department of Health Services were reviewed.

The committee visited the following Drinking Driver Programs: The City of Long Beach (nonprofit); Clare Foundation (nonprofit); Hacienda La Puente Unified School District (nonprofit); S. E. Council on Alcoholism and Drugs (nonprofit); S. W. Driver Benefit Program (nonprofit); Alternate Action Program (proprietary); Harbor Area High Gain Program, Inc. (nonprofit).

FINDINGS

There is inconsistency in the manner in which referrals are made in the 24 municipal court districts. There is no uniform set of guidelines to follow for referrals; therefore, the costs of the rehabilitation programs vary from one court to another. Referral methods to community drinking drivers programs need guidelines. A court monitoring process to identify persons in the rehabilitation programs is needed for use in fiscal or programmatic review.

Monitoring of the contract programs by the Office of Alcohol Abuse and Alcoholism (OAAA) appears to be without guidelines relative to time or objectives of the program.

The costs to the involved drinking driver vary throughout the programs in the county. The sliding fee schedule for indigent convicted drinking drivers is not adhered to by all contractors. The costs can vary from "zero cost" to "something," or to the \$800 maximum allowed per drinking driver in the SB 38 program. The court fee is standardized.

There are no countywide training standards set for staff operating the programs for rehabilitation of the drivers.

Rehabilitation practices are not monitored by the Department of Health Services on a regular, established basis.

The Department of Mental Health has no role in this program, notwithstanding that alcoholism is an illness generally treated in mental health facilities.

Representatives of the following organizations may individually advise and influence the administration of the Drinking Drivers Program:

- California State Department of Alcohol and Drug Programs;
- Los Angeles County Supervisors/Deputies;
- Los Angeles County Blue Ribbon Commission on Drinking Driver Program Standards;
- Los Angeles County Commission on Alcoholism;
- Los Angeles County Municipal Courts (24 Courts);
- Los Angeles County Narcotic and Dangerous Drugs Commission;
- Los Angeles County Department of Health Services;
- Nonprofit Boards of Directors of contracting programs;
- Alcohol Councils of Los Angeles County (multiple).

RECOMMENDATIONS

56. THE GRAND JURY RECOMMENDS THAT THE CONTRACTS FOR FIRST OFFENDER PROGRAMS (AB 541) MUST INCLUDE UNIFORMITY IN THE FOLLOWING:

- FEE SCHEDULES;
- TRAINING REQUIREMENTS FOR STAFF OPERATING THE REHABILITATION PROGRAMS;
- PROGRAMMATIC REPORTING;
- FREQUENCY OF MONITORING;
- OBJECTIVES AND GOALS.

57. THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH:

- MANAGE AND MONITOR THE CONTRACTS;
- SET STANDARDS FOR CONTRACT PERFORMANCE;
- ESTABLISH AN APPEAL PROCESS FOR SERVICE PROVIDERS;
- PURSUE ALL BREACH OF CONTRACTS.

58. THE GRAND JURY RECOMMENDS THAT HEALTH DEPARTMENT INVESTIGATORS BE ASSIGNED AT EACH OF THE TRAFFIC COURTS IN THE COUNTY TO INSURE UNIFORMITY IN REFERRALS AND COURT MONITORING PROCEDURES.

59. THE GRAND JURY RECOMMENDS THAT THE HEALTH DEPARTMENT DEVISE AND MONITOR A FISCAL MANAGEMENT SYSTEM WHICH PROVIDES THE COUNTY ITS FULL REIMBURSEMENT.

60. THE GRAND JURY RECOMMENDS THAT THE PLETHORA OF INVOLVED ADVISORS AND/OR COMMISSIONS BE COORDINATED TO SPEAK THROUGH ONE VOICE TO THE DIRECTOR OF THE OAAA.

61. THE GRAND JURY RECOMMENDS THAT THE LOS ANGELES COUNTY MENTAL HEALTH DEPARTMENT BECOME INVOLVED IN THE REHABILITATION ASPECTS OF THE DRINKING DRIVER PROGRAM.

Juanita Dudley, Chair

Helene Eller

Jennie Kerr

Patricia Lofland

Eduardo Valdiviez

SOCIAL SERVICE COMMITTEE

PURPOSE

In response to a growing public concern for abused and neglected children, the 1982-83 Grand Jury selected child abuse as a major issue for review. From the Social Services report of the major issues, the committee extracted the service delivery system for a special study.

AREA OF REVIEW

The agency in Los Angeles County responsible for the administration of the child abuse program is the Department of Public Social Services. Within the department, the Bureau of Social Services has the direct responsibility to deliver services to families with problems of child abuse. The Bureau operatives are called Children's Services Workers. This report deals solely with problems involved in the delivery of services.

METHODS OF INVESTIGATION

The committee reviewed and analyzed current information and departmental literature in the following areas:

- The Department of Public Social Services (redesign and fact sheet)
- Interagency Council on Child Abuse and Neglect (ICAN)
- Public Social Services Commission

Committee members visited Dependency Court hearings, MacLaren Hall, the Department of Public Social Services, and Cedar House. Interviews were held with judges, judicial review assistants, Children's Services Workers, and administrators in the Department of Public Social Services.

FINDINGS

A combination of funding restraints, nationwide depressed economic conditions, and restrictive legislation has caused a reduction of children's services staff by 250 workers — 20 percent of the previous force in the past 24 months. This cut in personnel has resulted in drastic reductions in home visits to dependent children and the elimination of the voluntary foster care placement and preventive services. Also, as a result of personnel

cuts, the Bureau of Social Services has been forced to develop a system which selectively eliminates certain child protective referrals.

With these problems of understaffing and reduction of services in mind, the committee conducted extensive interviews with Children's Services Workers to determine if there were any measures that could be taken to minimize casework overload and service cutbacks.

Committee members made a random selection of Children's Services Workers from three of the six bureau service regions that they thought would best represent a cross-section of our society. From the following three regions, committee members interviewed two screeners, two crisis-intervention workers, and two treatment workers: Region III, encompassing Belvedere, Metro East (Los Angeles), Metro North (Los Angeles), and Lincoln Heights areas; Region IV, encompassing Paramount, Compton, Long Beach, Southeast, and Harbor areas; Region V, encompassing Glendale/Burbank, Pacoima, Newhall, Saugus, Lancaster, Pasadena, and San Fernando Valley areas.

There is a variety of Children's Services Workers, each with a different function and responsibility in the children's protective service delivery system. There are screeners, crisis intervention workers (addressing short-term needs), dependency workers, family maintenance and reunification workers (addressing needs of from 18 to 24 months), and permanency plan supervision (addressing long-term needs).

The worker who decides whether an individual is to be admitted into the system is called a screener. There are two screeners in each of the six service regions. Once a child abuse case has been accepted by the Department, and prior to adjudication in juvenile court, a crisis intervention worker is assigned to work with that child. This service period is basically a short-term maintenance and supervision of the child that lasts from 30 to 90 days.

If the situation has not been resolved in 90 days, a dependency worker is given the responsibility for recommending to the court whether the child should remain in the home under court supervision or be removed from the home. Once a child has been made a dependent of the court, either a short or long-term treatment worker is assigned to work with the family. In a short-term placement, such as a foster home, efforts are made to reunite the child with his or her family as soon as possible. The short-term option usually lasts about 12 months. If a decision is made to permanently remove the child from the home, a long-term treatment worker is brought in to explore other alternatives, such as custody by relatives, legal guardianship, or referral for adoption.

CONCLUSIONS

Our findings indicate the following problems:

- High caseloads – there are approximately 90 cases per Children’s Services Worker.
- Insufficient personnel – 250 Children’s Services Workers were lost in the past 24 months.
- Increased paper work – Senate Bill 14 requires judicial review of all dependency cases every six months.
- Restrictive intake policy – under the new redesign assessment scale, only “life threatening” cases may be accepted.
- Fragmentation of assignments and responsibilities among line staff workers – as an example, the court liaison for the Department of Public Social Services reports to the Bureau of Program Planning and Development rather than the Bureau of Social Services.

Children are our nation’s greatest natural resource. Under all circumstances, they need love and assistance in their formative years. There is a special need when they are the victims of abuse. Let us as a society not forget our responsibility to our youth!

RECOMMENDATIONS

In light of the information reviewed and with knowledge of monetary limitations, the following recommendations are respectfully submitted:

62. THE GRAND JURY RECOMMENDS THAT ALL LINE STAFF RESPONSIBLE FOR CHILDREN’S SERVICES BE ASSIGNED TO THE BUREAU OF SOCIAL SERVICES IN ORDER TO IMPROVE EFFICIENCY AND TO EXPEDITE THE PROCESSING OF CASES.

63. THE GRAND JURY RECOMMENDS THAT THE NEW REDESIGN ASSESSMENT SCALE BE BROADENED TO INCLUDE CASES OF CHILD ENDANGERMENT, AS WELL AS LIFE-THREATENING CASES.

64. THE GRAND JURY RECOMMENDS THAT FUNDS BE DESIGNATED TO INCREASE THE TOTAL NUMBER OF CHILDREN’S SERVICES WORKERS AND COMMENSURATE SUPPORT STAFF TO INCREASE THE QUALITY AND QUANTITY OF SERVICES PROVIDED.

Judith Richardson, Chair
Juan Godoy
Maycie Herrington
Roberta Reddick
Lidia Roth

HUMAN SERVICES COMMITTEE

**LOS ANGELES COUNTY PUBLIC LIBRARY
THE MUSIC AND PERFORMING ARTS COMMISSION; THE MUSIC CENTER
OPERATING COMPANY; THE PERFORMING ARTS COUNCIL OF THE
MUSIC CENTER
THE MUSEUM OF NATURAL HISTORY**

LOS ANGELES COUNTY PUBLIC LIBRARY

PURPOSE

The County Library, with its 70 years of impressive history, has not been audited by the Grand Jury in recent years. We decided to conduct a partial review of the library services in meeting educational, recreational, and informational needs of the people in our county. We also reviewed various cost-effective measures taken by the library in order to maintain and improve its high standard of services and productivity.

AREAS OF REVIEW

- Overview**
- Sources of Financial Support**
- Library Services**
- Children's Services**
- Cost Effective Measures**
- Community Support**

METHODS OF INVESTIGATION

The committee as a team conducted interviews with the county librarian and heads of several departments, inspected large regional libraries and the smaller community libraries, and reviewed relevant documents from the library administration and community libraries.

FINDINGS

Overview

The Los Angeles County Library is one of the five largest library systems in the nation with 91 community libraries, 6 bookmobiles and 9 libraries located in Probation, Sheriff, and Health Department facilities. Organized into 7 regions, the libraries are serving a population of 2.6 million people in 47 of the 83 cities in the county, as well as all of the unincorporated areas except those served by the Altadena and Palos Verdes Library Districts.

We found that the high population growth areas in the county, such as La Verne, Walnut and San Fernando, have inadequate, small library budgets and library facilities. New libraries are urgently needed to provide library services for the residents in the high growth areas.

65. THE GRAND JURY RECOMMENDS THAT CAPITAL FUNDS BE PROVIDED FOR NEW LIBRARIES TO BE CONSTRUCTED IN HIGH POPULATION GROWTH AREAS TO MEET THE EDUCATIONAL AND CULTURAL NEEDS OF RESIDENTS.

The activity level in libraries is very high. The Library has more than 5 million books, 865,000 registered adult and children borrowers, 10 million items of materials circulated, and 6.4 million calls for staff-answered reference questions.

Emphasizing the Affirmative Action Program, the Library has increased the number of minority workers among full-time library staff positions. This includes 54 percent White, 26 percent Black, 14 percent Hispanic, 5 percent Asian, and 1 percent American Indian and Filipino. Among full-time staff, male employees comprise 31 percent and female employees 69 percent. A Master's degree in Library Science is required for all librarians.

Based on a salary comparison survey made by county library staff in 1982, the salary scale for higher level library management employees, mostly women, was determined to be not competitive with other county departments.

66. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS AUTHORIZE A STUDY OF THE SALARY SCALE AMONG HIGHER LEVEL EMPLOYEES OF OTHER COUNTY DEPARTMENTS AND COMPARE THE FINDINGS WITH THE SALARIES PAID TO COMPARABLE EMPLOYEES IN THE LIBRARY SYSTEM. REMUNERATION FOR LIBRARY STAFF SHOULD BE COMPETITIVE IN ORDER TO SECURE AND MAINTAIN WELL-TRAINED PERSONNEL.

Sources of Financial Support

As a result of Proposition 13, the library system was among the first of the Los Angeles County departments to experience serious funding cutbacks. Before 1978, about 92 percent of library funds were derived from property taxes. In 1980-81, the library received only 33 percent of its funding from property tax while 49 percent came from augmentation funds, 10 percent from revenues, and 6 percent from reserves.

Due to a shortage of funds, the library was forced to reduce its personnel and its hours of service. We found that the library has suffered most in securing sufficient funds for purchasing materials, major equipment, and for capital projects. The distribution of total expenditures was 63 percent salaries, 22 percent services and supplies, 12 percent materials, 2 percent major equipment, and 1 percent capital projects.

Senate Bill 358 (Nielsen), enacted in September 1982, will provide \$23 million, effective July 1983, for the establishment of a State Public Library Fund. The Los Angeles County Library will receive about \$3 million from this fund, augmenting the library budget for purchasing materials and equipment and for increasing the number of hours the libraries remain open.

Library Services

The basic purpose of the library is to provide the residents of our county with an opportunity to meet their needs for information, self-education and recreation. It has a collection of materials, including 5 million volumes of books, 4,000 films, 2,700 periodical subscriptions, and a collection of records and tapes. It circulated over 10 million materials, or 38,771 items per day.

In the larger libraries visited, the committee noted that publications of federal and state governments, do-it-yourself books, college catalogues, career books and telephone directories of major cities were predominantly displayed and well-used. The Bilingual Reading Education Program (LIBRE) offers assistance to improve reading skills and helps those who wish to acquire an ability to speak English through the use of tapes and other materials.

Chinese feature films and museum film series are regularly shown in larger libraries and have a high attendance record. Last year, film programs had 1.8 million viewers.

67. THE GRAND JURY RECOMMENDS THAT THE LIBRARY SHOW THE FILMS UNDER THE SPONSORSHIP OF FRIENDS OF THE LIBRARY GROUPS SO THAT DONATIONS CAN BE SOLICITED FOR THE PURPOSE OF SUPPORTING LIBRARY SERVICES.

Special services are provided to the minority populations in the county, including Hispanic in East Los Angeles, Blacks in Compton, Asians in Montebello, and American Indians in Huntington Park. These four Ethnic Resource Centers provide reference and referral services for the general public.

Another helpful library service is the Consumer Health Information Program and Services (CHIPS) which provides health advice by phone. Cooperating with Harbor-UCLA Medical Center Libraries, answers in English and Spanish are given on tapes which are prepared by physicians. However, these tapes are not to be used to diagnose illness or to replace the family doctor. The Community Access Library Line (CALL) answers telephone questions on human services, community organizations, community events, government offices, and officials' names.

The committee was favorably impressed by the fine performance of the library services. Indeed, the library offers more than just books. We would like to see special efforts made by the library staff to promote all available services for the people in our community.

Children's Services

The library has four major goals regarding library services for children:

- To provide quality library service to children to meet their particular educational, recreational, and cultural needs;
- To make the children, parents, and community members aware of the library functions;
- To create a positive image of the library to children, adults, and teachers;
- To encourage reading and library use among children and parents.

These goals can be achieved through careful offerings of library services, cooperation with teachers, and outreach activities with parents and community members.

According to California educational statistics, children from zero to 14 years of age make up 20 percent of the county population. The library seems to be moving toward a balance between service to preschoolers and school-age children.

The nearly 3.1 million in materials used by children represent one-third of the total library circulation. During the summer of 1981, 175,000 children attended a successful children's story hour and reading program. Other popular programs include: Book Marker Contest with 6,722 participants, Romper Room Storytelling through television station KCOP, handicraft classes, and Dial-a-Story phone request program which provides stories

by tape in English, Spanish and Chinese. At Carson library, this program annually received about 40,000 calls and Montebello library, 178,000 calls.

Class visits to the libraries were down slightly. Although the librarians visited schools more often, they reached fewer students, due mainly to the shortage of personnel in both schools and libraries. There are only 38 positions for children's librarians in the library system. We found this number to be insufficient for the need.

68. THE GRAND JURY RECOMMENDS THE APPOINTMENT OF MORE CHILDREN'S LIBRARIANS IN THE LOS ANGELES COUNTY LIBRARY SYSTEM SO THAT OUR CHILDREN CAN BE BETTER SERVED IN MEETING THEIR EDUCATIONAL AND RECREATIONAL NEEDS.

Cost-Effective Measures

The committee reviewed various cost-effective measures to reduce expenses connected with providing efficient library services. As 63 percent of library budget is being spent on salaries, there has been a reduction of personnel in the library system. Library hours are being shortened. Large libraries are open an average of 64 hours and small libraries 29 hours weekly.

Book theft detection systems have been installed in 14 libraries through the use of a magnetized strip inserted into selected volumes which sets off an alarm if the book is not properly checked out. Fines and fees are increased by 32 percent to defray cost of postage and supplies. For training part-time staff and volunteers, the libraries use videotaped training programs. The relocation of the library headquarters will improve efficiency by consolidating library administrative services into one facility.

Increased automation has resulted in a machine-produced catalogue, a book-ordering computer, a budget and fiscal control system, and a computer to locate books in other libraries. Plans are being made to increase the automation facilities, including the automated circulation system and on-line data bases as an alternative to costly reference books and business materials. But, the library is in need of \$3 million for purchasing major computer equipment. When the necessary automation improvement is made, the savings on labor costs will come to 9 percent of the budget.

The use of outside contractors is another cost-effective measure. The library has contracted with the Library of Congress to catalogue 90 percent of its books, and with major book vendors to prepare books with plastic jacket covers and check-out forms. Two contracts on cleaning services have been awarded to outside contractors with a savings claim of \$203,000.

69. THE GRAND JURY RECOMMENDS THAT A WORK MEASUREMENT STUDY BE MADE BY LIBRARY MANAGEMENT TO ASCERTAIN WAYS TO IMPROVE PRODUCTIVITY OF LIBRARY PERSONNEL.

Community Support

Support to the library from the private sector has been greatly increased as the users come to realize that contributions of money, time and talent enhance the quality of library services when public money is in short supply.

Volunteers are involved in shelving books, answering requests for information, serving as guides for children's programs, and doing clerical work. Under the direction of a volunteer coordinator, 722 volunteers contributed \$162,000 in labor costs.

Fifty-two groups of the Friends of the Library with a membership of 4,000, contributed \$80,000 to be used for materials and equipment.

The Los Angeles County Public Library Foundation was recently founded to seek support from the business community and civil groups for funding to provide high quality programs, service, and material collections for our people.

70. THE GRAND JURY RECOMMENDS THAT A DIVISION FOR COMMUNITY RELATIONS BE ESTABLISHED IN AN EFFORT TO CREATE PUBLIC AWARENESS OF LIBRARY SERVICES AND CITIZENS' RESPONSIBILITY FOR SUPPORTING THE LIBRARY SYSTEM.

To strengthen the volunteers, the Friends' groups, and the Library Foundation, we suggest the use of low-cost neighborhood papers and Public Affairs television ads (usually free) for promoting library services. We further suggest the formation of a Speakers' Bureau to provide library speakers for community meetings in order to achieve a higher degree of community involvement in the service of the library.

CONCLUDING REMARKS

A sense of dedication with eagerness to serve is a common characteristic among the well-trained library staff whom we interviewed. Their services have made the library a proud institution in our county.

**THE MUSIC AND PERFORMING ARTS COMMISSION
THE MUSIC CENTER OPERATING COMPANY
THE PERFORMING ARTS COUNCIL OF THE MUSIC CENTER**

PURPOSE

Presenting musical functions at the Music Center and other county facilities is an important vehicle for disseminating our cultural resources. The committee undertook a study to broaden its understanding of the means used to provide for the cultural needs of an economically diverse population.

AREAS OF REVIEW

The committee has undertaken a limited review of two county departments, the Music and Performing Arts Commission and the Music Center Operating Company. It also reviewed a nongovernmental organization, the Performing Arts Council of the Music Center. These three independent organizations are interwoven in a common purpose of providing culture to the community. It is our intent to review their cultural services with respect to goals, outreach, human and financial resources, the latter of which is now limited by decreased support from public funds.

METHODS OF INVESTIGATION

The committee conducted interviews with officials and volunteers working with the three organizations. It was present at meetings of the Music and Performing Arts Commission, reviewed documents, and attended some performing arts events.

THE MUSIC AND PERFORMING ARTS COMMISSION

The Music and Performing Arts Commission (MPAC), established in 1947, has 15 members. Three members are appointed by the supervisor of each of five districts of the county for a three-year term. Under a mandate from the Board of Supervisors, this commission controls and regulates policies, functions and services as follows:

1. Financial assistance is provided annually to more than 500 cultural events by county contracts with over 52 organizations. Serving as a booking agent, MPAC scheduled and presented an estimated 350 performances at parks, community centers, schools, museums and probation camps in the five county districts. Those impacted by the public supported programs include the elderly, handicapped, low income, and student groups. Grants have been made to orchestras, bands, opera companies,

youth instrumental groups, chamber music and choral music organizations, and dance and theater groups. One of the major conditions for receiving grants is that all performances at parks, schools, and community centers must be open and free to the public. Indeed, the programs seek to serve the cultural needs of all.

The schedule of events for November 1982, for example, totalled 23 events, including opera, symphonic concerts, dance performance, chamber music, and jazz concerts. Ten of them were offered without charge, others required admission fees with discounts to seniors and students. Dress rehearsals are often free to seniors, students and community groups. As an example, a senior citizen could see the "Barber of Seville," a Long Beach grand opera presentation, for less than the cost of a haircut (senior tickets - \$4)!

2. An annual Christmas Music Program has been presented for the past 23 years. From 9:00 a.m. to 9:00 p.m., continuous programs are in progress, often with 3,000 people participating. The public is invited free of charge, and with free parking, to enjoy fine choral and instrumental music presented by 35 performing groups from the entire county.
3. Thirty jazz concerts and dance festivals were given in 1982 at John Anson Ford Theater, which is operated by the commission. The programs were free of charge and well-received by the public.

Each tax-supported event was attended by a commissioner who was responsible for filing a confidential evaluation report to be used as a reference for future grant consideration.

There are no volunteers other than commissioners in the organization because there are no funds to hire a volunteer coordinator or to provide additional office space. So far, the commission has received no financial support from the private sector.

Ten years ago, the MPAC had a budget of \$1.06 million. The budget for 1982-83 is only \$848,000. Of that amount, 72 percent is grant money; 16 percent is for administration; 9 percent is for probation camps, special performances and youth orchestra conductors, and 3 percent is in a contingency fund. The largest recipients of the grant money (38 percent of the budget) were the Los Angeles Philharmonic Orchestra and the Center Theater Group. It should be emphasized that these recipients were responsible for giving free performances OUTSIDE the Music Center in places such as schools, parks, and community centers.

We believe that the county appropriation is inadequate for important social services that provide culture to the citizens. Under the present economic constraint, MPAC, with a small, efficient staff, has been able to provide an impressive array of programs through various performing groups.

71. THE GRAND JURY RECOMMENDS THAT A LETTER OF COMMENDATION BE SENT TO HELEN KENNEDY FOR HER 22 YEARS OF OUTSTANDING LEADERSHIP AND HER DEDICATED SERVICE AS A MEMBER AND PRESIDENT OF THE MUSIC AND PERFORMING ARTS COMMISSION.

72. THE GRAND JURY RECOMMENDS THAT FUNDING BE ALLOCATED TO DEVELOP A VOLUNTEER PROGRAM. THIS IS ESPECIALLY NEEDED IN THE AREAS OF PUBLICITY, PROMOTION AND FUND RAISING FROM THE PRIVATE SECTOR.

THE MUSIC CENTER OPERATING COMPANY

The Music Center Operating Company (MCOC), a nonprofit tax-exempt corporation which reports to the Chief Administrative Office, is organized for the purpose of operating the Music Center for and on behalf of Los Angeles County. Under the terms of an agreement with the county, the company pays an annual rental equal to the net revenue. All assets of the company, after discharge of its liability, are to be distributed to the county upon expiration of the lease on December 6, 2004.

The Music Center, built on county property, was opened in 1964 at a construction cost of approximately \$35 million, for which the private sector, under the able leadership of Mrs. Dorothy Chandler, contributed \$19.5 million. The balance of the cost was financed through a revenue bond issue.

The Music Center has become one of the outstanding cultural centers in the nation. Its facilities cannot be used for religious services, sporting events or political meetings. The property is maintained by County Parks, Building Services, and Mechanical Departments.

The county appropriated \$5.2 million during 1981-82 for the Music Center to cover the costs of general maintenance, janitorial services, utilities, and security. The county received \$1.8 million from rents and concessions, including parking revenues, of which \$945,000 was used to meet bond obligations for construction. The balance of \$855,000 went to the County General Fund.

The company received in 1981-82 a total of \$1.21 million as operating income (67 percent of it from theater rental). Its operating cost of \$1.22 million left a deficit of \$8,084, which was covered by the reserve fund.

A 5 percent facility user's fee is collected on all ticket sales. This covers the cost of major furnishings and equipment replacements such as carpets, draperies and lights.

The company has one volunteer group called the Symphonians. They are trained to conduct tours of the Music Center at no charge to the public.

THE PERFORMING ARTS COUNCIL OF THE MUSIC CENTER

The Performing Arts Council of the Music Center (PACMC) is a nonprofit tax-exempt corporation composed of 58 representatives from resident performing groups and civic organizations. Each year almost 2 million people have enjoyed the performances and community services offered by the Music Center. Within the council, the following groups are most outstanding:

1. The EDUCATION DIVISION was established three years ago to "broaden community awareness, participation and appreciation of the arts by increasing the accessibility of the Music Center as a resource for all the people of Southern California and to provide lifelong learning opportunities in the arts for people of all ages in every segment of the community." The MUSIC CENTER ON TOUR program was formed to help meet these goals. It has brought music and performing arts groups to perform in schools and community centers throughout the five county districts. In 1981, it sponsored 18 projects and 560 events for 166,000 people (increased from 92 events two years ago). Drawing talent from the community, the performers are selected by audition. They receive fees and other benefits such as referrals and publicity. All performances sponsored by the Education Division are free. The Education Division also sponsors summer institutes for teachers without tuition and offers free music lessons to gifted children.

The budget for the Education Division is quite limited. For fiscal year 1983-84, the budget is \$477,000 with projected revenues as follows:

- 64% — Donations from business, foundations, individuals;
- 20% — Performance fees from schools and community groups;
- 15% — Grants from government agencies;
- 1% — \$5,000 grant from L.A. County's Music and Performing Arts Commission.

100% (This grant will subsidize 20 performances in schools and community centers in Los Angeles County.)

2. The REACHOUT COMMITTEE, under the auspices of the Education Division, is one of 40 volunteer groups in the Music Center. It has about 200 members who are dedicated to broadening awareness of the Music Center and its activities throughout the community and to identifying and providing assistance to local artists from multiethnic and minority communities of Los Angeles. Through cooperation with the Music Center resident companies and generous donations from business firms, free tickets to events at the Music Center are made available. A network of the Reachout Committee distributes the tickets to churches, senior citizens' groups, community centers and youth groups.

Another important service performed by this committee is that of liaison between performers and school administrators; the Education Division sends performers to schools and community centers under the MUSIC CENTER ON TOUR program. The members attend programs and coordinate arrangements in the various neighborhoods. They also help to recruit local performing groups or individual artists, especially from ethnic communities, to audition for the program.

3. The Music Center Unified Fund is a fund raising organization. Almost 2 million people annually enjoy the performances and community services offered by the Music Center; however, the box office revenue covers only two-thirds of the cost of performances. The remainder must come from private businesses, foundations, individuals, and the government if a high standard of performance is to be maintained. Without such financial assistance, ticket prices would have to be raised. This would result in prices many cannot afford or drastic reductions in programs.

An annual fund raising campaign is conducted by a group of prominent community leaders. The 1983 campaign goal is \$5.6 million, an 11 percent increase over the previous year.

Many fund-raising volunteer groups such as the Amazing Blue Ribbon, Women for Music Center Unified Fund, Fraternity of Friends, Club 100, and others are actively involved in this endeavor.

CONCLUDING REMARKS

The fact that the Music Center has become a major cultural center in Southern California is not incidental. Throughout the years, thousands of people, especially the volunteers, have generously contributed both money and service to insure its success. We salute the volunteers whose contributions to culture has made life brighter and more meaningful among people in our community.

After reviewing the many valuable services of the Music and Performing Arts Center and Performing Arts Council of the Music Center, we believe that their cultural activities, assisted as they are by limited tax money, are offered to ALL the people in our community. Under the current depressed economic conditions, it is natural that we are concerned with problems of crime prevention and aids to the poor; yet, cultural functions through music and the performing arts are important ingredients for human development and certainly enhance the quality of life.

We agree with the emphasis placed by these organizations on the theory that appreciation, enjoyment and training in cultural activities should start with the younger population. Indeed, among today's adult cultural enthusiasts are those who were exposed to cultural functions at a young age.

We regret that these cultural activities cannot be supported with more public funding to expand cultural services. The 1982-83 budget for MPAC is \$848,000 -- a meager sum in relation to the total of Los Angeles County budget. It costs the same amount to keep 30 inmates in county jail for a year. We have approximately 12,000 inmates living at county expense. Through culture, we can realize a tremendous savings of human lives and tax dollars.

THE MUSEUM OF NATURAL HISTORY

PURPOSE

The Los Angeles County Museum of Natural History (the Museum) is recognized as one of the major cultural institutions in the nation. The Human Services Committee found that there had not been a full audit of the Museum by previous grand juries.

This limited review was made to evaluate the Museum's role as a cultural institution providing education and scientific activities and to study its emphasis on volunteerism for securing financial support and services from the private sector.

AREAS OF REVIEW

- Overview
- The Museum as an Education Institution
- Volunteer Organizations

METHODS OF INVESTIGATION

Extensive interviews were conducted with Museum officials, representatives from the Museum Foundation, the Docents, and the Alliance membership organization. The audit report from the Los Angeles County Auditor-Controller dated January 11, 1982, and the progress report from the Museum officials were carefully reviewed.

FINDINGS

Overview

The Museum of Natural History is the largest museum in California. It is ranked fourth in the nation among natural history museums. Created by the County Administrative Code, it was established in 1910 as the County Museum of Art and History; however, all paint-

ings and art objects were moved into the newly established County Museum of Art in 1965.

The Museum is operated on state-owned land located in Exposition Park. It provides 380,000 square feet for various exhibits, laboratories, workshops, archives and offices. The Museum also operates the George C. Page Museum in Hancock Park, site of the Rancho LaBrea Tar Pits, which makes 50,000 square feet available for exhibits and other museum functions.

The Museum is governed by a 16-member Board of Governors who report to the Board of Supervisors. Three board members are appointed by the supervisors of the five county districts for a three-year term. The Museum is specifically established as "an educational institution for the acquisition, investigation, preservation, publication, display and educational use of valuable historical or scientific material." To date, more than 15 million items of artifacts and scientific materials from fish to shells, plants to insects, valuable gems to antique cars have been collected. The estimated value of this is over \$70 million. Many of the articles on display were donated by private citizens.

The 1982-83 county budget is \$4.67 million, compared to \$4.91 million for the prior year. As an educational institution, it has suffered greatly from public funding cutbacks since enactment of Proposition 13.

In 1978, the Museum, badly in need of additional revenue to maintain its high standard of cultural services, initiated admission fees that resulted in a severe decline in attendance.

Comparison of attendance in relation to admission fees for three years is as follows:

Year	Admission Fee	Attendance
1977-78	Free	2.7 million
1980-81	\$1.00 .50 Children Students Senior Citizens	1.0 million (Approximately)
1982-83	\$1.50 Adults .75 Children Students Senior Citizens One free admission day per month	1.3 million (Estimated)

The revenue realized from the admission fee was \$432,000 for 1981-82. However, the projected revenue for 1982-83 will increase to \$673,000. Two contributing factors are: first, the actual revenue for the first half of the 1982-83 budget year was \$288,000, considerably higher than for the same period of the prior year; second, the current "20th Century Dinosaur" exhibit is a great success — there was an increase of over 300 percent above normal attendance during the first three weekends of the exhibit.

Although Museum parking is free except on Coliseum event days, a major concern expressed by the committee is the lack of sufficient parking space. When the Coliseum has an event scheduled, the Museum visitors must pay a \$5 per car parking fee. This affects attendance, especially for families who wish to visit the Museum during weekends.

73. THE GRAND JURY RECOMMENDS THAT SUFFICIENT FREE PARKING AREA BE RESERVED FOR MUSEUM VISITORS ON COLISEUM EVENT DAYS.

THE MUSEUM AS AN EDUCATIONAL INSTITUTION

The Museum is divided into three curatorial divisions: Earth Sciences, Life Sciences, and History. In addition, there is an Education Division, an Exhibitions Divisions, and the Museum Support Services which include the library, registrar, security, janitorial service, and the business office. The Museum is operated by 151 county employees and 35 positions under the Proposition A outside contracting program. In addition, hundreds of volunteers serve with the Museum Foundation, the Alliance membership, and the Docent programs.

There are more than 20 permanent exhibits representing the three curatorial divisions. The extensive collection of fossils from the Rancho LaBrea Tar Pits and gems from the E. Hadley Stuart Hall of Gems and Minerals are well known in the nation.

Under the direction of curators, the Museum has rendered outstanding contributions in its research and educational activities. Some of its attractions are:

- The Museum is an official fossil repository for county, state, and federal agencies. Its laboratory and fossil specimens are used by researchers throughout the world. Staff field trips are conducted regularly for research and collection.
- Gemologists worldwide come to study the collections of gems and minerals, which include some of the world's finest specimens of naturally occurring mineral formations. They are also permitted to use the Museum's mineral laboratory.

- The Museum has five mammal exhibit halls with more than 200 animals in 83 realistic native habitat scenes. Workshops and library, laboratory and taxidermy facilities in the Museum are open to scientists and students from around the world.
- Seven of the Museum's exhibit halls are devoted to separate historical eras (such as American history to 1815, 1865-1914, California and Southwest United States 1540-1940). Galleries and archive collections are available for study by historians and students.
- In the field of archaeology-ethnology, the Museum archaeologists have documented existence of prehistoric peoples off the coast of Southern California.
- The Museum has extensive collections of fish fossils, plants, shells and insects available for study by students and scientists.

The most visible service has been the program of school tours. Over 3,000 school classes with about 100,000 students are scheduled for docent-guided tours each school year. These tours create interest and appreciation of our culture and a desire for learning among the young.

The Museum Lending Service has placed objects of museum quality in 22 school districts in Los Angeles County and others in Orange, Riverside, San Bernardino and Ventura Counties. About 25,000 museum objects are loaned to school teachers each year for use as teaching aids in classrooms. An estimated 2,200 teachers participate in this program. In addition, "packages" of about 600 museum objects are rented to school districts for the entire school year. Twenty-one packages are currently on loan.

Saturday classes in science and history are available to outstanding high school students. Museum films are shown at public libraries and schools. In cooperation with the County Music and Performing Arts Commission, musical concerts are performed at the Museum's theatre without charge. Travel tours for specific areas of study are being offered. An attractive and informative magazine, *TERRA*, is published quarterly. Indeed, the Museum has numerous educational and scientific services for the people of this county.

As mentioned previously, the "20th Century Dinosaur" exhibit is a great success. Although the dinosaur is nothing new, it is a brilliant innovation in that all the dinosaurs on exhibit are made from discarded auto parts.

It is difficult for the public to become aware of the vast services and contributions of the Museum as only 15 percent of its functions are visible. In order to remove a common stigma that the Museum is an unchanging institution, there is a need to accent the Museum needs to strengthen its public relations work with a constant flow of information

on the changing services for our citizens. Greater cooperation with schools and community organizations should be used to increase attendance.

Furthermore, we believe that any changing exhibits should demonstrate things from the past in relation to present life situations and environment. For example, an exhibit could be organized on a theme of the evolution on material and style of clothing, or the history of jazz music and its instruments.

Los Angeles will host the Olympics in 1984. The Museum should use this opportunity to attract more visitors from home and abroad. An interesting theme for a special exhibit could be the history of the Olympics and the evolution of sporting equipment.

VOLUNTEER ORGANIZATIONS

The Museum of Natural History Foundation

The Museum of Natural History Foundation (the Foundation) was established and incorporated in 1965 to "solicit, receive and distribute funds for the benefit of, encourage broad community participation in, and to provide permanent exhibition in support of the charitable activities of the Los Angeles County Museum of Natural History."

As the support from tax money declines, it is evident that the Museum's high standard of cultural contribution to society cannot be maintained without private sector support.

The Foundation is governed by a 35-member Board of Trustees which meet every three months. The Foundation contributes to the Museum about half a million dollars yearly. A significant contribution has been funding for 97 full or part-time employees to staff the Museum shops and the accounting, public relations, grants, and contracts management offices. The Foundation also makes funds available for exhibits such as the current dinosaur exhibit.

The financial statement of the Foundation for 1981-82 listed its major assets, which indicate the extent of its fiscal strength.

Foundation-owned Collections	\$11.9 million
Permanent Endowment	\$ 1.9 million
Restricted Funds	\$ 1.3 million

The Alliance Membership Program (Alliance) as an auxiliary membership organization of the Museum Foundation was established "to foster public goodwill toward the Museum, to solicit funds through the Museum membership program, and to provide benefits as an educational institution to its members and to the public."

The 8,500 Alliance memberships comprise the following categories:

Patron	\$100 per Year
Contributing	\$ 50 per Year
Active	\$ 25 per Year
Students, Seniors	\$ 15 per Year

Benefits include free admission for members and their families at both the Museum of Natural History and the Page Museum; discounts at the Gift and Book Shops; film showings, travel programs, classes, publications, and special events. For each member the Museum spends \$21 in services. In 1981-82, \$238,000 was raised through memberships.

The Docents

The Docent program, under the Education Division, was begun in 1962. Each year, 25 people are chosen to be trained as volunteer docents. After the basic training period of one year, the docents are expected to offer their services to the Museum for the following two years. Their dedication has made this program successful. Many have remained at the Museum for ten or more years of service. The docent training program includes gallery lectures, teaching techniques, films, science classes, and visits to the Museum's various divisions.

In 1981-82, 218 docents contributed 45,000 hours of service, which is equivalent to the labor of 21.5 full-time employees. The docents assist mainly in conducting school class tours and giving assistance in curators' laboratories.

CONCLUDING REMARKS

The Museum should be commended for its efforts in organizing the volunteers to maintain a high standard of performance.

One of the major concerns to come out of this review is the drop of attendance from 2.7 million in 1977-78 to 1.3 million in 1982-83; however, we believe that the admission fee to the Museum is not the only cause for the serious decline. We suggest that the Museum place renewed emphasis on ascertaining the types of exhibits and programs of interest to the people and promoting those for better attendance. The current "20th Century Dinosaur" exhibit is a good example of marketing and promotion.

While favorably impressed by the Museum's services and contributions, we uphold our conviction that the Museum of Natural History is a "People's" Museum. Let more people appreciate and enjoy it!

Edwin Kwoh, Chair

Celia Delgado

Lori Kraus

Sarah Oropeza

Orlando Sloan

John Wisda

CONTINUITY COMMITTEE

PURPOSE

From the very beginning, this Grand Jury recognized that implementation of substantive recommendations does not culminate within the span of the one-year term of the jurors. In fact, we concluded that the ability of a grand jury to effectively influence major change was predicated on the establishment of continuity on a specific issue over the terms of two or more juries. We therefore placed great emphasis on continuity. A Continuity Committee was formed and charged with the inventory of the major concerns of the last five Los Angeles County Grand Juries. The Committee then followed the progress of those concerns and initiated inquiries where it was deemed appropriate.

AREAS OF REVIEW

Past grand juries expressed major concerns with the following issues and departments:

- Department of Building Services
- Department of Purchasing and Stores
- Office of Public Administrator-Public Guardian
- Department of Adoptions
- Sheriff-Marshal Consolidation
- Senior Citizens Affairs – Social Service Committee
- Voting Irregularities – Criminal Justice Committee
- Departments 95 and 95A Mental Health Court – Health Committee
- Los Angeles County Solid Waste Management Plan – Environment Committee

The last three areas of review are reported in the appropriate committee sections.

METHODS OF INVESTIGATION

Past grand jury audits, reports, and the responses of the Chief Administrative Office for the Board of Supervisors were researched. Where responses to recommendations seemed inconclusive, interviews were conducted with personnel within the affected departments.

FINDINGS AND RECOMMENDATIONS

Department of Building Services

As a result of its contract audit, the 1981-82 Grand Jury recommended that the Department of Building Services aggressively seek to contract with outside parties to perform building maintenance services wherever possible. That concern introduced the present Grand Jury to the 1978 ballot measure, Proposition A, which was the public mandate to contract out services to the private sector where feasible, cost effective, and legal. Those services were previously provided by county workers.

At the time of that audit, 9 out of 400 county facilities were under contract to the private sector at a cost of \$590,324 with purported savings of \$677,599. At present, the department provides custodial services and maintenance for over 500 facilities with 11 locations under contract to the private sector. New contracts for one hospital and 22 additional buildings are up for approval. The department has assigned a staff of seven to be responsible for developing contract opportunities and monitoring their progress. The department is implementing Proposition A. That was of prime concern to the previous Grand Jury.

This Grand Jury chose the entire contracting out policy within the county government as an area to be examined by its contract auditor. The report is included as a major issue and the conclusions and recommendations enumerated in that section apply to the Department of Building Services. Particular attention is directed to the methods used to measure cost savings and to a concern for county employees. Employees are being displaced by the contracts program. Due to the type of work involved in custodial services, job losses among minorities are high.

74. THE GRAND JURY RECOMMENDS THAT THE 1983-84 GRAND JURY MONITOR THE IMPLEMENTATION OF THE AUDIT RECOMMENDATIONS ON THE CONTRACTING OUT POLICY AND THEIR IMPACT ON THE DEPARTMENT OF BUILDING SERVICES.

Department of Purchasing and Stores

The charter for Los Angeles County gives the Purchasing Agent exclusive legal responsibility for the purchase of all equipment and supplies. In addition, he supervises 290,000 square feet of warehouse with an inventory of \$6 to \$7 million. There is a high degree of public interest in department responsibility for large expenditures of government money. Purchasing and Stores has been the object of a great many audits. Grand juries alone have conducted either full or partial audits in eight out of the last ten years. The implementation of audit recommendations is a vital part of an audit. In our review of the 1981-82 Grand Jury audit, the committee did not find adequate justification to support the Purchasing Agent's decision not to implement some of the recommendations.

For example, several recommendations of the 1981-82 Grand Jury audit were concerned with the conflict of interest exposure that exists among employees. This Grand Jury concludes that the guidelines for employees remain vaguely defined. The Purchasing Agent has indicated an intention to revise the guidelines and expand disclosure forms in the Personnel Policy Manual.

75. THE GRAND JURY RECOMMENDS THAT THE 1983-84 GRAND JURY PURSUE THE IMPLEMENTATION OF THE REVISION OF THE PERSONNEL POLICY MANUAL IN THE DEPARTMENT OF PURCHASING AND STORES.

Office of Public Administrator-Public Guardian

The 1981-82 Grand Jury completed an audit of this department and made 19 recommendations. At the Grand Jury's specific request, the Continuity Committee called for a written status report which was received March 8, 1983.

The department has made positive progress on the implementation of all the recommendations within its statutory authority. Of those, some are in their initial stages. For example, the hiring of a full-time procedure writer will facilitate compliance with several other recommendations.

This department was contracting out services before the enactment of Proposition A. Credit is due the department for the follow-through on all contracts programs. We specifically took note of the procedures developed to monitor existing drayage and cleanup contracts. In addition, the department expects help from an audit the Chief Administrative Office was to complete in April of 1983 in the area of working standards.

76. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE, UPON COMPLETION OF ITS CURRENT AUDIT, MONITOR THE IMPLEMENTATION OF RECOMMENDATIONS OF ALL EXISTING AUDITS BEFORE AUTHORIZING NEW AUDITS.

Department of Adoptions

This Grand Jury accepts the responses of the Department of Adoptions to the recommendations of the 1981-82 Grand Jury as follows:

The response indicated a top-heavy administrative condition – staff reductions have been achieved and there will be further reductions through attrition. The department does not agree with the finding that management tools are inadequate – the bimonthly tracking reports serve for review purposes. The department was specifically charged with finding

adoptive homes for children who, because of age, ethnic background, handicaps, both physical and emotional, are hard to place – the department continues to focus on those areas.

One recommendation of the 1981-82 Grand Jury stated, "It may become apparent that the courts should be asked to assume responsibility for investigative work, while the Department (of Adoptions) would continue to provide services." The present Grand Jury believes that the 1981-82 contract auditor might not have understood the primary responsibility of the Department of Adoptions in that area. Prior to 1967, stepparent adoptions, including investigative work, were handled by the Los Angeles County Probation Department. Subsequently, the Board of Supervisors requested the County Department of Adoptions to assume that investigative function. It is the opinion of this Grand Jury that the investigative function should remain within the department and not become a function of the court.

This Grand Jury concluded that the Department of Adoptions was very responsive to our inquiry. Furthermore, it has demonstrated a cooperative effort toward the Department of Public Social Services which should resolve most of the past problems.

Sheriff-Marshal Consolidation

Grand Jury records dating back to 1967 address the wasteful duplication of costs for the court-related services of the Sheriff and the Marshal. A majority of the electorate approved the consolidation concept in 1980. In 1982, a bill to merge Sheriff-Marshal services (AB 2784, Katz), was allowed to die in the inactive file of the California State Legislature. Recently, the Los Angeles County Board of Supervisors decided that the County will sponsor the following legislative proposal:

"Authorize the Board of Supervisors of each county to consolidate the court-related services provided by the Marshal's Office and the Sheriff's Office."

According to an analysis submitted by the Chief Administrative Office, the source of this proposal was the 1981-82 Grand Jury.

This Grand Jury believes the Legislature must address the issue of vesting locally elected officials with the power to make managerial decisions about services they are required to fund out of local revenues. The duplication of services within the Sheriff and the Marshal's Departments is certainly such a managerial decision.

77. THE GRAND JURY COMMENDS THE LOS ANGELES COUNTY BOARD OF SUPERVISORS FOR ITS LEGISLATIVE POSITION AND RECOMMENDS THAT IT DILIGENTLY PURSUE THE PROPOSAL OF THE 1981-82 GRAND JURY.

Senior Citizens Affairs – Adult Day Care

Facilities for senior citizens continue to be of concern to the Social Services Committee. In 1978, the California Adult Day Health Care Program was adopted by the Board of Supervisors. It is a community based, daytime program for people aged 55 or over designed to provide therapeutic, social and health activities. It offers services which allow elderly persons to maintain maximum independence.

In 1980, a 15-member Los Angeles County Planning Council was established. It is responsible for developing a county plan for adult day care which implements state guidelines. The council reviews all license applications for Los Angeles County programs. The State Department of Health Services then reviews and approves the council's recommendations for establishing community centers. The State Department of Health Services is required to report to the Legislature the progress and success of Adult Day Health Care programs to the Legislature.

The Social Services Committee met with the chairman of the Los Angeles Planning Council. The committee learned there is no money available to continue developing new centers. The council had hoped to build 300 by 1985 and had established a need for 1,000. There are only 12 centers in the entire state; one is in operation in Pomona and one in East Los Angeles.

Medi-Cal reimburses the Adult Day Health Care program. The daily \$23 per person allocated will not generate enough funds to allow operations to continue. In the current economic climate, worthy operations like these community care centers are often left short of funds. The committee believes the program is important for our senior citizens and should receive thoughtful consideration as funding becomes available.

CONCLUSIONS

One of the greatest attributes of a grand jury is that the members represent a cross-section of public opinion of an entire county. Time and again, the same issues appear in grand jury reports and audits, indicating the concerns which have come to be of widespread importance. Often it is the repetitive examination of a single subject that promotes its ultimate acceptance. This Grand Jury believes that the power of continuity to ensure lasting change can be used to the advantage of grand juries in the future.

*Jean Hitchcock, Chair
Editorial and Continuity Committee*

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5. The Grand Jury recommends that the Chief Administrative Office establish time frames for the review and approval of departmental requests to solicit proposals and award contracts. The Chief Administrative Office should monitor the movement of requests through the process to identify roadblocks and eliminate unnecessary delays.	12
6. The Grand Jury recommends that the Chief Administrative Office, with assistance from the Auditor-Controller, issue an updated, comprehensive set of guidelines for conducting cost comparison analysis.	12
7. The Grand Jury recommends that the Auditor-Controller be assigned responsibility for central review of all cost comparison analyses to assure that guidelines are followed consistently by all departments.	12
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9. The Grand Jury recommends that the county’s publicly reported claims of dollar savings from Proposition A contracting be corrected and clarified. Among the factors to be considered are that savings data are projections, not actual savings; and that expenses such as monitoring, retraining, and feasibility study costs have not always been included in the calculations because of inconsistent cost comparison practices.	13
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17. The Grand Jury recommends that audit reports conducted by the Auditor-Controller go through the same Board process as do the audits from MSD. They should be presented to the entire Board of Supervisors at a public session as agency items and the audited department should report back to the Board within 60 days as to the action it plans to take relative to the recommendations.	23
18. The Grand Jury recommends that the Board of Supervisors formally establish an audit committee whose responsibility shall be to review all audits and related reports issued by the Management Services Division, the Auditor-Controller, and the Grand Jury; monitor the responses and implementation actions of the audited departments; mediate differences of opinions between the audit agency and the auditee.	23
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44. The Grand Jury recommends that the conditions at Harbor, Hollywood, and Southeast Division facilities of the City of Los Angeles be corrected immediately.	49

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45. The Grand Jury recommends that the Huntington Park and Maywood jails employ extermination services for eradication of cockroaches and other vermin. A general cleaning is necessary for walls, floors and showers. A second visit was made to these jails and it was found that improvements had not been made even though unsanitary conditions had been pointed out to jail personnel on the first visit.	49
46. The Grand Jury recommends that a prisoner unloading enclosure be provided, abutting the south side of the Santa Monica Courthouse to ensure full security for this procedure. Metal roll-up gates at east and west extremities of the enclosure should be included.	49
47. The Grand Jury recommends that electronic monitoring scanners be installed so that all holding tanks may be viewed individually from a central station. Wooden doors of holding tanks should be replaced by metal doors. . . .	50
48. The Grand Jury recommends that county officials endorse a recycling policy and encourage other cities in the county to initiate recycling programs. . .	52
49. The Grand Jury recommends that a basic condition for issuance of operating permits for new landfill sites, as well as those currently in operation, be the installation of a gas recovery system to be operated under specified rules and regulations.	52
50. The Grand Jury recommends that county officials encourage state legislation which continues subsidizing homeowners and others who use non-polluting solar energy.	53
51. The Grand Jury recommends serious consideration be given again to reviving operations at Toyon Canyon and Calabassas by the City and County of Los Angeles as a joint effort in this growing crisis.	54
52. The Grand Jury recommends that an extension of time be permitted for the continued operation and expansion of the Puente Hills facility. Suspension of this area would place the county in an extremely critical position as a result of shortage of landfill disposal capacity.	54
53. The Grand Jury recommends that the licensing of BKK West Covina be continued since this is the only Class I landfill available for use in this Southern California area. Closure of this operation would have a serious impact on the disposal of hazardous and toxic materials.	54

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54. The Grand Jury recommends that the Board of Supervisors insist that Departments 95 and 95A be relocated to a more suitable physical environment where humane treatment and surroundings can be made available for both the mental patients, their families, the petit jurors, and the staff who must attend them.....	59
55. The Grand Jury recommends that the facility at 1150 North San Fernando Road be renovated immediately according to the earlier recommendations of the 1981-82 Grand Jury.....	59
56. The Grand Jury recommends that the contracts for first offender programs (AB 541) must include uniformity in the following: fee schedules; training requirements for staff operating the rehabilitation programs; programmatic reporting; frequency of monitoring; objectives and goals.	62
57. The Grand Jury recommends that the Department of Health: manage and monitor the contracts; set standards for contract performance; establish an appeal process for service providers; pursue all breach of contracts.....	62
58. The Grand Jury recommends that Health Department investigators be assigned at each of the traffic courts in the county to insure uniformity in referrals and court monitoring procedures.....	62
59. The Grand Jury recommends that the Health Department devise and monitor a fiscal management system which provides the county its full reimbursement.....	62
60. The Grand Jury recommends that the plethora of involved advisors and/or commissions be coordinated to speak through one voice to the Director of the OAAA.....	62
61. The Grand Jury recommends that the Los Angeles County Mental Health Department become involved in the rehabilitation aspects of the Drinking Driver Program.....	62
62. The Grand Jury recommends that all line staff responsible for Children's Services be assigned to the Bureau of Social Services in order to improve efficiency and to expedite the processing of cases.....	65
63. The Grand Jury recommends that the new redesign assessment scale be broadened to include cases of child endangerment, as well as life-threatening cases.....	65

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64. The Grand Jury recommends that funds be designated to increase the total number of Children’s Services Workers and commensurate support staff to increase the quality and quantity of services provided.	65
65. The Grand Jury recommends that capital funds be provided for new libraries to be constructed in high population growth areas to meet the educational and cultural needs of residents.	67
66. The Grand Jury recommends that the Board of Supervisors authorize a study of the salary scale among higher level employees of other county departments and compare the findings with the salaries paid to comparable employees in the library system. Remuneration for library staff should be competitive in order to secure and maintain well-trained personnel.. . . .	67
67. The Grand Jury recommends that the library show the films under the sponsorship of Friends of the Library groups so that donations can be solicited for the purpose of supporting library services.. . . .	68
68. The Grand Jury recommends the appointment of more children’s librarians in the Los Angeles County library system so that our children can be better serve in meeting their educational and recreational needs.. . . .	70
69. The Grand Jury recommends that a work measurement study be made by library management to ascertain ways to improve productivity of library personnel.	71
70. The Grand Jury recommends that a division for community relations be established in an effort to create public awareness of library services and citizens’ responsibility for supporting the library system.	71
71. The Grand Jury recommends that a letter of commendation be sent to Helen Kennedy for her 22 years of outstanding leadership and her dedicated service as a member and president of the Music and Performing Arts Commission.	74
72. The Grand Jury recommends that funding be allocated to develop a volunteer program. This is especially needed in the areas of publicity, promotion and fund raising from the private sector.. . . .	74
73. The Grand Jury recommends that sufficient free parking area be reserved for museum visitors on Coliseum event days.. . . .	79

74. The Grand Jury recommends that the 1983-84 Grand Jury monitor the implementation of the audit recommendations on the contracting out policy and their impact on the Department of Building Services.. . . . 85

75. The Grand Jury recommends that the 1983-84 Grand Jury pursue the implementation of the revision of the Personnel Policy Manual in the Department of Purchasing and Stores. 86

76. The Grand Jury recommends that the Chief Administrative Office, upon completion of its current audit, monitor the implementation of recommendations of all existing audits before authorizing new audits. 86

77. The Grand Jury commends the Los Angeles County Board of Supervisors for its legislative position and recommends that it diligently pursue the proposal of the 1981-82 Grand Jury.. . . . 87

