



Los Angeles
County
Grand Jury
Final Report
1985-1986

FINAL REPORT
LOS ANGELES COUNTY GRAND JURY
1985-86



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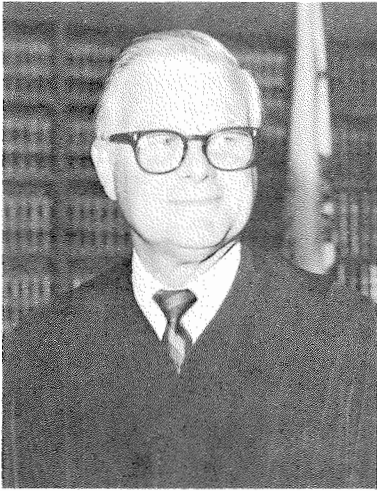
1985-1986 GRAND JURY REPORT

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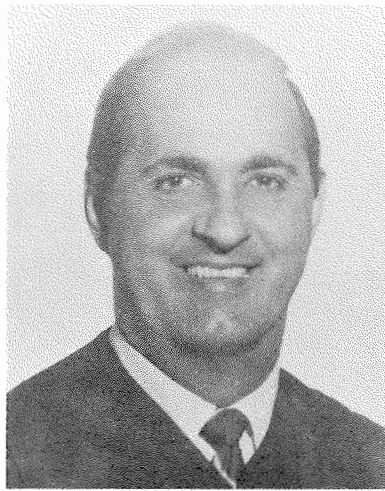
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The Honorable Thomas T. Johnson
Presiding Judge, Superior Court
1985-1986



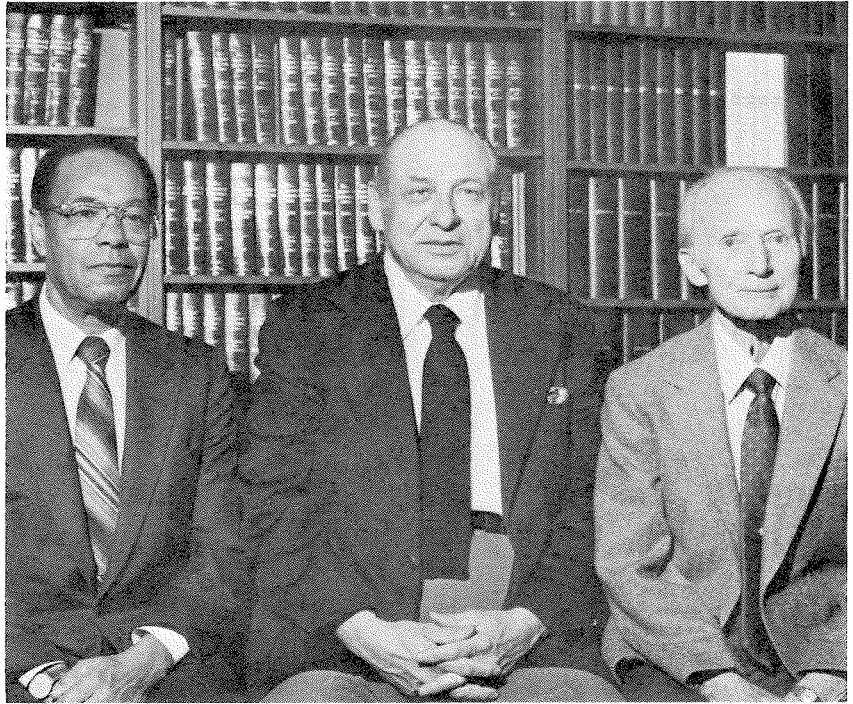
The Honorable Robert R. Devich
Supervising Judge, Criminal Division
1985



The Honorable Aurelio Muñoz
Supervising Judge, Criminal Division
1986



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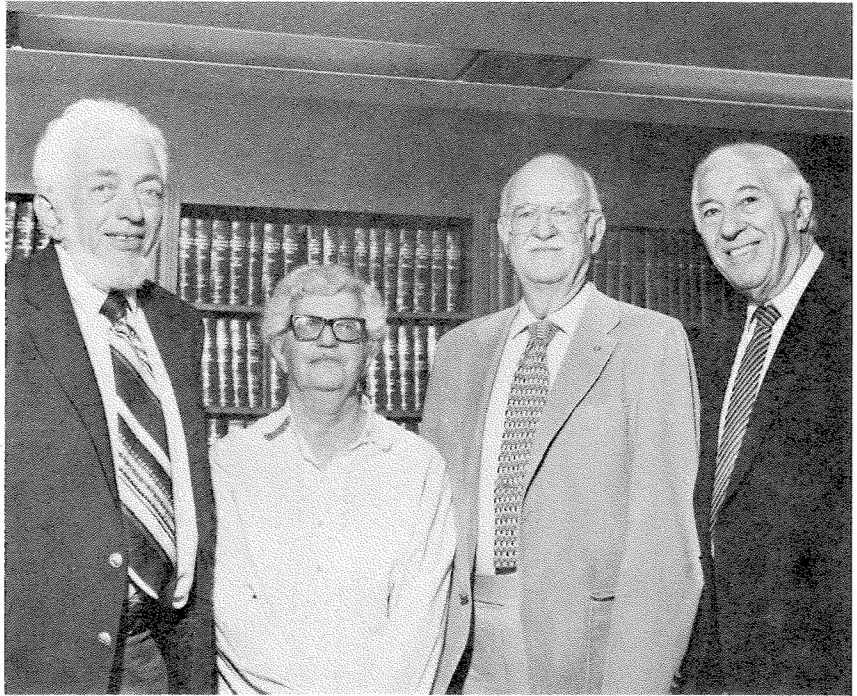
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Ruth C. Jordan, Chair

FOREMAN'S STATEMENT



Charles T. Richardson

The 1985-86 Grand Jury has been the subject of a great deal of media attention which has resulted in numerous unfavorable comments about it.

The members of the jury have, however, sought to justify themselves, not in defiance, nor in deference, but in a serious endeavor to do a good job of research and reporting.

Most of these efforts are reflected in the Grand Jury comments and recommendations which are summarized in this Final Report. All members of the jury have participated in varying degrees of time, effort and skill in the preparation of this material.

As we complete our year we recognize and appreciate the unusual opportunity that we have had. In some respects it has been a frustrating experience and we have not been able to accomplish as much as we had hoped. However, we have sincerely tried to do our best and believe that our work will result in better operations within the various governmental agencies in Los Angeles County.

On behalf of the Jury I would like to thank the Honorable Robert Devich, our Supervising Judge during the first few months of our term, and the honorable Aurelio Munoz, our Supervising Judge for the remainder of our term.

The Jury is also grateful to Deputy District Attorney Edward Ferns for his friendship and excellent counsel. Kathy Spann, our secretary, did an amazing job in handling all the correspondence and reports for the 23 members of the jury.

It has been an honor to serve with the members of this Grand Jury. We have had our differences but we have been dedicated and conscientious in trying to fulfill our objectives.

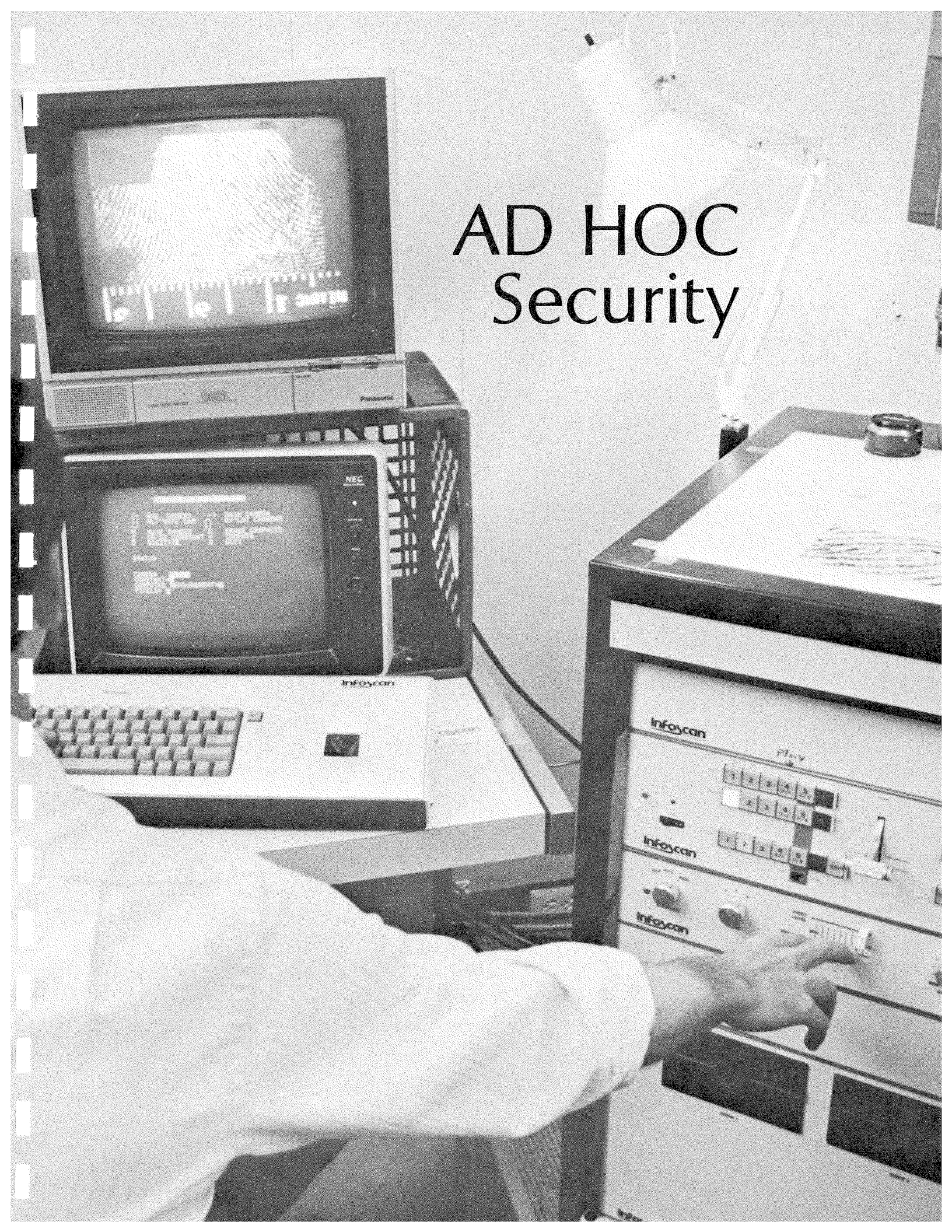
EDITORIAL STATEMENT

Inasmuch as all committee and audit reports approved by this Grand Jury have been sent to the appropriate bodies under separate cover, it was decided that an attempt would be made here simply to summarize the information. Thus, this document consists primarily of Grand Jury recommendations.

In certain instances some background material is given; in others, the rationale for the recommendations is given. Should the reader desire more information on any topic it may be obtained in the offices of the recipients, primarily the Board of Supervisors, in the offices of the various other governmental addressees; or in the office of the Grand Jury.

Daniel Golden, Ph.D.
Chair, Editorial Committee

AD HOC Security



AD HOC SECURITY COMMITTEES

AIRPORT

BUILDING

SEAPORTS

When the 1985-86 Los Angeles County Grand Jury was first convened, terrorists were holding American hostages on a TWA plane in Lebanon. Later in the year there were also to be further acts of terrorism where Americans would be victims. The TWA incident gave rise to serious concern: How safe were the airports, seaports, and public buildings within Los Angeles County? Three Ad Hoc Grand Jury Committees were appointed to look into security procedures used at these locations.

Because committee members had no expertise in the matters being examined, nor did they have funds to hire experts, they relied heavily upon appropriate personnel at each site visited for most of their information. This, plus personal viewing of areas of concern, led to the conclusions within these reports.

In many cases it was found that the need for tight security had to be balanced against the need to live in a democratic society. Individuals need freedom of movement while public officials like to remain accessible to their constituents. It was also observed that many security items had not been implemented because of budgetary constraints.

AIRPORT SECURITY COMMITTEE

AREAS OF CONCERN AND INQUIRY

Passenger security screening
Luggage screening
Fire Department
Hi-jacking/terrorist communication post
Parking structure security
VIP secluded terminal
Charter Terminal
Control Tower

PERSONS INTERVIEWED

Clifton Moore, General Manager, Airports
Oris Dunhan, Deputy Manager Operation
William Schoenfeld, Deputy Manager
Virginia Block, Director Public Relations
James Pearson, Assistant City Attorney
Breton Lobner, City Attorney
Kenneth Shift, Supervisor Operations
George Howiston, Acting Chief, Security
Captain Thomas, Deputy Chief, LAX
Captain King, Deputy Chief, LAX
Steve Gardello, Director Security, PSA
Jay Adsen, Regional Director, Security, FAA
Milton Ferris, Director, Security, L.A. FAA

COMMITTEE

Norma Marter, Chair

William Gutierrez, Vice Chair

Richard Ferraro

Ernestine Magdaleno

Suzanne Marx

Dave Schwartz

Charles Wilbun

AIRPORT SECURITY COMMITTEE

RECOMMENDATIONS

1. The security and screening procedures which were implemented during the 1984 Olympic Games should be continued.
2. Better security should be provided in parking structures by utilizing more personnel and better lighting.
3. An underground location for the communications center should be considered.
4. The current proximity of vehicular traffic to the Imperial Boulevard terminal should be restricted.
5. The screening and security check of personnel working with the airlines should be increased.
6. The time required for security checks for contract personnel who operate screening devices should be shortened. This often takes as long as six months.
7. Procedures to implement effective screening of check-in luggage should be developed.
8. FAA standards should be raised in order to provide the utmost possible screening and security of passengers and luggage commensurate with effective and efficient operation at the airport.

The magnetometer appears to be an effective (though limited) tool in the screening of passenger and carry-on luggage. However, many explosive devices cannot be detected by these machines. Furthermore, their locations do not prevent terrorist attacks at curbside, at ticket counters, or in certain waiting areas.

Extensive personnel security checks are precluded as these would be an invasion of privacy.

The LAX Fire Department is to be commended on its outstanding efficiency and professionalism.

Security in parking areas appears to be satisfactory.

SEAPORTS SECURITY COMMITTEE

AREAS OF CONCERN AND INQUIRY

PREPAREDNESS FOR:

Activity related to political unrest (terrorism)
Earthquakes
Fires (accidental or arson)
By-products of labor management disputes

PERSONS INTERVIEWED

PORT OF LOS ANGELES

Ezunial Burts, Executive Director
Captain Ed Henry, Port Warden
Jack Wells, Assistant Director

PORT OF LONG BEACH

Stanley Westover, Director of Operations
Woodrow Wilson, Chief Port Security Officer
Allen R. Carter, Deputy Fire Chief, City of Long Beach

LOS ANGELES POLICE DEPARTMENT

Captain Robert Medina, Harbor Division

LOS ANGELES FIRE DEPARTMENT

Raymond Olson, Battalion Chief, Bureau of Fire Prevention and Public Safety

UNITED STATES COAST GUARD

Captain Leon E. Beaudin, Captain of the Port

COMMITTEE

David A. Johnson, Chair	Paula Gale, Vice Chair	
Sara Batchelor	Lino Bonucci	Dain Carr
Leo George	Marilyn Johnson	Joseph Micciche

SEAPORTS SECURITY COMMITTEE

RECOMMENDATIONS

1. The superb capability established for the 1984 Olympics should be retained by having continuing meetings, at least at the executive level, of these same groups.
2. Local policing agencies should attempt to obtain the Coast Guard Manual when it becomes available, and its guidelines should be implemented whenever possible.

Most persons interviewed agreed that little more could be done by way of prevention of disastrous acts without sacrificing the freedom enjoyed in a democracy. Furthermore, terrorists generally have abandoned the human need for self-preservation, a fact making it most difficult to prevent their taking action. Most of the groups interviewed appeared well trained to react to emergencies, although who would be in charge in each instance was not clear.

BUILDING SECURITY COMMITTEE

AREAS OF CONCERN AND INQUIRY

Security precautions in effect in City and County buildings.

Degree of preparedness in the event of fire, earthquake, bomb-threats or civil disobedience.

Plans for evacuation procedures to be followed if and when necessary.

PERSONS INTERVIEWED

LOS ANGELES COUNTY

Sgt. Tom Taylor (in charge of bailiffs), Los Angeles County Criminal Courts Building

Sgt. Stanley E. Smith, Sheriff's Department, Court Services Division

Lt. Robert Brooks, County Building Security

Mr. Heyward (Bill) Allen, Assoc. Facilities Management Department

Mr. John Steele, Superior Courts Staff Administrator

LOS ANGELES CITY

Mrs. Sylvia Cunliffe, Chief of Building Services

Tony Radovich, Police Sergeant

Mr. William R. McCarley, Chief Legislative Analyst, City Council

COMMITTEE

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Daniel Golden, Ph.D., Vice Chair

Lurene Albert

Ruth C. Jordan

Charles Richardson

Jerome Saltz

Donald E. Squires

BUILDING SECURITY COMMITTEE

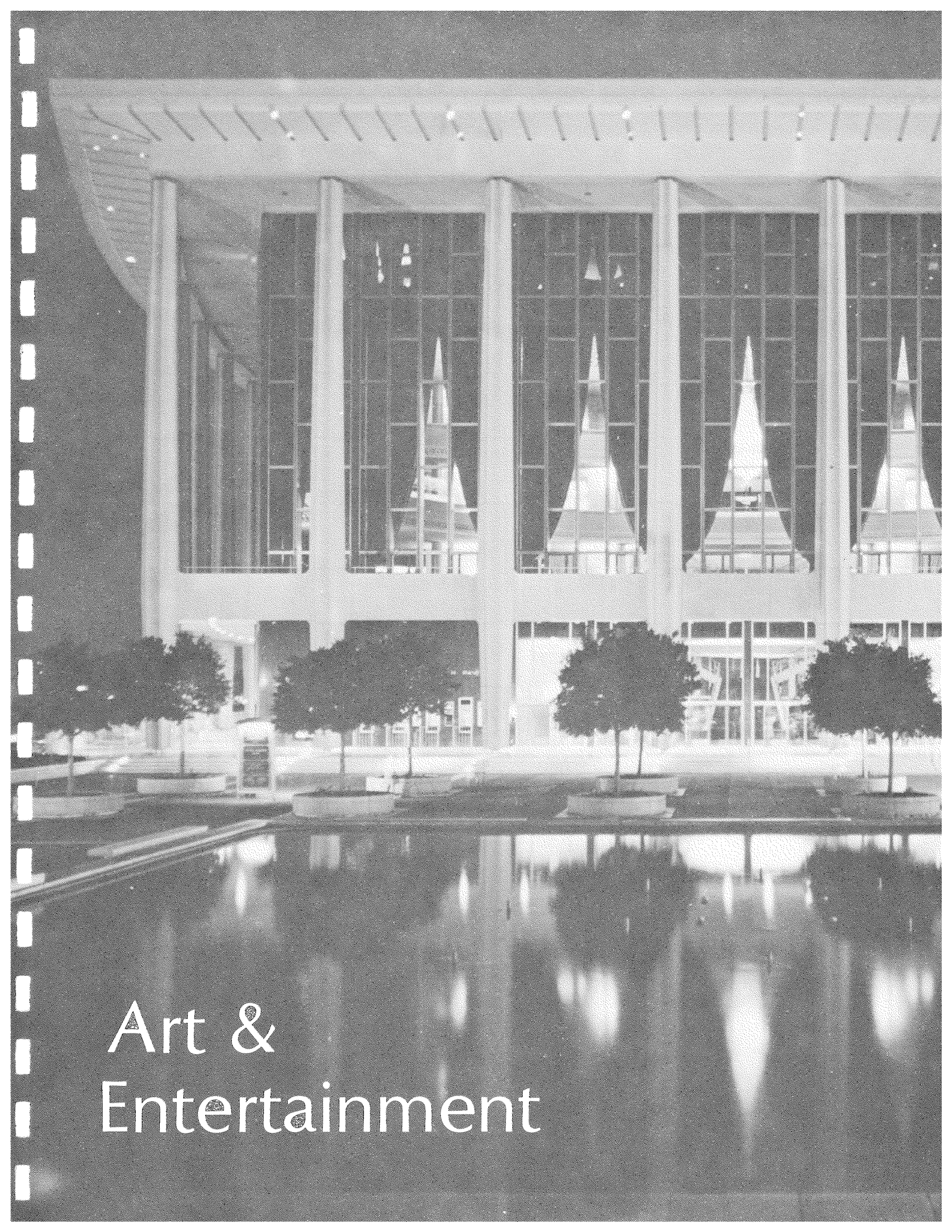
RECOMMENDATIONS

1. The number of public entrances to all buildings should be reduced to a minimum.
2. X-ray scanners and a magnetometer should be installed at entrances for detection of any concealed weapons.
3. The number of security personnel and/or electronic (TV) surveillance equipment should be increased in order to protect entrances, public hallways, and garage areas.
4. More two-way radios should be purchased and issued to all security personnel.
5. Executone Systems have become obsolete and should be replaced with new equipment.
6. At least one Emergency First Aid Station should be established in each public building and perhaps more in the larger buildings.
7. More frequent "in-service" training involving emergency and evacuation procedures should be given to appropriate personnel in each building. Furthermore, these procedures should be standardized as much as possible throughout each building.
8. Emergency procedures for the public to follow should be conspicuously posted in all common areas. International non-verbal signs should be used as much as possible.
9. Existing contracts with contract security companies should be monitored as to the number of security officers contracted for and the number actually provided. The adequacy of their training should be reviewed and complete background checks should be made before personnel are assigned to any City or County building.

A few specific observations were also made by the committee. These have been forwarded to the appropriate City and County personnel for their consideration.

In general the committee observed two overriding factors which appear to impinge upon the security of the City and County Government buildings. First, the overall level of security seems to reflect the desire of publicly elected officials to be accessible to their constituents and to the public at large. The committee, however, was concerned with the security of all employees as well as the visiting public.

The second factor which repeatedly came up was the effect of the budget on all decisions. The committee felt that, in spite of budgetary constraints, many improvements can be made in the existing systems.



Art &
Entertainment

ARTS AND ENTERTAINMENT COMMITTEE

AREAS OF CONCERN

The sale of sporting and entertainment event tickets at a price well above established prices, i.e., ticket scalping

A review of the operation of the Music Center

A review of the Memorial Coliseum

PERSONS INTERVIEWED AND DOCUMENTS REVIEWED

Experts in the field, e.g. General Managers of theatrical centers and concerned employees within City and County Government.

Officers and staff of the Music Center.

Commission members and staff of the Memorial Coliseum.

Review of contracts in force between County Government and other entities.

Review of New York State Legislation regarding Scalping.

COMMITTEE

Herbert L. Kneeter, Chair

Leo E. George, Vice Chair

Frank Hodgson

MUSIC CENTER OPERATIONS

RECOMMENDATIONS

1. When the next subleases are negotiated between the Operator and the Companies an upward adjustment of the rental costs per seat per performance should be considered.
2. The electric meters that are installed on all stages of all three theatres (Chandler, Ahmanson and Taper) should meter the amount of electricity used by each company. Each company should then pay the Operator for electricity consumed rather than having it included in the rental rate.
3. The 5% facility fees collected over and above rental fees by the Operator from the companies box office receipts should be included as income and not carried in a separate account. This would help portray a more accurate overall picture of the Music Center operation.
4. Disclosure of actual program operating cost, including County support funds, should be presented in the final budget statement.
5. Comparability of Music Center and commercial theatre ticket price should be given further study to determine appropriateness of operating budget cost.
6. Membership service on both the Performing Arts Council and the Music Center Operating Council should avoid duplication of responsibility or conflict of interest.

LOS ANGELES MEMORIAL COLISEUM

RECOMMENDATIONS

1. The Grand Jury endorses the concept now being studied and under consideration by the Coliseum Commission to build retractable/cantilevered seats at the stadium.
2. The greater part of the cost of this project should be borne by the entities it mostly benefits, namely the Los Angeles Raiders and the University of Southern California.
3. A firm starting date for the construction of the suites atop the Coliseum should be established.
4. The Coliseum Commission should stipulate that the net income from parking should be escrowed toward funding of an additional parking structure for the benefit of the entire Exposition Park Complex.
5. In the event that Cable television rights are initiated by a professional football team, the Coliseum Commission should exercise its rights to negotiate for a portion of the receipts.

Unsold seats cause television “black-outs” for many major Coliseum events. The seats remaining unsold are, for the most part, those with very poor visibility of the football field. The plan now being considered would provide approximately 9,000 additional seats of good quality and eliminate 18,000 seats of poorer quality. This could help solve the problem of television “black-outs”.

TICKET SCALPING

RECOMMENDATIONS

1. The Board of Supervisors should support legislation regarding scalping similar to New York State Law.
2. Following the passage of state legislation, the Los Angeles County Board of Supervisors and the Los Angeles City Council should then enact ordinances implementing the state law.
3. License fees, fines, and/or sentencing for violations should be an integral part of any such local or state law.
4. The Los Angeles County Board of Supervisors and the Los Angeles City Council should ensure that all facilities leased for the purpose of ticket sales maintain a policy of ticket refund or exchange.

It has been a common experience of almost all ticket seekers to discover they can usually obtain tickets for “sold out” events if they are willing to pay premium prices. The Grand Jury believes that implementation of the above recommendations would go a long way towards alleviating this situation.

Criminal Justice



CRIMINAL JUSTICE COMMITTEE

AREAS OF CONCERN

Night Court
Helicopter Units which serve Los Angeles County
Locations of the Juvenile Courts, past, present and future
Street gang violence in Los Angeles County
Mounted Police Unit of the Los Angeles Police

PERSONS INTERVIEWED

Experts in all the above areas, including, but not limited to, the persons from the Superior Court; the Sheriff's Department; the Police Departments; and City and County Administrative Offices

DATA REVIEWED

Past actions of the Board of Supervisors
Historical background regarding Child Dependency Courts and Juvenile Headquarters
Correspondence between Frank Zolin and the Office of the Chief Administrative Officer
Previous Grand Jury Reports

COMMITTEE

Richard Ferraro, Chair July, 1985 – March, 1986	Dave Schwartz, Chair April – June, 1986		
William Gutierrez, Vice Chair	Paula Gale	Frank Hodgson	Suzanne Marx
Joseph Micciche	Charles Wilbun		

JUVENILE COURTS

RECOMMENDATIONS

1. The Los Angeles County Board of Supervisors should develop a long-range Master Plan which would delineate future facilities for Superior Courts, Municipal Courts and Juvenile Headquarters, and which would include Juvenile Courts and Dependency Courts.
2. Procedures should begin as soon as possible to implement a proposal formerly approved by the Board of Supervisors to install two Dependency Courts at MacLaren Children's Center.
3. The Facilities Management Department should follow the suggestion made by the Chief Administrative Officer to explore the potential cost of acquiring private property adjacent to the southern boundary of MacLaren Children's Center which might accommodate a permanent five-court satellite facility.
4. The responsible departments should continue to explore the feasibility of constructing a facility on an existing flood control maintenance yard (Eastlake Alcazar Development) which would house the juvenile headquarters, including 15 dependency courts and seven central district delinquency courts.
5. If it proves feasible to locate the Juvenile headquarters facility on the Eastlake Alcazar Development then the North Hollywood Court House should remain as a seven civil court and five dependency court satellite facility.
6. The funding for the implementation of many of the proposed Child Dependency Courts should come partially from private fund-raising efforts, augmented to the extent necessary by County General Funds or Criminal Justice Temporary Construction Funds.

The present location of the Juvenile Courts in the Criminal Courts Building subjects youngsters to a negative environment, sometimes for hours at a time, while awaiting adjudication of their case. Often they have also been subjected to travelling long distances beforehand.

For some twelve years the present location of the Juvenile Courts has been considered temporary, pending relocation to a new headquarters building. Recognizing the seriousness of the problem, the Board of Supervisors has passed several motions intended to expedite this matter. Furthermore, several county departments were observed to be addressing the problem.

NIGHT COURT

RECOMMENDATIONS

1. Night Court should be continued as long as it serves the purpose of helping to alleviate the present overcrowded courtroom calendar, with the added benefit of easing overcrowded jails.
2. Child Dependency Courts should be removed from their present location in the Criminal Courts Building which would result in Night Court not being necessary.

Overcrowdedness of the court calendar is a longstanding problem in Los Angeles County. In establishing a Night Court, it was believed that this overcrowding could be somewhat alleviated. As of the date of this report, it has been found to be helpful, although it is much to soon to determine its cost-effectiveness.

STREET GANG VIOLENCE

RECOMMENDATIONS

1. Additional funds should be allocated to law enforcement agencies which have programs successful in reducing gang activity.
2. Additional assistance should be given to clubs and organizations which have had a positive effect on lessening the criminal activities of gangs.
3. Programs should be developed to assist children at an early age to resist the pressure of gang membership.
4. Development and implementation of preventative programs should be undertaken through interagency-community cooperation.
5. Support should be given to the recommendations of the State Task Force in Youth Gang Violence of 1986 with emphasis on the training of law enforcement agencies, prosecution personnel, probation departments, the judiciary, correctional agencies and community-based organizations.
6. An up-dated, computerized system of communication should be developed and funded to enhance the effectiveness of gang crime suppression programs.

Previous Grand Juries have studied this problem and made their recommendations. Further, many public and private agencies, organizations, and groups have been working continuously toward the reduction of street gang crime.

The present investigation interviewed as many experts in both the private and public sectors as time would permit. It was found that gang-related crimes account for a substantial portion of the workload for both the Los Angeles Police Department and for the Sheriff's Department, and continue to increase despite all the programs developed to reduce these crimes.

SHERIFF'S AERO BUREAU HELICOPTER UNITS

RECOMMENDATIONS

1. Two additional sergeants (pilots) should be assigned to the Unit, which would provide 24-hour supervision of deputies and vacation and sick time relief.
2. Four deputy pilots should be assigned, which would assist in the countywide helicopter patrol and rescue programs and establish a full-time pilot training program.
3. Three additional deputy observers should be assigned; this would assist the pilots in performing the airborne law enforcement missions safely and fill the critical ground control and watch deputy positions.
4. One additional services assistant should be assigned who would assist the present services assistant and allow the mechanics and the warehouse worker to perform their assigned duties.
5. Three additional Hughes 500 helicopters should be allotted, allowing the Aero Bureau to patrol the outlying station areas (Malibu, Santa Clarita Valley and Antelope Valley) more effectively.
6. One additional Forward Looking Infrared Unit (FLIR) should be allocated to help law enforcement in fighting crime.

This report was a follow-up of the 1984-85 Los Angeles County Grand Jury report on the same topic. The current Grand Jury agreed with the prevailing perception that increased use of helicopters is a most effective and important aid to modern law enforcement efforts.

AIR SUPPORT DIVISION, LOS ANGELES POLICE DEPARTMENT

RECOMMENDATIONS

1. Four additional aircraft, seven additional pilots and seven additional observer positions should be allocated to Astro to expand its level of service.
2. Two additional aircraft, two additional pilots and two additional observers should be made available to the Special Flights Section to assist with its workload and enhance its effectiveness.

The majority of Air Support efforts involve surveillance of major narcotics traffickers and major criminal suspects. The Los Angeles Police Department was a pioneer in this concept and a model for other law enforcement agencies.

MOUNTED POLICE UNIT, LOS ANGELES POLICE DEPARTMENT

RECOMMENDATIONS

1. A full time Mounted Police Unit within the Los Angeles Police Department should be established.
2. Thirty-one sworn officers (one Lieutenant II, three Sergeant II, 27 Police Officer III) and four civilian positions (one clerk typist and three custodial service attendants) should be assigned full time to this Unit.
3. Funds should be provided for the required number of horses, veterinary services, vehicles, and other mobile equipment necessary for the effective operation of the Unit.
4. Funding should also be provided for communications, office space, office furniture, boarding of animals, and various other expense items necessary to support a full time Unit.

Because of its status as a volunteer Unit, the department is unable to use the Unit effectively in emergency situations. The ability for quick response is lacking. The location of available officers and the long distances they must travel limits their usefulness in emergencies.

The Mounted Unit has demonstrated its effectiveness at special events and unusual occurrences such as the 1984 Olympics where their presence and performance provided excellence in police work and crowd control. When deployed on these assignments one officer on horseback can effectively replace many officers on foot.



Disaster
Preparedness

DISASTER PREPAREDNESS COMMITTEE

AREA OF CONCERN

The examination of the state of readiness of Los Angeles County in civic center county buildings in the event of a major disaster.

PERSONS INTERVIEWED

Los Angeles County, Orange County and San Diego County personnel involved with Disaster Preparedness

DOCUMENTS REVIEWED

American Red Cross publications
Atlantic Richfield Company publications
Materials presented at conferences
Other pertinent written material

COMMITTEE

Donald Squires, Chair

Joseph Micciche, Vice Chair

Richard Ferraro

Daniel Golden

Ruth Jordan

Jerome Saltz

Dave Schwartz

DISASTER PREPAREDNESS COMMITTEE

RECOMMENDATIONS

1. Full responsibility for disaster preparedness within all county buildings should be assigned to the Sheriff's Department.
2. Each of the four building emergency coordinators (and their alternates) should be enrolled in the standard Emergency Services courses conducted by the California Specialized Training Institute (CSTI), a unit of California Office of Emergency Services (California OES).
3. Group leaders for each department should be trained by the Sheriff's Emergency Operations Bureau, and rehearsed, as to their responsibilities in any emergency.
4. The Board of Supervisors should order immediate dissemination of printed instructions to all county employees on what to do in case of a disaster.
5. The Board of Supervisors should direct the Chief Administrative Office of Disaster Service, in collaboration with the Sheriff's Department, to select, organize, train and assure readiness of a) Floor Wardens for every floor of each building; b) Fire Suppression teams; c) Search and Rescue teams; d) Medical First Aid teams; e) Handicapped Assistance teams; f) Emergency Supply and Equipment teams; and gruesome though the subject may be, g) teams to handle the dead.
6. The Board of Supervisors should initiate plans for the design and construction of an adequate county Emergency Operations Center (EOC).
7. The County Office of Disaster Service should be elevated to full departmental level reporting directly to the Chief Administrative Office and staffed with professionals in this field.
8. An agreement should be negotiated with the Southern California Mortuary Association to assure immediate care of the dead. It appears that the County Coroner's staff would be unable to handle this work expeditiously.
9. A contract should be negotiated with the Los Angeles Chapter of the American Red Cross for its standard classroom training programs on disaster preparedness including first aid and cardio-pulmonary resuscitation (CPR), for selective supervisory personnel.

10. A working committee should be appointed which would include the Chief Administrative Office's Office of Disaster Service, the County Planning Department, County Counsel, the Sheriff's Department, Emergency Planning Commission and the California Office of Emergency Services (OES). The primary function of this committee would be to evaluate the August 1983 "Comprehensive Earthquake Preparedness Planning Guidelines" as prepared by the Southern California Earthquake Preparedness Project (SCEPP) with recommendations for full implementation or amendment to apply to current conditions.

Shortly after the Mexico City earthquake on September 19, 1985, the question arose as to the state of preparedness of the Los Angeles area to survive such a disaster. Preparedness (and not response) was the main thrust of this study. It was clear to the Committee and to the Grand Jury that much more needs to be done to prepare for what the experts tell us is sure to come.

Many of the recommendations would require administrative new directions and increased funding on the part of the County. Should the disaster occur as predicted, however, the cost to the County would soar because it had failed to provide adequate plans, staffing, equipment and supplies.

An aerial, black and white photograph of a multi-lane highway. The road curves through a landscape with dense trees and some buildings in the distance. Numerous cars are visible on the road, moving away from the viewer. The overall scene is a busy, suburban or urban roadway.

Government Operations

GOVERNMENT OPERATIONS COMMITTEE

AREAS OF INQUIRY

* Traffic congestion throughout Los Angeles County

Drug abuse

PERSONS INTERVIEWED

Experts in the area of traffic congestion.

Experts in the area of narcotics abuse, especially medical and drug enforcement personnel.

Media persons who are familiar with these problems.

COMMITTEE

Suzanne Marx, Chair

Norma Marter, Vice Chair

Marilyn Johnson

Herbert L. Kneeter

Carl Ross

TRANSPORTATION

RECOMMENDATIONS

1. Communication between the public and private sectors should be strengthened by establishing a county-wide coordinating committee charged with high level policymaking and implementation authority. Membership should consist of the highest level executive from all major agencies identified with transportation and traffic congestion in Los Angeles County. The chairman should be the chairman of the Los Angeles County Board of Supervisors. This committee should appoint short term task forces to present structured plans to alleviate traffic congestion.
2. Public agencies and private organizations should take a strong leadership role in the establishment of park and ride, park and pool, peripheral parking, shuttle services, and paid bus transportation for their employees. This could be established initially for new employees without effecting arrangements for current employees.
3. Preferential bus lanes, expanded application of peripheral parking, and shuttle service should be implemented in areas of congested traffic.
4. Truck routes and delivery hours should be restricted in congested areas.
5. Freeway condition adviseries for alternate routes should be expanded.
6. Staggered work hours in the public and private sectors should be encouraged.
7. Traffic laws for bus drivers and truck drivers should be rigidly enforced.
8. Efforts towards cooperative incident response strategies with law enforcement, traffic management and emergency service personnel should be improved.
9. Community service media announcements for public and corporate commuter van pools and buses should be increased.
10. Cities and the county should assess traffic mitigation fees on new development before issuing building permits.
11. Adoption of stepped up parking enforcement, expansion of computer controlled traffic signal systems, a peripheral parking plan with shuttle bus service and the conversion of six downtown primary north/south thoroughfares into one-way couplets should be implemented as an entire package plan.

Innovative methods of traffic flow employed during the 1984 Olympic Games were extremely effective in combatting congestion in the central area of Los Angeles. These methods should be adopted at this time and a high level county wide public-private sector coordinating committee should be charged with policymaking and implementation authority by planning relief from traffic congestion.

EXTENSION OF THE GLENDALE FREEWAY

RECOMMENDATION

The Board of Supervisors and Los Angeles City Council should support the proposed downtown bypass which is an extension of the Glendale Freeway southward past the U.S.C. campus where it will link up to the Harbor Freeway. The downtown portion of the Harbor Freeway is inadequate to handle the increase in through traffic at the present time and growth projection is for 25% gain in the next twenty years.

FEASIBILITY STUDY OF TOLL PROGRAM

RECOMMENDATION

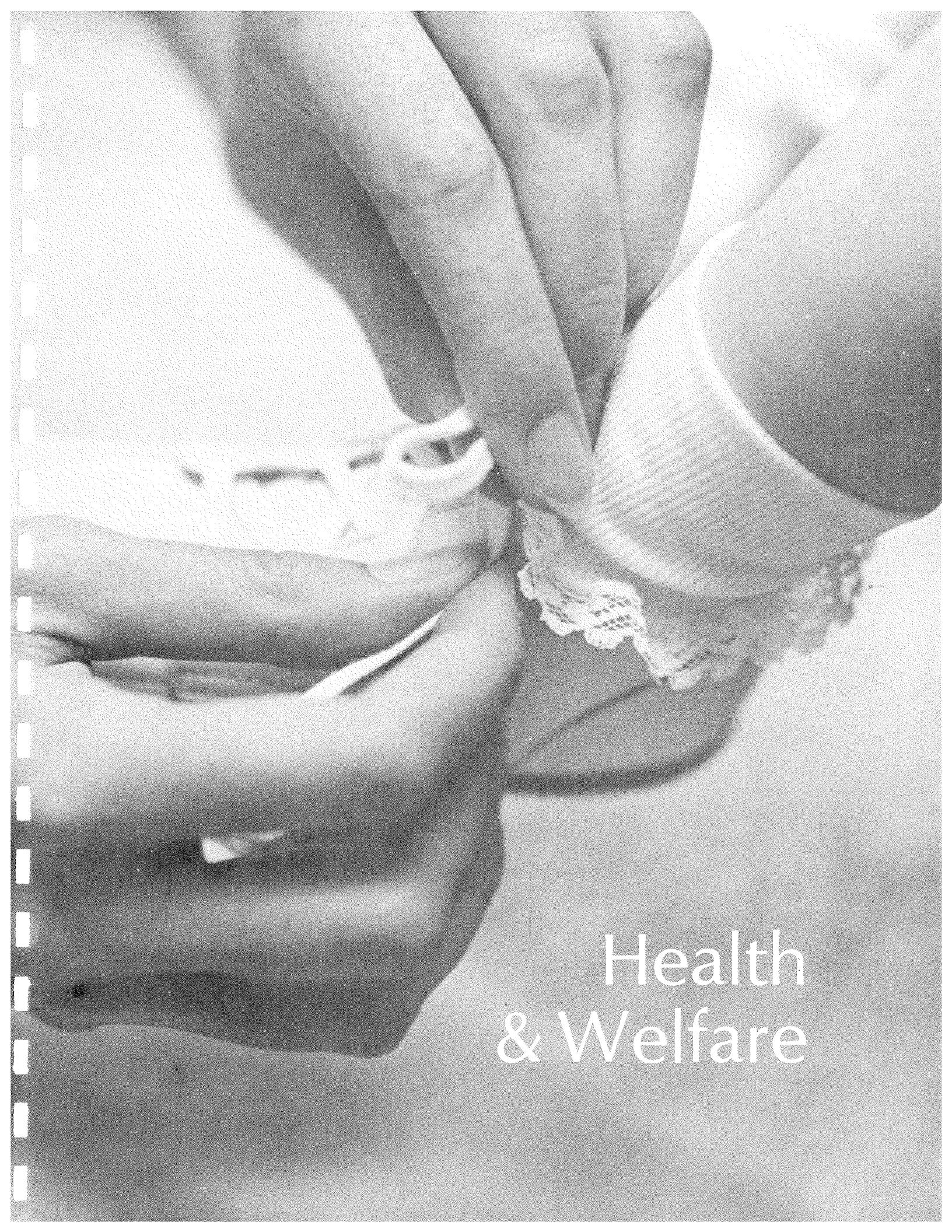
The Grand Jury recommends that the Board of Supervisors appoint the appropriate agencies to conduct a feasibility study to determine the effects of a toll program on selected portions of the present freeway system. The Congressional Budget Office in a recently released study stated that "On heavily traveled routes, tolls have the potential to help relieve traffic congestion by rationing limited highway capacity during peak periods."

NARCOTICS

RECOMMENDATIONS

1. An effective anti-drug educational program should be presented to each student each year until completion of secondary school.
2. Enforcement emphasis in curtailing drugs should be placed on importers and high-level distributors.
3. As soon as possible, the County of Los Angeles and the cities within the County should establish a pre-employment and current employee drug-testing program. All supervisory personnel should be given intensive training in recognizing the impaired worker so that testing for drug-related work impairment can be implemented.
4. Legislation comparable to the Federal statute (RICO) for forfeiture should be sought by the Board of Supervisors and the cities within the County.
5. Legislation to provide a wider range of sentencing for major importers and high-level distributors of illicit drugs should be sought by the Board of Supervisors and all the cities within the County.
6. A designated court should be established for the purposes of trial and sentencing of narcotic offenders. This would expedite cases and familiarize judges with narcotic issues.
7. The Board of Supervisors should vigorously encourage an increase in the number of trained canine corps in use.

Although it is recognized that drug abuse has roots which go beyond the local level, it was nevertheless felt that certain steps could be taken by authorities within the Los Angeles Metropolitan area to reduce the effect of this problem. The Committee interviewed dozens of specialists in this area. This report is based primarily upon the reports from these experts.



Health
& Welfare

HEALTH AND WELFARE COMMITTEE

AREAS OF CONCERN

Outbreak of Listeriosis
General Relief 60-Day Penalty
Los Angeles County Sanitation Districts
City of Los Angeles Sanitation Department
MacLaren Children's Center
Mental Health
Solid and Hazardous Waste

PERSONS INTERVIEWED

Experts in the areas of Public Health, Public Welfare, Sanitation, Child Welfare and Mental Health for public (city, state and county) and private agencies.

DATA REVIEWED

Past Grand Jury Reports
Operational Manuals
Interdepartmental correspondence
Reports to the Board of Supervisors
Articles in professional journals
Papers presented at symposiums

COMMITTEE

Ernestine Magdaleno, Chair

Jerome Saltz, Vice Chair

Lurene Albert

Sara Batchelor

Frank Hodgson

Marilyn Johnson

OUTBREAK OF LISTERIOSIS

RECOMMENDATIONS

1. Sections 2500-2508 of Title 17 Administrative Code, and Section 3125 of the Health and Safety Code be rewritten and clarified. The aim would be to establish a single list of reportable diseases and clearly define the party responsible for this report under any given circumstance.
2. Reporting of an infectious disease by the responsible party be made as convenient as possible, e.g. by phone on a 24-hour basis with simultaneous confirmation by postcard. These data should be reported on a daily basis not only to the state health officer but also to all county health officers in the adjacent area.
3. Consideration be given to the advisability of pasteurization of all milk and milk products sold to the public.

The California State Department of Health Services plans to try to identify all possible sources of Listeriosis. The causes of the problem are of a widespread nature and could be the result of the contamination of herds of cows, the inadequacy of pasteurization, the transmission through products or because of other reasons.

Officials of the State Department of Food and Agriculture and the Milk and Dairy Foods Control are asking for five additional food inspectors to be added to their present twenty-six field inspectors. They plan in the future to inspect milk and cheese plants four times every six months.

In addition to the changes made by State officials, the Los Angeles County Department of Health Services has made procedural changes to correct faults and delays encountered during the Outbreak. These include communication in the Department from the lower echelons vertically to the responsible officials, expediting the assistance of the Communicable Disease Center in Atlanta, Georgia, a more rapid (two stage) recall of the food product and assurance of cooperation of the medical profession both directly and through hospitals.

GENERAL RELIEF 60-DAY PENALTY

RECOMMENDATIONS

1. The project currently being conducted in the Civic Center District with the DMH should be expanded to all General Relief districts as quickly as possible.
2. Additional personnel should be hired to staff these offices.
3. The current project should be expanded to all General Relief districts and contact should be made with additional job training agencies.
4. The current moves to contract for emergency shelter (agreement with Volunteers of America Women and Couples' Shelter) should be expanded throughout the county.
5. Continued publicity should be issued about the work performed by General Relief recipients at various work projects throughout the county. A single press release will not negate negative public opinions about the General Relief recipient.

The Department of Public Social Services is to be commended for correcting some of the criticisms about the 60-Day penalty through revised regulations and intensive training of staff. It should be noted that the major recommendation of the 1984-85 Los Angeles County Grand Jury regarding professional screening of applicants is only being implemented in the Civic Center District where a working relationship with the Department of Mental Health already existed.

LOS ANGELES COUNTY SANITATION DISTRICTS

RECOMMENDATIONS

1. **The Los Angeles County Sanitation District should proceed immediately to full secondary treatment.**
2. **Long term planning should be extended into the next century and there should be a possible consideration of tertiary treatment of waste water.**
3. **There should be closer communication and cooperation among city, county and state waste water agencies.**

The Los Angeles County Sanitation District includes 26 separate sanitation districts and is managed by a Board of Directors which is comprised of mayors, community leaders and members of the Board of Supervisors of Los Angeles County. This sanitation district which serves approximately 70 cities is continually endeavoring to upgrade the facilities and methods for treatment of waste water (sewage).

The sanitation district has been able to improve the system during the past two decades because of its legal right to levy assessments on the 26 individual districts of the local cities and in county unincorporated areas for the maintenance of sewer lines. The District was able to upgrade the Carson Plant through Federal grants in the 1970's.

The Los Angeles County Sanitation District requested exemption from a Federal requirement for 100% secondary treatment of sewage.

CITY OF LOS ANGELES SANITATION DEPARTMENT

RECOMMENDATION

1. The Tillman Plant should be accelerated to full capacity of 120 MGD before the target date of 1990.
2. New sewer lines should be constructed to accommodate current and future population growth.
3. The city should consider construction of a new East Valley interceptor sewer which (1) would transport sewage from the eastern San Fernando Valley to the Tillman Water Reclamation Plant for treatment, and (2) which could be used by nearby industries rather than having their waste transported to the Hyperion Plant.
4. The city should proceed without further delay with the construction of expansion lines financed by fees rather than by Federal and State grants.
5. Greater cooperation and communication are needed between the administrators of adjoining sewage systems.
6. Long term planning be extended into the next century with the possible consideration of tertiary treatment of waste water.

The Los Angeles County Department of Health, the Los Angeles Bureau of Sanitation and the State Regional Water Quality Control Board are all concerned with effects on the environment, resulting from the pollution of waste water. This pollution caused by the overflow of raw sewage into Santa Monica Bay and Ballona Creek in 1985 resulted in negative effects on marine life.

The aforementioned agencies have recognized the need for upgrading the Los Angeles City Sewer System which was built in 1922.

The 1972 Clean Water Act of Congress required both costly secondary treatment of sewage and a ban on ocean dumping of concentrated sewage sludge. The Environmental Protection Agency released grants which resulted in the opening of the Tillman Plant in the San Fernando Valley in the fall of 1985. Other needs are to accelerate the Tillman Plant to full capacity, to construct new sewer lines and to build a new East Valley interceptor sewer.

MACLAREN CHILDREN'S CENTER

RECOMMENDATIONS

1. The Dependency Courts should be moved as soon as possible from the Criminal Courts Building and be relocated to MacLaren Children's Center as well as elsewhere throughout the local communities.
2. There should be an agreement between the Dependency Courts and the Probation Department for the transfer of children exhibiting delinquent and disruptive behavior.
3. There should be closer communication between MacLaren Staff and (a) the administration, (b) the volunteer workers, and (c) the Children Services workers assigned to children at MacLaren Children's Center.
4. In-service training should be emphasized and continuous.
5. There should be continued exploration of community resources for vocational and cultural training for senior boys and girls who stay at MacLaren Children's Center for a longer than average time, in order to prepare them for outside living.

The 1985-86 Grand Jury continued the work started the previous year. Extensive visits were made by the Health and Welfare Committee to the site, and numerous interviews were held with many different agency staff. Among those interviewed were administrators, physicians, Mental Health and Children's Services employees, line counselors, and the Child Advocate. Comparisons were made with other agencies which were the same or similar in function to MacLaren Children's Center.

Many of the problems observed were found to be inherent in the concept of a Children's Center such as MacLaren. However, the overall impression was, that in spite of the need for further changes, there has indeed been much improvement during the past year. Future Grand Juries might do well to monitor this agency more or less continuously.

MENTAL HEALTH

RECOMMENDATIONS

1. Appropriate laws should be changed to provide a sustained period of treatment.
2. The Skid Row model should be expanded to other areas of Los Angeles County.
3. Board and Care rates should be adjusted to patient need.
4. The County Department of Mental Health should increase its supervision of Board and Care facilities.
5. Interaction between the Mental Health Department and the Administrators of Board and Care facilities should be continued.
6. Plans should be implemented to establish a half-way house at Metropolitan State Hospital in order to facilitate the transition and re-entry into society of discharged patients.
7. Patient after-care should be continued by the social worker who had case responsibility initially.
8. Patients should not be discharged and released at night.
9. Records should be computerized at mental health court for more efficient logging of patients.

This study attempted to determine the availability of mental health services to those who could be called "homeless mentally ill." The Committee visited several mental health facilities and interviewed numerous mental health professionals. It was found that there have been many improvements made but there is much yet to be done in this area.

SOLID AND HAZARDOUS WASTE

RECOMMENDATIONS

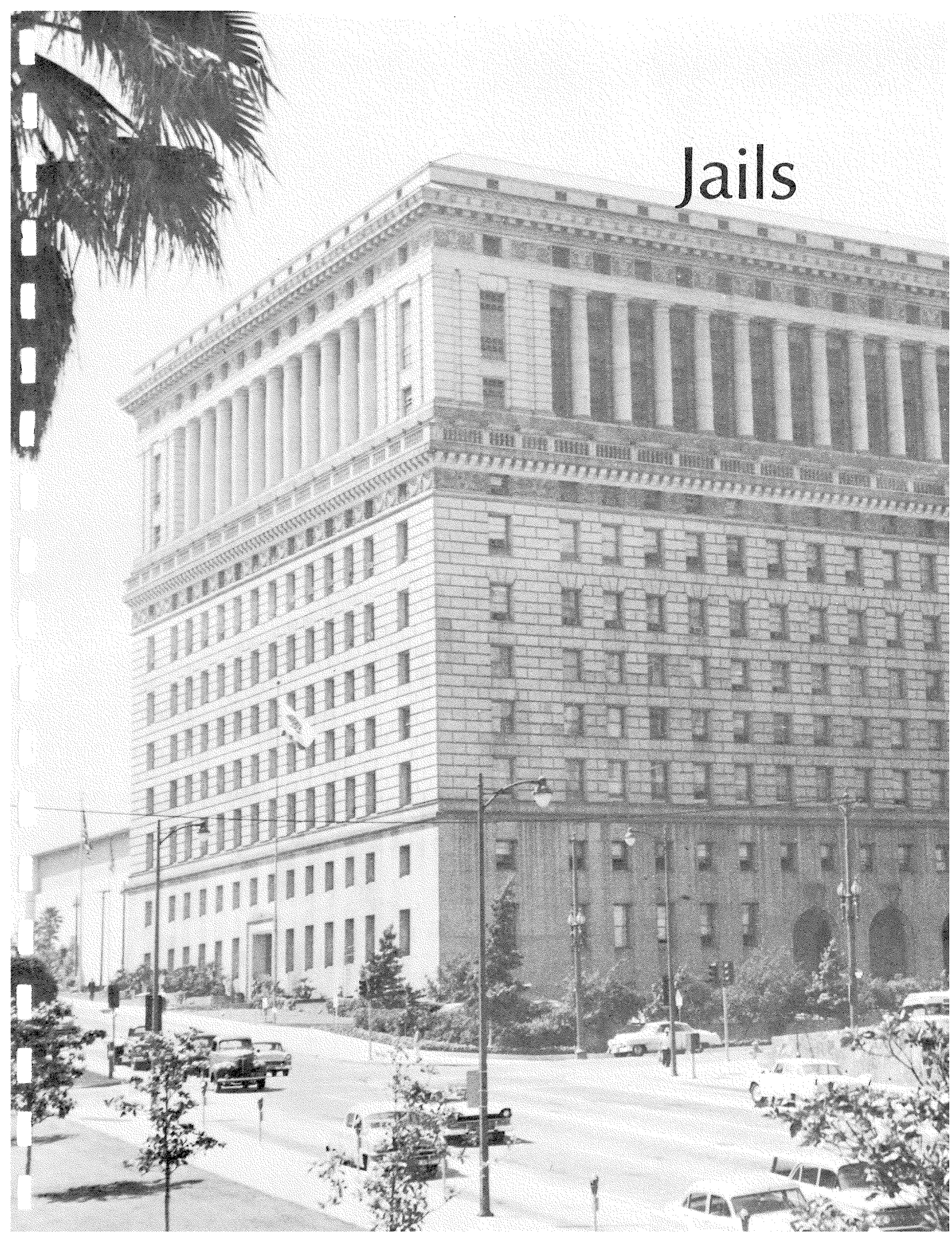
The appropriate government officials should:

1. Increase efforts to communicate with community leaders for the purpose of exchanging information and concerns.
2. Continue with consideration of methods to streamline the permit procedure for industrial treatment plants.
3. Continue the effort to obtain land for final disposal sites using eminent domain if necessary.
4. Intensify legal action against violators of illegal dumping.
5. Improve cooperation and communication between the City and County in planning for waste disposal as this is a regional problem.
6. Increase joint government-private industry research in methods of treatment disposal.
7. Restrict housing and commercial development to a defined distance from landfills.

The handling, transportation and subsequent disposal of waste has been receiving much public attention and concern of late, including a Grand Jury study in 1983.

The 1985-86 Grand Jury discovered that within Los Angeles County there are no landfills accepting hazardous waste. In many industries disposal of hazardous material has posed special problems. The County's Waste Control program has been expanded during the past ten years. A major problem seems to be the NIMBY (Not In My Backyard) syndrome which in some ways is counter-productive.

Jails



JAILS COMMITTEE

AREA OF CONCERN

All jails within the County of Los Angeles with regard to health and safety of both inmates and staff.

PERSONS INTERVIEWED

Sheriff's Department personnel
Police Department personnel
State Department of Corrections personnel

DOCUMENTS REVIEWED

Los Angeles County Institutional Inspection Commission Reports
State Department of Corrections Report to Legislature, 1984
Minimum Standards for Jails

COMMITTEE

Don Squires, Chair
(July-October 1985)

Ruth C. Jordan, Chair
(November 1985-June 1986)

Paula Gale, Vice Chair

William O. Gutierrez

Frank Hodgson

D.A. Johnson

Charles Wilbun

COUNTY JAILS

RECOMMENDATIONS

1. The Board of Supervisors should take whatever steps are necessary and as soon as possible to alleviate the overcrowding in the County Jail system.
2. A full-scale seismic study should be made at the Biscailuz Center to determine whether or not the facility is safe for occupancy.
3. (ELISA) or other screening test(s) should be used with all arrestees as well as with those housed for other public agencies.
4. An education program should be instituted to instruct both staff and inmates of the nature of AIDS and of measures to be taken to prevent infection and the spread of this disease.
5. The Sheriff's Department budget should be increased in order to provide for the following:
 - a. Additional staff for inspection of all vehicles and persons entering the Honor Rancho as visitors.
 - b. "Jaws of life" equipment for use within Central Jail.
 - c. Fire Department "turn-out" coats for every station.
6. Smoke detectors should be installed in cell corridors in all stations.
7. The administrative procedures regarding accountability for arrestee's cash should be changed.

Following the madate issued to the Grand Jury in "the Charge," an inspection was made of all the County jails on a committee basis. Standardized questionnaires were used to inspect and examine such things as sanitation, security, food service, etc., as they pertained to the health and safety of both inmates and staff.

This Grand Jury joins the many previous Grand Juries that observed overcrowding at Central Jail to be the most serious problem in the system. Despite the use of all alternative methods, the Central Jail houses an average of 6,000 more inmates per day than its rated capacity of 11,824.

OTHER LOS ANGELES AREA JAILS

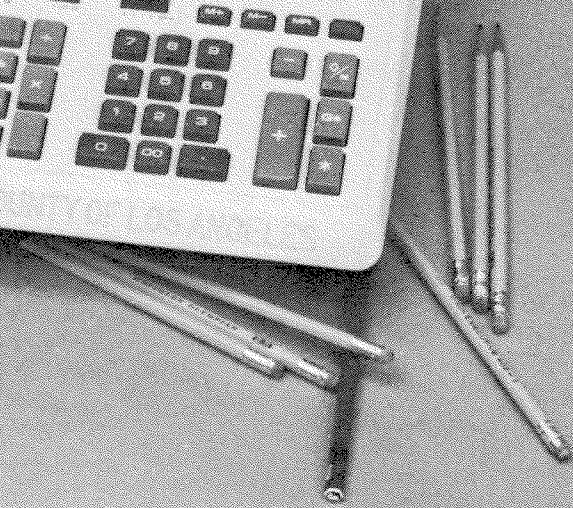
The Jails Committee inquired into the condition and management of Parker Center and thirteen division jails operated by the City of Los Angeles. Recommendations were made to the Chief of Police for improvement of environmental and safety conditions in some facilities. In addition, we urged the replacement of the 77th Street Jail. This recommendation was also made to the City by the State Board of Corrections in its 1984 Report to the Legislature.

With the assistance of all members of the Grand Jury, we inspected jails in 47 other cities in Los Angeles County. These facilities also hold arrestees only until court arraignment except that a few do have sentenced inmate workers for facility maintenance. A few cities charge sentenced inmates up to \$60.00 per day to serve time. Subsequent to the inspections, reports of the inspection were sent to individual chiefs of police.

Audit

COUNTY BUDGET/1985-1986

COUNTY BUDGET/1985-1986



AUDIT COMMITTEE

AREAS OF CONCERN

1. Burbank Redevelopment Agency
2. Bradley International Terminal Construction Management Process
3. Los Angeles County Auditor and Controller Functions
4. Los Angeles Community College District
5. Fiscal Impact on Foreign Students with F-1 Visas
6. City Management Employment Practices
7. The Project Management and Architect/Engineer Divisions of the Facilities Management Department
8. Use of Civilian Personnel in Sheriff's Department
9. Medical Malpractice Defense Costs
10. Los Angeles County Office of Education
11. Selected Contract Cities Reimbursement
12. Los Angeles Convention Center Expansion Project
13. Marina Del Rey Slip Assignment and Slip Fee Policy
14. Police and Fire Department Stress Disability Pension

COMMITTEE

D.A. Johnson, Chair	Sara Batchelor, Vice Chair	
Dain D. Carr	Leo E. George	Norma J. Marter

AUDIT COMMITTEE

The Grand Jury, under specific California Penal Codes, is empowered to examine the management and fiscal needs of all Los Angeles County officers, departments, joint powers agencies, special districts and records of any incorporated city within the County of Los Angeles.

Early in the year the Audit Committee selected Arthur Young Company to be the contract auditors for the 1985-86 year. It was also determined that members of the committee would accompany the auditors on some calls and would meet with them regularly during the course of the audits.

In the report that follows, only the recommendations are included. The full text (as well as abstracts) of the audit reports are available for inspection in several locations, including the Grand Jury Headquarters and the offices of the Board of Supervisors.

D.A. Johnson, Chair

**PRELIMINARY REVIEW OF THE BURBANK COMMUNITY
REDEVELOPMENT AGENCY**

RECOMMENDATIONS

- 1-1 The Burbank City Council should update the land use element of the City's general plan to complement the specific plans of the Agency's project areas.
- 1-2 The City Council should evaluate the organization structure and level of staffing resources allocated to the City's Community Development Department.
- 1-3 The County Auditor-Controller should develop guidelines for cities in preparing statements of indebtedness on redevelopment projects.
- 1-4 The City Council and the Agency's Board of Directors should seek clarification and documentation of all monies advanced to Burbank Redevelopment Agency or transferred between projects.

**REVIEW OF THE TOM BRADLEY INTERNATIONAL TERMINAL
CONSTRUCTION MANAGEMENT PROCESS**

RECOMMENDATIONS

- 2-1 The Department of Airports should expand the scope of estimates to include a project's total costs.
- 2-2 The agency should evaluate construction contractor bids which are significantly below the Department of Airports' estimates.
- 2-3 The Department of Airports should maintain a monthly construction budget based on a project's specific work order accounts.
- 2-4 Work order accounts should be closed promptly.
- 2-5 The City Council should consider means of ensuring fiscal accountability to the City.
- 2-6 The Board of Airport Commissioners should provide for bond proceeds accountability.

**REVIEW OF THE DESIRABILITY OF SEPARATING THE COUNTY'S
AUDITOR AND CONTROLLER FUNCTIONS**

RECOMMENDATIONS

- 3-1 The Grand Jury should consider reviewing the effectiveness of all divisions of the Auditor-Controller every three years.
- 3-2 The Board of Supervisors should direct that the role of the County Audit Committee be expanded to include the procurement of and coordination with the independent outside auditor.
- 3-3 The County Audit Committee should review the scope of the outside audit.
- 3-4 Audit Division reports should be presented to the Board of Supervisors in public sessions.
- 3-5 County departments should not be charged back for required Audit Division services.

LOS ANGELES COMMUNITY COLLEGE DISTRICT

RECOMMENDATIONS

- 4-1 The District should develop district-wide mission and goal statements.
- 4-2 The District should develop individual college mission and goal statements.
- 4-3 Board of Trustee elections should be moved to even-numbered years.
- 4-4 The District should develop and maintain an on-going strategic planning process.
- 4-5 The District should establish an accounting system which treats the nine colleges as separate cost centers.
- 4-6 The District should evaluate the feasibility, and legal changes necessary, to contract for cafeteria, bookstore, community services and child development operations.
- 4-7 The Board of Trustees should adopt a policy regarding the role and relationship of the General Fund and special funds.
- 4-8 The District should reorganize the Educational Services Division.
- 4-9 The District should develop district-wide standards for educational programs.
- 4-10 The District should reduce the number of certificated personnel commensurate with the student demand and revised workload standards.
- 4-11 The District should develop a management information reporting system for financial aid.
- 4-12 The District should explore the feasibility of contracting out the financial aid function.
- 4-13 The district should evaluate staffing levels within Personnel Services.
- 4-14 The District should reevaluate the purpose and scope of the Personnel Commission.
- 4-15 The District should consider measures which would expand the scope of the faculty retraining program.
- 4-16 The District should increase the proportion of part-time teaching faculty.
- 4-17 The District should open negotiations on several provisions of the faculty contract when the contract expires in 1986.

- 4-18 The District should seek legislative relief in selected areas.
- 4-19 The District should broaden its classification system.
- 4-20 Establish contracts for all administrative positions.
- 4-21 The District should evaluate the staffing levels within “business” services.
- 4-22 The District should develop desk top policies and procedures manuals specific to the District’s fiscal operations.
- 4-23 The District should reevaluate the effectiveness of the centralized purchasing policy.
- 4-24 The District should develop and implement a marketing program to make use of its surplus property.
- 4-25 The District should consider the automation of its centralized disbursements process.
- 4-26 The District should reassign the internal audit sections to the Chancellor’s office.
- 4-27 The District should reorganize central “business” services.
- 4-28 In the short-term, the Data Processing Branch should strive to stabilize its operations.
- 4-29 In the long-term, the District should develop a long-range data processing plan.
- 4-30 The District should implement a chargeback system for data processing.
- 4-31 The District should establish microcomputer, other advanced systems, policies, standards and central coordinating authority.
- 4-32 The District should implement a formal policy for the generation of feasibility/business plan studies for all major systems projects.
- 4-33 The District should implement a cost management system.
- 4-34 The District should develop and implement an energy management or energy cost containment program.
- 4-35 The District should undertake a telecommunications study.
- 4-36 Reevaluate the number, role, and responsibilities of campus administrators.
- 4-37 Reevaluate staffing levels for support personnel at campus sites.
- 4-38 Evaluate the feasibility of contracting for security services.
- 4-39 The Board of Trustees should close Mission College.
- 4-40 The District should reevaluate its commitment to Southwest College.

**FISCAL IMPACT OF FOREIGN STUDENTS WITH F-1 VISAS
IN PUBLIC ADULT SCHOOLS**

RECOMMENDATIONS

- 5-1 The Board of Supervisors should support state legislation to change the Education Code and permit non-resident tuition fees for F-1 students.
- 5-2 The County Counsel should seek an opinion regarding whether the Supreme Court decision applies to adult schools.
- 5-3 The State Department of Education should determine the extent to which districts are currently charging F-1 students fees for ESL Programs and collecting ADA for these same students, and take appropriate action.
- 5-4 The State Department of Education should develop systems to monitor the number of F-1 Visa Students at the school level.
- 5-5 The State Department of Education and the Chancellor's Office of the Community Colleges should review the delivery of English as a second language classes for possible duplication of services.

CITY MANAGEMENT EMPLOYMENT PRACTICES

RECOMMENDATIONS

- 6-1 Cities retaining outside assistance through contract public officials should develop a clearly defined performance work statement.
- 6-2 Where appropriate, cities should include provisions in their professional services contracts that require contractors to identify or restrict other local agency clients which may interfere with their responsibilities.
- 6-3 Where one individual serves as both the City Manager and City Attorney, the City Council should adopt guidelines for using outside counsel in cases where an inherent conflict may exist between the two positions.
- 6-4 Cities should adopt a policy and procedure to monitor the holding of additional positions which are potentially incompatible with individuals' primary public employment.
- 6-5 Each city should evaluate the use of executive search firms and their impact on recruitment and selection of professionals in executive-level municipal positions.
- 6-6 Each city should periodically update its Conflict of Interest Code.
- 6-7 The Fair Political Practices Commission should perform spot checks to assess cities' currency of and compliance with local codes.
- 6-8 Each city should assist the Fair Political Practices Commission in performing spot checks of local codes, encourage the use of each cities' annual independent audit to review local compliance with the Political Reform Act.
- 6-9 Each city should revise the definition of "consultant" under the Political Reform Act.
- 6-10 Cities should maintain up-to-date job classifications to define official duties and responsibilities.
- 6-11 Employment agreements, personnel rules and/or related means should be adopted by city councils to formalize the employment relationship with key city management employees.

**THE PROJECT MANAGEMENT AND ARCHITECT/ENGINEER DIVISIONS
OF THE FACILITIES MANAGEMENT DEPARTMENT**

RECOMMENDATIONS

- 7-1 The Department should implement a formal Project Manager Apprenticeship Program.
- 7-2 The County should conduct a salary survey regarding compensation levels for County inspectors.
- 7-3 The Architect/Engineer Division should upgrade its control over access to the plan room.
- 7-4 The Project Management Division should be combined on one floor of the Facilities Department Building.
- 7-5 The Project Management Division should continue to use county personnel supplemented as necessary by Project Manager Consultants for large construction projects.
- 7-6 The County should consider increasing the use of contracted inspectors for specific inspection services.
- 7-7 The County should continue existing policy to ensure subcontractors are paid.
- 7-8 The County should consider providing automation assistance to the Project Manager for budgetary and scheduling tasks.
- 7-9 The County should modify the revised rules and by laws for AEB to allow PMD to recommend a particular architectural or engineering firm for inclusion on the AEB list.
- 7-10 The County should include past performance records as a criteria for selecting architectural and engineer firms.
- 7-11 The County should consider legislative changes which would enable performance records to be considered as a criteria for selecting a contractor.
- 7-12 The County should investigate the feasibility and benefits of developing a new program that would reward or penalize a contractor for schedule performance.
- 7-13 The County should limit the number of scope changes made to projects after the construction contract is awarded.
- 7-14 The Department should adopt a cost/schedule control system reporting format.

USE OF CIVILIAN PERSONNEL IN THE SHERIFF'S DEPARTMENT

RECOMMENDATIONS

- 8-1 The Department should continue to phase out the positions in the correction officer classification.
- 8-2 The Department should fill as many of the budgeted deputy positions as possible.
- 8-3 The Department should assess the feasibility of creating a non-sworn entry level classification leading to deputy.

**REVIEW OF THE MANAGEMENT OF MEDICAL MALPRACTICE DEFENSE
COSTS IN LOS ANGELES COUNTY**

RECOMMENDATIONS

- 9-1 The County should formalize its relationship with Professional Risk Management.
- 9-2 The County should track defense costs both within the County and in other governmental jurisdictions.
- 9-3 The County should explore the feasibility of maintaining in-house malpractice defense expertise and auditing legal defense procedures.
- 9-4 A standardized billing format should be instituted.
- 9-5 The County should institute a program of auditing the bills submitted for legal defense counsel costs and fees.
- 9-6 Timeliness and format of management reports provided by Professional Risk Management should be improved.
- 9-7 The funds placed in trust accounts should be held in an interest-bearing account.
- 9-8 The trust accounts should be established and maintained by the Auditor-Controller in accordance with county policy.
- 9-9 The County should explore means to improve recovery of legal defense costs.

LOS ANGELES COUNTY OFFICE OF EDUCATION

RECOMMENDATIONS

- 10-1 The Los Angeles County Office of Education (LACOE) should seek to reduce expenditures as part of its 1986-87 budget.
- 10-2 The LACOE should develop criteria for discontinuing or charging cost recovery fees for a discretionary service.
- 10-3 Educational programs and services should develop and implement a time management information system.
- 10-4 Educational programs and services should reorganize its division.
- 10-5 The LACOE should establish a cost accounting system for services to districts.
- 10-6 The LACOE should evaluate the feasibility of contracting for management and data processing consulting services.
- 10-7 The LACOE should reorganize financial and data processing services.
- 10-8 The LACOE should implement controls to limit data processing facilities access to authorized personnel.
- 10-9 The LACOE should establish policies and standards for the acquisition of advanced office system and microcomputer technologies.
- 10-10 The County should develop a systems architecture and strategy.
- 10-11 The LACOE should establish a central coordinating authority charged with responsibility for the Office's systems architecture and managing office automation technologies.
- 10-12 The Regional Data Processing Center should assume comprehensive responsibility for the development of systems to be maintained by the center.
- 10-13 The Regional Data Processing Center should implement a chargeback system and assume responsibility for its own cost recovery.
- 10-14 The Regional Data Processing Center should implement a cost management system.
- 10-15 The Regional Data Processing Center should enhance its present systems development methodology.
- 10-16 Internal Financial Services should develop work standards and performance expectations.

- 10-17 Internal Financial Services should update the Board of Education Policies, Rules and Regulations Handbook.
- 10-18 Internal Financial Services should prepare desk manuals to define office practices and procedures.
- 10-19 Internal Financial Services should evaluate maximum petty cash limit of \$25.00.
- 10-20 The LACOE should augment the role of the Audit Analyst Section.
- 10-21 The LACOE should establish a policy for minimum value purchases.
- 10-22 The Purchasing Section should revise and publish current desk top procedures manual.
- 10-23 The LACOE should automate the purchasing process.
- 10-24 The Purchasing Section should evaluate current procedures for stocking standard items.
- 10-25 The LACOE should consolidate purchasing and warehouse functions.
- 10-26 The Building Services Section should conduct comprehensive contracting out and service delivery analysis for custodial activities.
- 10-27 Future bidding for master agreements with crafts vendors should permit companies with less than countywide service capabilities to compete for contracts.
- 10-28 The work order system for maintenance services should be fully implemented so that all essential management information is captured.
- 10-29 Warehouse Services should review and standardize inventory controls.
- 10-30 Warehouse Services should automate the inventory management and warehousing functions.
- 10-31 Warehouse Services should revise and publish current procedures.
- 10-32 Warehouse Services should evaluate the use of the warehouse truck.
- 10-33 Warehouse Services should improve the cataloging of the warehouse.
- 10-34 Warehouse Services should conduct periodic item turnover evaluations.
- 10-35 The LACOE should develop a comprehensive records management program including policy and procedure guidelines.
- 10-36 Work standards and performance expectations should be developed for records management employees.

- 10-37 Office Services should establish work standards for forms control personnel and enhance production reporting with time-in-backlog statistics.
- 10-38 Reprographics Services should establish a management information system to collect operational and productivity data.
- 10-39 Once the management information system is operational, Reprographics Services should review current staffing levels and resource deployment practices.
- 10-40 Bidding cycles for the four geographical service areas should be on a staggered schedule.
- 10-41 Transportation Services should revise monthly workload reports.
- 10-42 Transportation Services should include Regional Occupation Program (ROP) transportation schedules in monthly workload report.
- 10-43 Transportation Services should automate the production of monthly activity reports.
- 10-44 Transportation Services should evaluate the level of staffing.
- 10-45 Transportation Services should assess the approach used to charge external agencies for computer time.
- 10-46 Transportation Services should prepare a policies and procedures manual.
- 10-47 Transportation Services should enforce the use of telephone logs.
- 10-48 Transportation Services should ensure that ROP transportation bills are itemized.
- 10-49 Personnel Services should institute monthly activity reports reflecting the full scope of its activities.
- 10-50 The Personnel Commission should broaden job classifications for classified employees.
- 10-51 The LACOE should revise agreement with workers compensation contract administrator to define performance standards and service level requirements.
- 10-52 The LACOE should monitor sick leave use and enforce leave procedures.
- 10-53 The LACOE should centralize the procurement of personnel.
- 10-54 Personnel Services should enhance the Performance Appraisal Program.
- 10-55 The LACOE should centralize staff training and development authority.

- 10-56 The LACOE should consolidate the Personnel Services, Employee Relations and Personnel Commission Sections.
- 10-57 The LACOE should reorganize its internal structure.

REVIEW OF SELECTED CONTRACT CITIES REIMBURSEMENT

RECOMMENDATIONS

- 11-1 The County should evaluate the Animal Care Control Department Housing Services rates to determine if full recovery of costs is being achieved.
- 11-2 The County should expand the management reporting available to contract cities.
- 11-3 The County should reevaluate policy of county paying for detective investigation of Part I crimes which occur in contract cities.
- 11-4 The County should record detective hours on a positive time reporting basis.
- 11-5 Sheriff stations' costs should be allocated to contract cities.
- 11-6 The overhead review process for both the County Engineer and Road Elements of the Public Works Department should be reviewed and documented by the Auditor-Controller.
- 11-7 Annual contract cities' rates should be formalized and sent to appropriate cities.

LOS ANGELES CONVENTION CENTER EXPANSION PROJECT

RECOMMENDATIONS

12-1 The 1986-87 Grand Jury should review selected LACC expansion issues.

**PRELIMINARY REVIEW OF MARINA DEL REY
SLIP ASSIGNMENT AND SLIP FEE POLICY**

RECOMMENDATIONS

- 13-1 The 1986-87 Grand Jury should review the demand and rates for slips after the slip fees are allowed to go to market level.
- 13-2 The 1986-87 Grand Jury should review the appraisal process already initiated and review the procedures which determine the percentages of rents payable to the County.

**FOLLOW-UP STUDY OF THE MANAGEMENT OF POLICE AND
FIRE DEPARTMENT STRESS DISABILITY PENSIONS**

RECOMMENDATIONS

- 14-1 The City should aggressively pursue appropriate charter changes.
- 14-2 The Board of Pension Commissioners should continue the recently started self-evaluation process.
- 14-3 The Personnel Department of the City should contract with an outside consultant to conduct a comprehensive study of the policies and procedures within the Workers' Compensation Division.
- 14-4 The General Manager of the Pension Department should take the appropriate steps to allow the Pension Department staff to make recommendations to the Pension Board of Commissioners as to the record and facts of disability claims.
- 14-5 The solution to the space allocation problems in the Workers' Compensation Division should be a high priority for the City's facilities planners.
- 14-6 The City should assess the appropriateness of crediting pensioner earned wages pension costs.



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LOS ANGELES COUNTY
CRIMINAL COURTS BUILDING