



Los Angeles County  
**GRAND JURY**

FINAL REPORT  
1986-1987

## **ACKNOWLEDGEMENTS**

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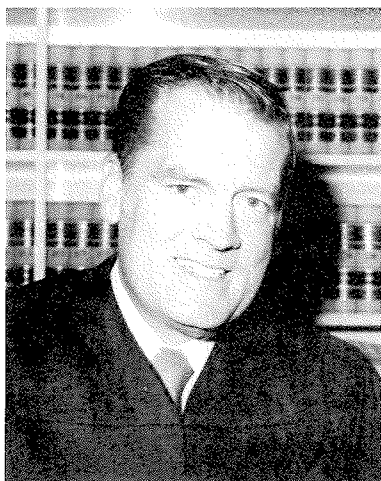


**GRAND JURY 1986-87**

*Standing Back Row L. to R:* Henry Rivas, Rosa Closs, Ruth Slater, Ben Norman, Martha Padve, Robert Lutz  
*Standing Middle Row L. to R:* Helene Moss, Daphne Lewis, Janet Kaye, Fred Vollmer, Shirley Lertzman, Doris Seward,  
 Ernest Sorotskin, Concepcion Minsky  
*Seated L. to R:* Les Clark, Mary Evans, Edward Roseman, Ralph Howe, Homer Fletcher, Lindsey Saunders  
*Not pictured:* Sherman Broidy, Eugenie Kaplan, Gerard Rastello

## 1986-87 GRAND JURY ROSTER

<u>Member</u>	<u>Residence</u>	<u>Nominating Judge</u>
Sherman G. Broidy	Los Angeles	Ronald M. George
Leslie S. Clark	Glendale	Jack A. Crickard
Rosa L. Closs	Long Beach	Maurice R. Hogan, Jr.
Mary A. Evans	San Marino	James P. Natoli
Homer Fletcher	Los Angeles	William Drake
Ralph R. Howe	Long Beach	Carroll M. Dunnum
Eugenie F. Kaplan	Los Angeles	Jack Tenner
Janet Kaye	Beverly Hills	Leonard S. Wolf
Shirley R. Lertzman	Encino	Leslie W. Light
Daphne M. Lewis	Beverly Hills	Leonard S. Wolf
Robert C. Lutz	Glendale	Roy L. Norman
Concepcion C. Minsky	San Marino	Carlos E. Velarde
Helene P. Moss	Los Angeles	Judith C. Chirlin
Ben Norman	Los Angeles	Robert I. Weil
Martha B. Padve	Pasadena	W. F. Rylaarsdam
Gerard M. Rastello	Long Beach	Charles D. Sheldon
Henry Rivas	Los Angeles	Barnet M. Cooperman
Edward E. Roseman	Sherman Oaks	Irwin J. Nebron
Lindsey M. Saunders	Long Beach	Aurelio Munoz
Doris K. Seward	Whittier	Abby Soven
Ruth Slater	South Pasadena	Philip M. Saeta
Ernest H. Sorotskin	Los Angeles	Irwin J. Nebron
Fred S. Vollmer	Beverly Hills	David M. Rothman



The Honorable Jack E. Goertzen  
Presiding Judge,  
Superior Court  
1987



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



The Honorable Aurelio Munoz  
Supervising Judge,  
Superior Court  
1986-87



Sam Stokes  
Investigator

Kathy Spann  
Staff Secretary

Ed Ferns  
Legal Advisor

Anita Williams  
Bailiff

Lois Johnson  
Court Reporter

## FOREMAN'S STATEMENT



Edward E. Roseman

The 1986-87 Los Angeles County Grand Jury hereby submits its final report and summary of its activities, based upon a year of conscientious effort, and the accumulated experience, wisdom and knowledge that its twenty-three members brought to bear upon the issues with which it was addressed.

The recommendations for action included in this final report have been preceded by a number of interim reports, which were issued because the Grand Jury believed that they dealt with matters too important to await the end of its term of office. The Grand Jury is satisfied that these reports received the attention they merited from the Board of Supervisors, county officials and the news media. While the Board of Supervisors did not always agree with the suggestions and recommendations of the Grand Jury, it did take steps to implement those with which it was in agreement.

As their foreman, I have had the honor and privilege of working closely with every member of the Grand Jury. We came together for the first time in July, 1986, twenty-three individuals, strangers to each other and to the workings of such an institution. During this year I have watched us develop into an effective and hard working group, reach agreement by consensus, become a Grand Jury of which the County, its officials and its citizens may be proud.

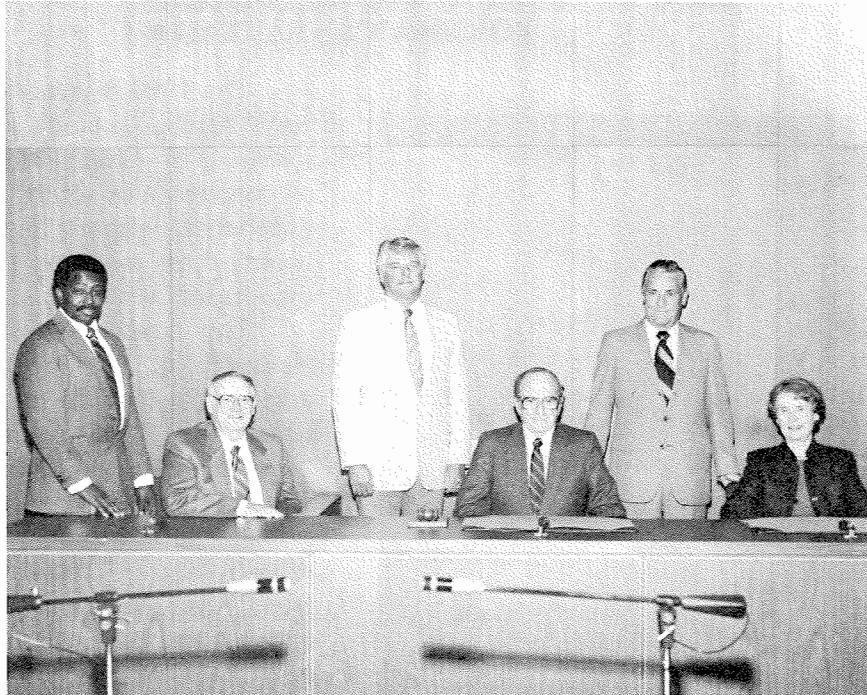
No Grand Jury can carry out its responsibilities without the assistance and guidance of a number of people and this one is no exception. On behalf of all of its members I want to publicly thank Kathy Spann, Staff Secretary, Edward A. Ferns, Deputy District Attorney, and the Honorable Aurelio Munoz, Supervising Judge, Criminal Division of the Superior Court for their patience, their understanding and their friendship, which was evident from the beginning to the end of our term of office. While we shall all look back with satisfaction upon this year, we will especially recall this aspect of it.

Our year as members of the Los Angeles County Grand Jury has ended and we return now to our lives as private citizens. It has been an experience none of us would have wanted to have missed. It has taught us that under a democratic system of government, ordinary citizens can have an impact on how that system functions. It is in that spirit that the Grand Jury of 1986-87 submits this final report, confident that those in whose hands lie the power to carry out its recommendations, will act upon them with the greatest possible dispatch.

**EXECUTIVE COMMITTEE**

*Standing L to R:*  
Lindsey Saunders,  
Sergeant-at-Arms pro tem  
Ralph Howe, Foreman  
pro tem  
Gerard Rastello,  
Secretary pro tem

*Seated L to R:*  
Homer Fletcher,  
Sergeant-at-Arms  
Edward E. Roseman,  
Foreman  
Mary E. Evans,  
Secretary



**EDITORIAL  
COMMITTEE**

*Standing L to R:*  
Martha Padve,  
Ernest Sorotskin,  
Ruth Slater

*Seated:*  
Doris Seward, Chair



AUDIT COMMITTEE



**AUDIT COMMITTEE**

*Standing L to R:* Fred Vollmer, Ruth Slater, Ernest Sorotskin  
*Seated L to R:* Doris Seward, Gerard Rastello, Chair, Martha Padve

# AUDIT COMMITTEE

## PURPOSE

The California Penal Code, Section 925, 925a and 928, gives the Grand Jury responsibility and authority to investigate and report on the management policies and fiscal operations of county offices and departments, cities, joint powers agencies and special purpose assessment and taxing districts within Los Angeles County. Tasks related to the carrying out of these activities have traditionally been delegated by the Grand Jury to the Audit Committee. This work includes: selection of a contract auditor; defining the purpose, scope and cost of each management review; holding frequent consultations during the review process; and submitting the resulting analysis and recommendations for approval by the Grand Jury. The Grand Jury is empowered to engage the services of experts to assist it in its investigations. In Los Angeles County each Grand Jury has contracted with a firm of auditors to provide this service.

## SELECTION OF THE CONTRACT AUDITOR

In July of 1986, requests for proposals were sent by the 1986-87 Grand Jury to firms that had expressed an interest in serving the Grand Jury as its contract auditor. The Committee studied the proposals, interviewed representatives from each of the eleven (11) firms submitting proposals, and sought information regarding their experience in working with various county departments.

Additionally, the Committee looked for firms that had personnel with specialized experience necessary to expeditiously carry out the work of the Grand Jury, especially in the likely areas of concern under consideration.

On September 2, 1987, the two firms of Deloitte, Haskins and Sells and Harvey Rose Accountancy Corporation were recommended by the Committee and were selected by the Grand Jury as their contract auditors. Although the dual selection of two auditing firms was unique, it turned out to be very beneficial to the approach initiated by this Jury.

## APPROACH TO THE AUDITING PROCEDURE

Traditionally, the Audit Committee of the Grand Jury selects the departments for review and, following approval by the Grand Jury as a whole, assigns the specific area for review to the contract auditor. The 1986-87 Audit Committee tested two new ideas:

1. As each committee of the Grand Jury began its investigations of the departments and agencies which fell within the committees' purview, the Audit Committee asked to be apprised of any particular area of concern identified by the members of the respective committee as a potential subject for audit review. After discussion and evaluation, the following reviews were conducted by the contract auditors:

**A MANAGEMENT REVIEW OF EMERGENCY/DISASTER  
PREPAREDNESS IN THE CRIMINAL COURTS BUILDING\***

The Environment Committee

**A MANAGEMENT REVIEW OF THE COUNTY OF LOS ANGELES  
PURCHASING SYSTEM**

The Government Operations Committee

**A MANAGEMENT REVIEW OF THE WEINGART CENTER**

The Social & Human Services Committee

**PROCEDURES FOR IDENTIFYING THE LEVEL AND COST OF  
SERVICES PROVIDED BY LOS ANGELES COUNTY FOR  
UNDOCUMENTED ALIENS**

The Grand Jury

**COUNTY OF LOS ANGELES GRAND JURY ADMINISTRATIVE  
AUDIT OF THE LONG BEACH MUNICIPAL COURT**

The Government Operations Committee

**A MANAGEMENT REVIEW OF THE LOS ANGELES COUNTY  
CAPITAL ASSET LEASING CORPORATION**

The Government Operations Committee

**AN ANALYSIS OF THE EFFECT OF THE TAX REFORM ACT  
OF 1986 ON LOS ANGELES COUNTY GOVERNMENTAL BOND  
PROGRAMS**

The Audit Committee

**A MANAGEMENT AUDIT OF MEDICAL RECORDKEEPING AT  
MARTIN LUTHER KING, JR./DREW MEDICAL CENTER**

The Health Committee

\*See Table of Contents for specific page numbers.

**A REVIEW OF SERVICE CONTRACT MONITORING PRACTICES  
IN LOS ANGELES COUNTY (Page )  
The Grand Jury**

**FOLLOW-UP STUDY TO A MANAGEMENT REVIEW OF THE  
WEINGART CENTER (Page )  
The Audit Committee**

2. Instead of the previous practice of submitting written or oral "interim" reports to the Board of Supervisors at mid-term, the Committee recommended to the Jury as a whole that as each audit review was concluded, two members of the Committee which had requested the study present it to the Board of Supervisors at a public session. Copies of each study were also distributed to the press. The 1986-87 Grand Jury presented the final reports of eight contract audits on various Tuesdays between February 3 and June 23, 1987. This proved to be successful on several counts:
  - The Grand Jury was able to interface publicly with the Board of Supervisors on each audit, thus according the Supervisors an opportunity to react individually to Grand Jury concerns.
  - In some cases the Board of Supervisors and Department heads were able to respond to recommendations while the current Grand Jury was in session.
  - Single issue presentations focused attention on one specific problem area.
  - Individual members of the Jury were able to play a more active role in audit presentations.
  - The media was informed in a timely manner of the varied concerns and activities of the Grand Jury.

**SELECTION OF DEPARTMENTS AND ISSUES**

As has been previously stated, the Grand Jury committees proposed subjects for review. Prior to implementing these proposals in the case of a County function, the Committee sought assurance from the Auditor-Controller and from the Chief Administrative Office that they were not in the process of making the same review or had recently completed one. An Ad Hoc Continuity Committee also charted county audits of the past five years and studied the audit reports of previous grand juries to determine the need for updating a review of county departments or agencies of other governmental entities, and to follow up on recommendations of previous grand juries.

Fiscal realities make it impossible for grand juries to conduct full-scale fiscal and/or management audits of the very large county or city departments. Generally, the Grand Jury's objective is to review selected aspects of a department's operation to determine whether it has procedures, personnel, and equipment to provide an appropriate level and quality of service; whether it is operating in compliance with applicable laws, and if it has internal control mechanisms which provide the department's managers with information necessary to identify and correct problems, and to direct and plan so that the department's operating system can meet its goals. Occasionally, the subject of an audit affects several of the County or city departments: e.g. the Purchasing Study, Undocumented Aliens Study and the Contract Monitoring Study.

### **AUDIT COMMITTEE REVIEW PROCESS**

Audits were begun by consultation with staff of the Auditor-Controller's Office, staff of the Chief Administrative Office assigned to oversee the department or staff of comparable officials in other jurisdictions, and an entrance interview within the department or departments. The contract auditor then conducted a preliminary review of the issue to be studied and reported findings to the Committee. In some cases it was decided that further review was not warranted at the present time. If the findings justified investigation of a department or agency, the Committee and contract auditor agreed upon the focus and the scope of the audit. The chairman of the committee which had proposed the subject to review was invited to participate in the discussion of the focus and scope of the audit. The contract auditor kept the Committee informed of its studies by means of progress reports and exchange of ideas at regular committee meetings. Through this process, committee participants gained an understanding of the materials and recommendations being developed and had an opportunity to comment on them.

When the final draft of an audit was complete, the contract auditor conducted an exit interview, enabling a department head to review and to comment on the report. Only after all exit interviews had been conducted did the Committee receive the final draft of the report. The chairman of the proposing committee was again asked to participate with the Committee and the auditing team to review the final draft.

### **FULL SCALE REVIEWS COMPLETED**

#### **I. MANAGEMENT REVIEW OF EMERGENCY/DISASTER PREPAREDNESS IN THE CRIMINAL COURTS BUILDING**

## OBJECTIVES

The Environment Committee had concerns regarding the organizational effectiveness of emergency/disaster preparedness and security within the Criminal Courts Building (CCB). Specifically, these concerns were the lack of centralized responsibility, limited training of county personnel, limited actions taken by pertinent county departments, and inadequate maintenance that support emergency preparedness efforts. The auditing firm of Deloitte, Haskins and Sells conducted this audit.

## APPROACH

The auditors' methodology consisted of reviewing all relevant documents available to them, conducting interviews with representatives from county departments and from other agencies involved in emergency/disaster, and conducting a floor warden survey and surveys of the approaches to emergency/disaster preparedness in San Bernardino, Orange and San Diego Counties.

## FINDINGS

The auditors identified individual department responsibilities for emergency/disaster preparedness, related maintenance, and security for the CCB; defined appropriate departmental responsibilities; documented the awareness and the capability of floor wardens; and determined which disaster/emergency preparedness and security recommendations from past grand juries have been implemented.

## RECOMMENDATIONS

### Roles and Responsibilities

1. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE COUNTY FIRE CHIEF, WITH THE SUPPORT OF THE DIRECTOR OF THE FACILITIES MANAGEMENT DEPARTMENT, TO DEVELOP CRITERIA FOR PROPER ASSIGNMENT OF EMERGENCY/DISASTER PREPAREDNESS RESPONSIBILITIES FOR THE CCB AND OTHER COUNTY FACILITIES.*
2. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROVIDE AUTHORITY AND ASSIGN RESPONSIBILITY TO THE COUNTY FIRE CHIEF TO DESIGNATE EMERGENCY COORDINATORS FOR ALL COUNTY BUILDINGS, PARTICULARLY THOSE WITH MULTIPLE TENANTS. EMERGENCY COORDINATORS, AS DESIGNATED, SHOULD HAVE SEPARATE AND DISTINCT RESPONSIBILITIES FROM "SECURITY COORDINATORS" AND BE GIVEN THE AUTHORITY TO ASK FOR AND REQUIRE*

*COOPERATION FROM TENANT DEPARTMENTS IN DEVELOPING EVACUATION PLANS AND PROCEDURES.*

3. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROVIDE FORMAL AUTHORITY TO THE COUNTY DISASTER SERVICES OFFICE (CDSO) TO ASSIST IN MONITORING AND ENFORCING EVACUATION PLANS AND PROCEDURES FOR COUNTY FACILITIES. THE CDSO SHOULD REVIEW EVACUATION PLANS AND PROCEDURES ON A YEARLY BASIS.*
4. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROVIDE AUTHORITY TO THE COUNTY SHERIFF TO ENFORCE BUILDING SECURITY PLANS IN COUNTY FACILITIES WHERE THE SHERIFF IS RESPONSIBLE FOR OVERALL SECURITY.*
5. *THE GRAND JURY RECOMMENDS THAT THE DIRECTORS OF DEPARTMENTS WITH CCB-BASED PERSONNEL DESIGNATE DEPARTMENT SECURITY COORDINATORS, IF NEEDED, AND IMMEDIATELY FORWARD THEIR NAMES TO THE CCB SECURITY COORDINATOR.*

**Compliance with Title 19 and Los Angeles City Fire Department Policies**

6. *THE GRAND JURY RECOMMENDS THAT THE CDSO DESIGNATE A TENANT DEPARTMENT WITHIN THE CCB TO BE RESPONSIBLE FOR IMPLEMENTING AND COORDINATING THE CCB EVACUATION PLAN.*
7. *THE GRAND JURY RECOMMENDS THAT INDIVIDUALS WITHIN THE DESIGNATED DEPARTMENT BE ASSIGNED RESPONSIBILITY, IN COORDINATION WITH THE CDSO AND LAFD, TO BRING THE CCB INTO COMPLIANCE WITH TITLE 19 AND LOS ANGELES CITY FIRE DEPARTMENT POLICIES FOR HIGH-RISE BUILDINGS.*
8. *THE GRAND JURY RECOMMENDS THAT THE DIRECTOR OF THE DESIGNATED TENANT DEPARTMENT BE RESPONSIBLE FOR ENSURING THAT STAFF IS ALWAYS ASSIGNED TO MEET CCB EMERGENCY/DISASTER PREPAREDNESS RESPONSIBILITIES.*

**Staffing**

9. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE COUNTY FIRE CHIEF TO STAFF THE CDSO'S SENIOR*



*ANALYST POSITION FOR FISCAL YEAR 1987-88, TO PROVIDE AN ADDITIONAL RESOURCE FOR TO ALLOW THAT INDIVIDUAL TO ASSIST IN DEVELOPING AND MONITORING EVACUATION PLANS AND PROCEDURES FOR COUNTY BUILDINGS.*

### **Training**

10. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INSTRUCT THE CHIEF ADMINISTRATIVE OFFICER (CAO) TO DEVELOP AVAILABLE ALTERNATIVES TO FUND THE INSTRUCTIONAL TRAINING OF FLOOR WARDENS FOR FISCAL YEAR 1987-88.*
11. *THE GRAND JURY RECOMMENDS THAT ALL DESIGNATED FLOOR WARDENS RECEIVE, AT A MINIMUM, CURRENT TRAINING IN CPR, FIRST AID, AND HANDICAP EVACUATION ASSISTANCE.*

### **Implementation of Grand Jury recommendations**

12. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER REQUIRE THE COUNTY FIRE CHIEF TO PREPARE DETAILED STATUS REPORTS, FOR THE CAO'S REVIEW, OF OUTSTANDING RECOMMENDATIONS FROM THE REPORTS OF THE DISASTER PREPAREDNESS COMMITTEE OF THE 1985-86 GRAND JURY AND THE ENVIRONMENT COMMITTEE OF THE 1986-87 GRAND JURY. THE PURPOSE OF THESE REPORTS WOULD BE TO ENSURE EFFECTIVE AND TIMELY IMPLEMENTATION OF APPROVED RECOMMENDATIONS.*

## **II. A MANAGEMENT REVIEW OF THE COUNTY OF LOS ANGELES PURCHASING SYSTEM**

### **OBJECTIVES**

The Government Operations Committee requested a review of the procedures used in the county procurement process. At the same time it was decided to review the time lag between receipt of invoice and eventual payment. The Audit Committee requested the firm of Deloitte, Haskins and Sells to conduct this review.

## **METHOD OF INVESTIGATION**

Two departments were selected for review, the Health Department and the Department of Parks and Recreation. In order to survey typical large and small departments, the auditors conducted a series of activities to

- Determine the adequacy of current purchasing dollar limits for purchase orders
- Document a representative timeline of the fixed asset acquisition cycle
- Identify the various forms (if any) of communication between client departments and County Purchasing and Stores Department (P&SD)
- Determine the impact of Los Angeles County Capital Asset Leasing Corporation (LAC-CAL) on fixed asset acquisitions
- Identify current issues/problems with payments to county vendors
- Determine the issues/problems with specifications developed by client departments
- Determine the adequacy of documentation for various county-wide purchasing procedures

## **FINDINGS**

Despite the fact that county management has made legitimate efforts to address some of the problems with the current purchasing system, the following problems continue to cause frustrations:

- The current spending limits on purchase orders
- The various delays for acquiring fixed assets
- The lack of a formal follow-up system at County P&SD
- Many inadequate fixed assets specifications (developed by client departments)
- Inadequate planning by client departments for the procurement of fixed assets
- Limited communication between County P&SD and client departments
- Lack of standards to measure performance in the procurement cycle

## RECOMMENDATIONS

### Procurement Cycle

1. *THE GRAND JURY RECOMMENDS THAT THE COUNTY PURCHASING AGENT DEVELOP FORMAL POLICIES, REGARDING THE NINETY-DAY TIMEFRAME FOR GENERATION OF ALL DIRECT PURCHASE ORDERS AND MONITORING COMPLIANCE WITH THE NINETY-DAY POLICY. THESE POLICIES SHOULD BE INCORPORATED INTO THE COUNTY PROCUREMENT MANUAL. THESE POLICIES SHOULD ALSO IDENTIFY SPECIFIC CIRCUMSTANCES, SUCH AS SPECIFICATIONS PROBLEMS, WHICH MAY CONSTRAIN COUNTY P&SD'S ABILITY TO MEET THE NINETY-DAY POLICY.*
2. *THE GRAND JURY RECOMMENDS THAT THE DIRECTORS OF COUNTY DEPARTMENTS DEVELOP PERFORMANCE STANDARDS REGARDING THE TIMELINESS OF BASIS PROCUREMENT PROCEDURES. THESE STANDARDS SHOULD BE INCORPORATED INTO DEPARTMENT PROCUREMENT MANUALS.*
3. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER MONITOR THE EXTENT TO WHICH COUNTY P&SD AND COUNTY DEPARTMENTS HAVE DOCUMENTED PERFORMANCE STANDARDS FOR PROCUREMENT PROCEDURES AND THE EXTENT TO WHICH THE STANDARDS ARE BEING ATTAINED.*
4. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER DETERMINE THE FEASIBILITY OF INCORPORATING THE TECHNICAL REVIEW PROCESS FOR FIXED ASSETS AS PART OF THE YEARLY BUDGET REVIEW.*
5. *THE GRAND JURY RECOMMENDS THAT THE DIRECTOR OF THE FACILITIES MANAGEMENT DEPARTMENT DETERMINE THE FEASIBILITY OF MODIFYING THE APPROVAL PROCESS FOR CERTAIN COMMUNICATION EQUIPMENT, MOTOR VEHICLES, OFFICE EQUIPMENT, AND OTHER FIXED ASSETS. SUCH MODIFICATIONS MAY INCLUDE IMPLEMENTING PROCEDURES SIMILAR TO THOSE OF THE CAO AND DATA PROCESSING.*
6. *AS PART OF THE YEARLY BUDGET CYCLE, THE GRAND JURY RECOMMENDS THAT THE DIRECTORS OF COUNTY DEPARTMENTS DIRECT THEIR MATERIALS MANAGEMENT MANAGERS TO DEVELOP ESTIMATES REGARDING FIXED ASSETS PROCUREMENTS FOR EACH FISCAL YEAR. THE ESTIMATES WOULD PROVIDE A BASIS FROM WHICH THE DEPARTMENTS SHOULD INITIATE VARIOUS PROCEDURES OF THE FIXED ASSET CYCLE.*

#### **Purchasing Policies and Procedures**

7. *THE GRAND JURY RECOMMENDS THAT THE AUDITOR-CONTROLLER, IN CONJUNCTION WITH COUNTY P&SD, CONTINUE TO EVALUATE PURCHASING DOLLAR LIMITS ANNUALLY. THIS YEARLY REVIEW SHOULD CONSIDER THE UNIQUE PURCHASING NEEDS OF THE LARGER DEPARTMENTS AND MAKE RECOMMENDATIONS TO MEET SUCH NEEDS.*

#### **Fixed Asset Specifications**

8. *THE GRAND JURY RECOMMENDS THAT THE COUNTY PURCHASING AGENT REINSTITUTE TRAINING SEMINARS FOR CLIENT DEPARTMENTS. AT A MINIMUM, THE SEMINARS SHOULD INCLUDE INSTRUCTION ON COUNTY P&SD SPECIFICATION GUIDELINES AND BE CONDUCTED AT LEAST ANNUALLY. THE SEMINARS SHOULD BE ORIENTED TOWARD MANAGEMENT-LEVEL PROCUREMENT STAFF FROM CLIENT DEPARTMENTS, WITH COSTS FOR THE TRAINING APPLIED TO CLIENT DEPARTMENTS.*

#### **Warehousing**

9. *THE GRAND JURY RECOMMENDS THAT THE DIRECTOR, PARKS AND RECREATION, DEVELOP STANDARD PROCEDURES FOR REORDER POINTS OF WAREHOUSE STOCK ITEMS.*

#### **Purchasing and Stores Communications**

10. *THE GRAND JURY RECOMMENDS THAT THE COUNTY PURCHASING AGENT CONTINUE TO DISSEMINATE WRITTEN INFORMATION TO CLIENT DEPARTMENTS REGARDING NEW DEVELOPMENTS AT COUNTY P&SD.*
11. *THE GRAND JURY RECOMMENDS THAT THE COUNTY PURCHASING AGENT AND THE DIRECTORS OF COUNTY DEPARTMENTS CONSIDER A STRUCTURED ROTATION AMONG THEIR RESPECTIVE PROCUREMENT STAFFS. THIS ROTATION COULD BE AN EXCHANGE BETWEEN COUNTY P&SD AND COUNTY DEPARTMENTS TO FACILITATE PROFESSIONAL DEVELOPMENT AND A BROADER UNDERSTANDING OF COUNTY OPERATIONS.*
12. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER REVIEW THE EXTENT TO WHICH TURNOVER OF PROCUREMENT STAFF IS AFFECTING THE PROCUREMENT PERFORMANCE OF COUNTY DEPARTMENTS.*

13. *THE GRAND JURY RECOMMENDS THAT THE COUNTY PURCHASING AGENT CONSIDER ASSIGNING A LIMITED NUMBER OF BUYERS EXCLUSIVELY TO ONE OR TWO MAJOR COUNTY DEPARTMENTS FOR NINETY DAYS. AT THE CONCLUSION OF THE NINETY-DAY PERIOD, AN ASSESSMENT SHOULD BE CONDUCTED TO DETERMINE THE FEASIBILITY OF REORGANIZING THE COUNTY P&SD/PURCHASING DIVISION BY DEPARTMENT TEAM.*

#### **Vendor Payments and Performance**

14. *THE GRAND JURY RECOMMENDS THAT THE AUDITOR-CONTROLLER CONTINUE TO MONITOR DEPARTMENT COMPLIANCE WITH THE THIRTY-DAY PAYMENT POLICY.*
15. *THE CURRENT GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY REVIEW POLICIES AND PROCEDURES FOR VENDOR PAYMENT.*
16. *THE GRAND JURY RECOMMENDS THAT THE COUNTY PURCHASING AGENT REINSTITUTE MONTHLY PURCHASING TASK FORCE MEETINGS NO LATER THAN APRIL 1, 1987.*
17. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THE COUNTY PURCHASING AGENT TO REPORT, ON AT LEAST A MONTHLY BASIS, THE EXTENT TO WHICH MONTHLY TASK FORCE MEETINGS ARE BEING HELD.*
18. *THE GRAND JURY RECOMMENDS THAT THE COUNTY PURCHASING AGENT DEVELOP GUIDELINES FOR COUNTY DEPARTMENTS TO ADEQUATELY TRACK VENDOR PERFORMANCE.*
19. *THE GRAND JURY RECOMMENDS THAT, USING THE GUIDELINES DEVELOPED BY THE COUNTY PURCHASING AGENT, COUNTY DEPARTMENTS DEVELOP SPECIFIC PROCEDURES FOR TRACKING AND REPORTING VENDOR PERFORMANCE THROUGH MANUAL OR AUTOMATED SYSTEMS. PROCEDURES SHOULD BE DEVELOPED FOR PROVIDING VENDOR PERFORMANCE DATA FOR LACAPS, ONCE THE SYSTEM IS FULLY IMPLEMENTED.*

#### **Automated Systems**

20. *THE CURRENT GRAND JURY RECOMMENDS TO THE 1987-88 GRAND JURY THAT A FOLLOW-UP REVIEW ON LACAPS BE CONDUCTED BY DECEMBER,*

*1987. THE PURPOSE OF THIS STUDY SHOULD BE TO DETERMINE WHETHER THE NEW SYSTEM IS MEETING PROPOSED OBJECTIVES.*

**Los Angeles County Capital Asset Leasing Corporation (LAC-CAL)**

- 21. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THAT LAC-CAL BOARD OF DIRECTORS AMEND THEIR CURRENT ARTICLES OF INCORPORATION TO PROVIDE FOR QUARTERLY MEETINGS.*
- 22. THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER UNDERTAKE A STUDY TO DETERMINE THE COST EFFICIENCY OF THE LAC-CAL PROGRAM (WITH REGARD TO MAINTENANCE CONTRACTS). THE SCOPE OF SUCH A STUDY COULD INCLUDE TAKING A RANDOM SAMPLE OF MAINTENANCE CONTRACTS (FOR FIXED ASSETS ACQUIRED THROUGH LAC-CAL) AND DETERMINING THEIR MAINTENANCE COSTS. THE ANALYSIS WOULD THEN COMPARE THE COST OF THE SAMPLE OF MAINTENANCE CONTRACTS TO THE COSTS OF MAINTENANCE CONTRACTS FOR THE SAME FIXED ASSETS, HAD THEY NOT BEEN ACQUIRED THROUGH LAC-CAL.*
- 23. THE CURRENT GRAND JURY RECOMMENDS TO THE 1987-88 GRAND JURY THAT IT FURTHER EXAMINE THE COST EFFICIENCY OF LAC-CAL.*

**III. A REVIEW AND ANALYSIS OF THE WEINGART CENTER**

**OBJECTIVES**

The Social and Human Services Committee of the 1986-87 Los Angeles County Grand Jury has been concerned with the effectiveness of publicly funded programs for public inebriates, the homeless, and other individuals requiring alcohol, medical, mental health, and/or other public social services. The Weingart Center Association, a private non-profit organization, is one of the most visible and principal providers of such services in the downtown Los Angeles area. It receives more than four million (\$4,000,000) program dollars from the City and County of Los Angeles. Accordingly, the Grand Jury's Audit and Social and Human Services Committees requested Deloitte, Haskins and Sells, as their contract auditor, to review and analyze the current use of public dollars in the Weingart Center's multipurpose program, and to make recommendations for measures to improve the cost effectiveness and quality of the services provided there.

## APPROACH

The auditor's task was to find optimal ways to coordinate the operations of the publicly funded service vendors and the Association. The consultants examined

- Organizational issues in the administration of City and County funded programs operating at the Weingart Center, located at 566 South San Pedro Street in the City of Los Angeles
- Inter-agency cooperation in such areas as intake, referral, record keeping, resource sharing, capital equipment, and staffing
- Effectiveness and/or efficiency of publicly funded agency operations
- The relationship between service needs and the maximum capacity of the Weingart Center
- A conceptual framework for the Weingart Center that might serve as a possible prototype or model for the operation of a multiservice center involving public and nonprofit agencies

## FINDINGS

The following weaknesses were determined:

- A major organizational problem has been the ambiguous relationship between the service providers and the Weingart Center Association which directs the operation of the facility. It is not clear whether the service providers are members of or only report to the Association.
- Another issue involves the lack of sufficient information and controls to properly justify room reimbursement rates from the Center. This issue, coupled with the fact that the Weingart Center Association administrators inherited tenant lease agreements which are unstandardized and are at below-market rates, has raised significant funding concerns for the Center.
- Fundraising and program development efforts have not been sharply focused, complicating the control of costs and the ability to generate adequate revenues.

## RECOMMENDATIONS

### Mission Statement

1. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER DEVELOP A MISSION STATEMENT SUPPORTED BY GOALS AND OBJECTIVES AND A STRATEGIC PLAN DIRECTED AT SHARPENING THE FOCUS OF PROGRAMS ON SITE AT THE WEINGART CENTER. CONFLICTING PROGRAM REQUIREMENTS AND LIMITED ALLOCABLE SPACE ARE THE PRINCIPAL CONTRIBUTORS TO THIS NEED. A REALISTIC SET OF GOALS AND OBJECTIVES CONSISTENT WITH THE COMMUNITY'S NEEDS, FUNDING SOURCES, AND CAPACITY OF THE FACILITY NEED TO BE DEVELOPED. SPECIFICALLY, THE MISSION STATEMENT MUST TAKE INTO ACCOUNT THE PHYSICAL LIMITATIONS OF THE FACILITY AS WELL AS COMPATIBLE PROGRAMS AND SERVICES. IN ADDITION, WCA'S MANDATE AND GUIDELINES MUST BE KEPT IN MIND WHILE DETERMINING THE OPTIMUM PROGRAM COMBINATION.*

### Operating Agreements

2. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER ENSURE THE EFFICIENT AND EFFECTIVE USE OF PUBLIC RESOURCES ON THE SAME SITE THROUGH LEASE AGREEMENTS WHICH REQUIRE TENANT ACCEPTANCE OF THE OVERALL MULTISERVICE PROGRAM AND OPERATIONAL METHODS.*
3. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER CLARIFY LINES OF RESPONSIBILITY AMONG WCA AND ON-SITE PROVIDERS TO BETTER ADDRESS DAILY AND EMERGENCY OPERATIONAL REQUIREMENTS. OPERATIONAL AGREEMENTS MUST BE DEVELOPED COOPERATIVELY WITH PROVIDERS TO ENSURE THEIR INTEREST AND COMMITMENT. ON-SITE SERVICE PROVIDERS AND WEINGART ADMINISTRATORS MUST JOINTLY PARTICIPATE IN THE DEVELOPMENT OF OPERATIONAL AGREEMENTS TO ENSURE THE APPROPRIATENESS OF POLICY AND PROCEDURE REQUIREMENTS RELATED TO THEIR PROGRAMS.*
4. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER ORGANIZE AND IMPLEMENT A PROGRAM COORDINATING COMMITTEE. THIS COMMITTEE SHOULD BE COMPOSED OF TOP-LEVEL ADMINISTRATORS FROM SERVICE PROVIDERS, A REPRESENTATIVE FROM THE BOARD OF SUPERVISORS, AND A REPRESENTATIVE FROM THE CITY OF LOS ANGELES APPOINTED BY THE MAYOR. THE DIRECTOR*



*OF THE WEINGART CENTER WOULD SERVE AS AN EX-OFFICIO MEMBER OF THE BODY, AND THE COMMITTEE WOULD HAVE DIRECT ACCESS TO THE WEINGART CENTER BOARD OF DIRECTORS. THE COMMITTEE WOULD ENCOURAGE THE COOPERATION OF ALL TENANTS/PROVIDERS IN SHARING INFORMATION, COORDINATING DATA COLLECTION REPORTING, AND DISCUSSING FACILITIES MANAGEMENT POLICY, SECURITY AND OPERATIONAL ISSUES.*

#### **Joint Services – Delivery and Funding**

5. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER DEVELOP AND IMPLEMENT JOINT PROGRAMS DIRECTED AT MAXIMIZING THE BENEFIT OF MULTIPLE ON-SITE SERVICE PROVIDERS, AND MINIMIZING REDUNDANT EFFORTS. THE MOST CRITICAL JOINT EFFORT PROGRAM NEEDED WOULD INVOLVE A SCREENING AND REFERRAL SERVICE. THE SCREENING AND REFERRAL SERVICE WOULD BE THE MOST VISIBLE FUNCTION OF THE FACILITY, WITH RESPONSIBILITY FOR ENSURING THE TOTAL AND COMPLETE CARE OF CLIENTS.*
6. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER DEVELOP A JOINT FUNDING METHOD FOR SPECIFIC PROGRAMS AS PART OF THE LEASE AGREEMENT COST. FOR EXAMPLE, THE SCREENING AND REFERRAL SERVICE SHOULD BE FUNDED AS PART OF LEASE COST BY ALL ON-SITE SERVICE PROVIDERS TO ENSURE ONGOING AVAILABILITY AND PARTICIPATION.*

#### **Conflict Resolution**

7. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER CHARGE THE PROGRAM COORDINATING COMMITTEE (WHOSE ORGANIZATION AND IMPLEMENTATION WAS PREVIOUSLY RECOMMENDED) TO RESOLVE SERVICE PROVIDER AND WEINGART CENTER ASSOCIATION OPERATING CONFLICTS. THE COMMITTEE SHOULD APPROACH CONFLICTS IN MUCH THE SAME WAY AS DOES A HOMEOWNERS' ASSOCIATION, IN WHICH TENANTS ACTIVELY PARTICIPATE IN POLICY AND PROGRAM DEVELOPMENT AND IMPLEMENTATION PROCEDURES WITHIN THE GUIDELINES OF THE ASSOCIATION'S MISSION STATEMENT.*
8. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER DEVELOP AND IMPLEMENT POLICIES AND PROCEDURES REGARDING CENTER TOURS, THE DISSEMINATION OF PUBLIC INFORMATION, CHANGES IN PROGRAMS, SERVICE HOURS, AND OTHER APPROPRIATE*

*OPERATIONAL ISSUES. THESE POLICIES AND PROCEDURES MUST BE DEVELOPED THROUGH THE PROGRAM COORDINATING COMMITTEE TO ENSURE THAT THEY ARE PRACTICAL AND ACCEPTABLE TO ALL TENANTS.*

9. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER ASSURE THAT ACTIVITIES CONDUCTED BY INDIVIDUAL SERVICE PROVIDERS ARE COMPATIBLE WITH THE OPERATIONS OF OTHER PROVIDERS. WHERE ACTIVITIES CONFLICT IN NATURE AND, AFTER REVIEW BY THE PROGRAM COORDINATING COMMITTEE, CANNOT BE MODIFIED TO CO-EXIST WITH OTHER PROVIDERS, ALTERNATIVE FACILITIES SHOULD BE OBTAINED BY THAT PROVIDER.*
  
10. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER ENSURE THAT THE OFFICE OF ALCOHOL PROGRAMS (OAP) IN THE LOS ANGELES COUNTY DEPARTMENT OF HEALTH SERVICES INVESTIGATE PROGRAM ISSUES IN CONFLICT BETWEEN THE VOA AND WCA, AND RECOMMEND POSSIBLE SOLUTIONS. SHOULD CONFLICTS STILL EXIST AFTER REFERRAL TO OAP, THE COUNTY HEALTH DEPARTMENT OR THE BOARD OF SUPERVISORS MAY NEED TO DETERMINE THE FEASIBILITY OF MODIFYING (OR SEPARATING ALTOGETHER) THE EXISTING PROGRAM.*

#### **Facility Maintenance and Security**

11. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER CENTRALIZE MAINTENANCE AND SECURITY MANAGEMENT UNDER THE WEINGART CENTER ASSOCIATION MANAGEMENT TO ENSURE CONSISTENCY AND HIGH STANDARDS THROUGHOUT THE FACILITY. CENTRALIZED ADMINISTRATION FOR BOTH FUNCTIONS WILL PROVIDE GREATER EFFICIENCY AND COORDINATION OF EFFORTS IN ENSURING THE SUCCESS OF THE FACILITY.*

#### **Allocation of Lease Space**

12. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER DEVELOP AN OVERALL SPACE ALLOCATION AND USAGE PLAN CONDUCIVE TO THE OVERALL GOALS OF THE WEINGART CENTER ASSOCIATION AND ON-SITE SERVICE PROVIDERS. THE PLAN SHOULD BE DEVELOPED WITH OUTSIDE ASSISTANCE AND INVOLVEMENT OF THE ON-SITE SERVICE PROVIDERS. SPECIFIC PRIORITIES SHOULD INCLUDE:*

- *ALLOCATION OF SPACE ACCORDING TO DESIRED PROGRAM MIX AT THE FACILITY TO ENSURE AMPLE REPRESENTATION OF REFERRING AGENCIES, COUNSELING, AND TREATMENT.*
- *ASSURANCE THAT SCREENING AND REFERRAL SERVICES WILL BE LOCATED IN THE MOST VISIBLE AND ACCESSIBLE AREA OF THE ABILITY TO ENSURE THAT ALL CLIENTS NEEDING ASSISTANCE ARE REACHED.*

### **Funding of Operations**

13. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER DEVELOP A FULL-COST WCA OPERATING BUDGET FOR PRESENTATION TO ALL COUNTY DEPARTMENTS AND LESSEES TO SERVE AS A BASIS FOR REQUESTING ADEQUATE REIMBURSEMENT ON ROOM RATES AND TO ASSIST IN NEGOTIATING LEASE CONTRACTS.*
14. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER DEVELOP A RATIONALE TO SUPPORT WCA'S REIMBURSEMENT REQUIREMENTS, BASED ON THE NONCOMPARABILITY OF SERVICES PROVIDED BY THE WEINGART CENTER AND OTHER SKID ROW FACILITIES.*
15. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER DEVELOP AND MAINTAIN PROGRAMS BASED ON THE MISSION STATEMENT WITH FUNDING SPECIFICALLY DESIGNATED FOR THE PLANNED LIFE OF EACH PROGRAM. AS RECOMMENDED PREVIOUSLY, THE WEINGART CENTER ASSOCIATION ADMINISTRATION SHOULD CONTINUE TO DEVELOP ITS MISSION STATEMENT IN ORDER TO MORE CLEARLY FOCUS ITS FUNDRAISING APPROACH AND PROGRAM DEVELOPMENT EFFORTS. THE WCA CANNOT ATTEMPT TO SERVE ALL THE NEEDS OF THE COMMUNITY AND STILL MAINTAIN CONTROL OVER COSTS AND FUNDING TO MEET THOSE NEEDS.*
16. *THE GRAND JURY RECOMMENDS THAT THE WEINGART CENTER IMPLEMENT THE MODEL ORGANIZATION PLAN, PRESENTED IN SECTION III, AS CONCEPTUAL FRAMEWORK FOR THE WEINGART CENTER.*

### **MODEL ORGANIZATION**

The following discussion of a model organization is intended to provide a conceptual framework for the Weingart Center and for its participating service providers, and to assist their joint efforts to serve the community. This framework specifically addresses the issues and concerns discussed in this report.

This discussion of a model organization is not intended to solve all of the specific operating concerns facing the Weingart Center Association and service providers. Rather, the intention is to provide a general overview of the issues that must be addressed to ensure the success of a multipurpose center located in the Skid Row area.

The development of a model program for the Weingart Center facility must take into account the following considerations:

- The Weingart Center facility was constructed as a hotel and is best suited primarily as a residential center. A review should be made to determine if space is currently being utilized to the best advantage.
- The facility is located in the Skid Row area and programs located in the facility should be directed at serving clients within that community.
- The facility was donated with the intention of providing basic services to public inebriates and alcoholic rehabilitation. This original mission has been expanded and other services are being provided to groups and individuals.
- All service providers should comply with the same set of policies and procedures which should be compatible with the mission of the facility and the service providers.
- All lease agreements should be equitable in cost, be consistent in tenant and landlord requirements, and should account for the special needs of the Weingart Center facility.
- Maintenance provided at the Center should be consistent throughout the entire facility and be managed centrally.
- Funding for the multipurpose center should continue to be a combination of tenant rents, private and public contributions, and specific agency funding. This follows the original intention of the Center as a cooperative effort between private and public agencies.
- Statistical data regarding the service provided by the Center as a whole should be centrally collected.
- Space allocation throughout the facility should be designed with the needs of the various on-site service providers and the client population in mind. In some instances the client population may be highly volatile or incompatible.
- Security and maintenance should be handled by an overall management group to ensure high standards and consistency throughout the entire facility.

- The multipurpose Center should support a “Program Coordinating Committee,” which operates in much the same manner as a tenant association. Conflict resolution procedures must be established and enforced to prevent poor communication between WCA staff and service providers.
- A screening and referral service should be an integral part of the multipurpose Center; clients would be screened for needed services, directed to on-site providers for assistance, and assisted by other agencies and locations as needed.
- Transportation to referring agencies, job search locations and recreational sites should be available for clients.
- Elements of the mission statement should include the following:
  - Operation of a transitional residential center
  - Operation of a rehabilitation center for public inebriates
  - Operation of social services drop-in center
  - Operation of a walk-in medical clinic
  - Operation of an information and referral service to clients in the Skid Row area
  - Enhanced cooperation among multiple public and private service provider organizations

Secondary issues related to the model center include the availability of the following:

- On-site transportation for clients to other facilities and agencies
- Transportation to recreational facilities, and organized activities
- Holding areas with access to basic amenities, including:
  - Restrooms
  - Water fountains
  - Recreation
- A drop-in center that provides a clean environment, safety, socialization, and easy access
- Counseling and referral to other programs

#### **IV. MANAGEMENT AUDIT OF PROCEDURES FOR IDENTIFYING THE LEVEL AND COST OF SERVICES PROVIDED BY LOS ANGELES COUNTY FOR UNDOCUMENTED ALIENS**

##### **OBJECTIVES**

The Grand Jury's concern was focused on county record keeping in order to substantiate claims to the Federal and State Governments for reimbursement of the costs of specific programs. It was never the Grand Jury's purpose to reduce or inhibit the furnishing of needed services to the undocumented aliens which these programs provide. See Appendix for complete text of the Grand Jury statement of purpose.

##### **APPROACH**

The auditing team of Harvey M. Rose Accountancy Corporation reviewed more than a dozen major studies dealing with programs, statistics, social research, immigration laws, revenues and costs and other subjects related to the undocumented alien population in the County and throughout the United States. They conducted interviews with officials of all County departments which serve the undocumented aliens and with community leaders who advise them and care for their welfare. The team extensively researched data collection systems, statistical analyses and costing methodologies already in place in the County.

##### **FINDINGS**

1. Although undocumented aliens may contribute more in total revenues to all levels of government than the related costs of all government services provided for them, there is a disparity in the funds reimbursed by higher levels of government to Los Angeles County. As a result, Los Angeles County subsidizes other parts of the country because the county has a disproportionate share of all of the undocumented aliens in the United States.
2. Some to nearly all of the costs of specific programs are reimbursed to the county within the areas of social services, health and mental health services and educational services.
3. The County bears essentially all of the costs for criminal justice services, including those provided for undocumented aliens. There are indications that a significant percentage of the prisoners in jails and the users of the entire criminal justice system may be undocumented aliens. Therefore it seems especially important for the county to develop both a reliable base of data about the users and costs of providing

these services and a persuasive means of presenting this information to the federal and state governments to claim relief from the financial burden of caring for this segment of the population.

## RECOMMENDATIONS

1. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF PUBLIC SOCIAL SERVICES CONTINUE EFFORTS TO MAINTAIN A HIGH LEVEL OF QUALITY ASSURANCE SO THAT UNDOCUMENTED ALIENS ARE APPROPRIATELY SCREENED FROM GOVERNMENT AID PROGRAMS FOR WHICH THEY ARE INELIGIBLE.*
2. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF PUBLIC SOCIAL SERVICES CONTINUE TO DEVELOP STATISTICS ON THE NUMBER OF CHILDREN OF UNDOCUMENTED ALIENS AND THE COST OF BENEFITS WHICH THEY RECEIVE WHICH INDIRECTLY BENEFIT THEIR PARENTS.*
3. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES CONTINUE TO DEVELOP STATISTICS AND COST ESTIMATES ON FOSTER CARE SERVICES PROVIDED TO UNDOCUMENTED ALIEN CHILDREN BASED ON THE AVERAGE NUMBER OF GRI CHILDREN PLACED IN FOSTER HOMES.*
4. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES ESTIMATE AND APPORTION THE COUNTY'S COST FOR OTHER CHILD WELFARE SERVICES PROVIDED TO UNDOCUMENTED ALIEN CHILDREN, BASED ON THE PROPORTION OF UNDOCUMENTED ALIEN CHILDREN RECEIVING FOSTER CARE SERVICES ADJUSTED TO REFLECT THE RESULTS OF LIMITED STATISTICAL SAMPLES OF CHILDREN RECEIVING OTHER CHILD WELFARE SERVICES.*
5. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES CONDUCT A STATISTICAL SAMPLE OF PERSONS WHO PREPAY FOR OUTPATIENT SERVICES TO AVOID SCREENING FOR MEDICAL ELIGIBILITY AND ABILITY TO PAY, THESE SURVEYS SHOULD BE CONDUCTED, TO THE EXTENT POSSIBLE, IN A NON-THREATENING ENVIRONMENT AFTER NEEDED SERVICES HAVE BEEN PROVIDED.*
6. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES BASED ON THE RESULTS OF THESE EFFORTS, APPLY AVERAGE COSTS FOR THE SERVICES RECEIVED TO DETERMINE THE COST OF SERVICES PROVIDED TO UNDOCUMENTED ALIENS IN THESE AREAS.*

7. THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH DEVELOP PROCEDURES TO DETERMINE THE NUMBER OF UNDOCUMENTED ALIEN CLIENTS UTILIZING MENTAL HEALTH INPATIENT SERVICES BY MEANS OF THE FINANCIAL SCREENING PROCESS.
8. THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH CONDUCT STATISTICAL SAMPLES FROM THE FINANCIAL SCREENING PROCESS AND CLIENT INTERVIEWS CONDUCTED AFTER SERVICE HAS BEEN PROVIDED TO DETERMINE THE NUMBER OF UNDOCUMENTED ALIENS UTILIZING MENTAL HEALTH OUTPATIENT SERVICES.
9. THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH APPLY AVERAGE COSTS FOR DIRECT PATIENT SERVICES TO STATISTICS GENERATED THROUGH THE PROCESS INCLUDED IN RECOMMENDATIONS 7 AND 8.
10. THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH APPLY COSTS PROPORTIONATELY FOR COMMUNITY MENTAL HEALTH PROGRAMS FOR WHICH DIRECT PATIENT TREATMENT CANNOT BE IDENTIFIED.
11. THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT ESTABLISH STANDARD PROCEDURES AND QUESTIONS FOR ALL CITIES INVOLVED IN THE CONSOLIDATED BOOKING PROCESS TO DETERMINE THE ALIEN STATUS OF INDIVIDUALS BOOKED AND CLASSIFIED IN SHERIFF'S JAIL FACILITIES.
12. THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT ESTABLISH PROCEDURES TO TRANSMIT PERTINENT DATA REGARDING DEFENDANT ALIEN STATUS TO OTHER CRIMINAL JUSTICE AGENCIES AS REQUIRED FOR STATISTICAL PURPOSES TO DETERMINE THE COST OF SERVICES BEING PROVIDED TO THE UNDOCUMENTED ALIEN POPULATION.
13. THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT CONDUCT A DETAILED DESIGN AND COST STUDY OF MODIFICATIONS TO THE AUTOMATED JUSTICE INFORMATION SYSTEM WHICH WOULD PERMIT THE IDENTIFICATION AND TRACKING OF UNDOCUMENTED ALIENS IN SHERIFF'S SYSTEM, AND WOULD PERMIT THE ELECTRONIC TRANSMISSION OF RELEVANT DATA TO OTHER CRIMINAL JUSTICE AGENCIES, AS APPROPRIATE FOR STATISTICAL PURPOSES.



14. *THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT REQUEST FROM THE BOARD OF SUPERVISORS NECESSARY FUNDING TO IMPLEMENT THE CHANGES IDENTIFIED IN THIS REPORT AND THROUGH THE DETAILED DESIGN STUDY CONDUCTED BY THE DEPARTMENT.*
15. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONSIDER FUNDING TO MODIFY THE AUTOMATED JUSTICE INFORMATION SYSTEM (AJIS) TO MEET THE REQUIREMENTS IDENTIFIED THROUGH THE DETAILED DESIGN STUDY TO PERMIT THE IDENTIFICATION AND TRACKING OF UNDOCUMENTED ALIENS THROUGH THE SHERIFF'S DEPARTMENT AND THE CRIMINAL JUSTICE SYSTEM.*
16. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THE DISTRICT ATTORNEY'S OFFICE TO REPORT TO THE BOARD OF SUPERVISORS AND THE CHIEF ADMINISTRATIVE OFFICER ON SPECIFIC PROCEDURES PROPOSED FOR COMPILING STATISTICAL AND COST INFORMATION ON DISTRICT ATTORNEY SERVICES TO UNDOCUMENTED ALIENS.*
17. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THAT THE DISTRICT ATTORNEY, IN THE ABSENCE OF SUCH A REPORT, CONDUCT AN ANALYSIS OF COSTS FOR SERVICES TO UNDOCUMENTED ALIENS BASED ON A STATISTICAL SAMPLE OF CASES IDENTIFIED BY USING INFORMATION FROM THE SHERIFF'S RECORDS ON BOOKING NUMBERS FOR CASES INVOLVING POSSIBLE UNDOCUMENTED ALIENS.*
18. *THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT DEVELOP PROCEDURES REQUIRING THAT THE SHERIFF'S BOOKING SLIP BE TRANSMITTED TO THE DISTRICT ATTORNEY IN ALL RELEVANT CRIMINAL CASES.*
19. *THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT COOPERATE WITH THE DISTRICT ATTORNEY'S OFFICE BY PROVIDING BOOKING NUMBERS FOR CASES INVOLVING POSSIBLE UNDOCUMENTED ALIENS.*
20. *THE GRAND JURY RECOMMENDS THAT THE PUBLIC DEFENDER'S OFFICE DEVELOP PROCEDURES FOR UTILIZING INFORMATION PROVIDED FROM THE SHERIFF'S RECORDS ON BOOKING NUMBERS FOR CASES INVOLVING POSSIBLE UNDOCUMENTED ALIENS.*
21. *THE GRAND JURY RECOMMENDS THAT THE PUBLIC DEFENDER'S OFFICE CONDUCT STATISTICAL SAMPLES OF CASELOAD, WITH ASSISTANCE OF*

*THE AUDITOR-CONTROLLER, TO DETERMINE THE EFFECT OF THE UNDOCUMENTED ALIEN POPULATION ON PUBLIC DEFENDER OPERATIONS.*

- 22. THE GRAND JURY RECOMMENDS THAT THE PUBLIC DEFENDER'S OFFICE DEVELOP MORE PRECISE COST ESTIMATES FOR SERVICES PROVIDED TO UNDOCUMENTED ALIENS, WITH THE ASSISTANCE OF THE AUDITOR-CONTROLLER, USING SUCH FACTORS AS NUMBER OF COURT APPEARANCES, TYPES OF CRIMES FOR WHICH UNDOCUMENTED ALIENS ARE TYPICALLY ARRESTED AND POINT OF CASE DISPOSITION.*
- 23. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THE PRESIDING JUDGES OF THE COUNTY MUNICIPAL COURTS TO DIRECT COURT STAFF TO ASSIST THE COUNTY IN DEVELOPING STATISTICAL TESTS OF THE EFFECT OF UNDOCUMENTED ALIENS ON COURT SERVICES, AS DISCUSSED HEREIN.*
- 24. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THE PRESIDING JUDGES OF THE COUNTY MUNICIPAL COURTS TO DIRECT COURT STAFF TO ASSIST THE COUNTY IN DEVELOPING COST DATA RELATIVE TO THE IMPACT OF UNDOCUMENTED ALIENS ON COURT SERVICES, AS DISCUSSED HEREIN.*
- 25. THE GRAND JURY RECOMMENDS THAT THE JUDGES OF THE MUNICIPAL COURTS IMPLEMENT THE REQUESTS MADE BY THE BOARD OF SUPERVISORS AS REFLECTED IN THE ABOVE RECOMMENDATIONS.*
- 26. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THE PRESIDING JUDGE OF THE SUPERIOR COURT TO DIRECT COURT STAFF TO ASSIST THE COUNTY IN DEVELOPING STATISTICAL TESTS OF THE EFFECT OF UNDOCUMENTED ALIENS ON COURT SERVICES AND TO DEVELOP RELATED COSTS, AS DISCUSSED HEREIN.*
- 27. THE GRAND JURY RECOMMENDS THAT THE JUDGES OF THE SUPERIOR COURT IMPLEMENT THE REQUESTS MADE BY THE BOARD OF SUPERVISORS AS REFLECTED IN RECOMMENDATION 26.*
- 28. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REQUEST THE PRESIDING JUDGES OF THE SUPERIOR AND MUNICIPAL COURTS TO DIRECT COURT STAFF TO INCLUDE COSTS BUDGETED IN THE COURT EXPENSE BUDGETS IN THEIR ANALYSIS OF COURT COSTS ASSOCIATES WITH SERVICES PROVIDED TO UNDOCUMENTED ALIENS. SEE RECOMMENDATIONS 24 AND 26.*

29. *THE GRAND JURY RECOMMENDS THAT THE JUDGES OF THE SUPERIOR AND MUNICIPAL COURTS IMPLEMENT THE REQUESTS MADE BY THE BOARD OF SUPERVISORS AS REFLECTED IN RECOMMENDATION 28.*
30. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT FORMALIZE PROCEDURES TO ROUTINELY INQUIRE INTO THE CITIZENSHIP OR ALIEN STATUS OF ALL ADULTS REFERRED TO THE PROBATION DEPARTMENT FOR PRESENTENCE INVESTIGATION. THE MISDEMEANOR INVESTIGATION WORKSHEET TO CORRESPOND WITH THE FELONY WORKSHEET SHOULD ALSO BE MODIFIED IN THIS REGARD.*
31. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT ESTABLISH PROCEDURES FOR MANUALLY COMPILING DATA RELATED TO CITIZENSHIP OR ALIEN STATUS DETERMINED THROUGH THE PROBATION INVESTIGATION PROCESS FOR ADULTS.*
32. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT CONDUCT STATISTICAL TESTS OF ADULT PROBATION DEPARTMENT WORKLOAD RELATED TO SERVICES TO UNDOCUMENTED ALIENS, UTILIZING THE ASSISTANCE OF THE AUDITOR-CONTROLLER'S OFFICE AS DISCUSSED IN THE SECTION.*
33. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT FORMALIZE PROCEDURES TO INQUIRE ROUTINELY INTO THE CITIZENSHIP STATUS OF ALL JUVENILES SCREENED THROUGH THE CRIMINAL INTAKE PROCESS.*
34. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT DEVELOP PROCEDURES, IN THE ABSENCE OF MODIFYING THE JAI SYSTEM (SEE RECOMMENDATION 37), FOR MANUALLY TRANSMITTING INFORMATION RELATED TO THE CITIZENSHIP STATUS OF JUVENILES TO INVESTIGATION AND SUPERVISION UNITS WITHIN THE DEPARTMENT.*
35. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT DEVELOP METHODOLOGIES FOR DETERMINING FULL COSTS FOR UNDOCUMENTED ALIEN JUVENILES PLACED IN PSYCHIATRIC AND GROUP FOSTER HOMES, UTILIZING THE ASSISTANCE OF THE AUDITOR-CONTROLLER.*
36. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT UTILIZE THE ASSISTANCE OF THE AUDITOR-CONTROLLER FOR THE DEVELOPMENT OF COSTS RELATED TO PROBATION DEPARTMENT SERVICES, AS DISCUSSED IN THIS SECTION.*

37. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE CHIEF ADMINISTRATIVE OFFICE, DATA PROCESSING AND PROBATION DEPARTMENTS TO CONDUCT A DETAILED DESIGN AND COST STUDY TO DETERMINE THE POTENTIAL FOR COMPILING DATA FROM JADS AND THE JAI SYSTEM.*
38. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONSIDER FUNDING FOR MODIFICATIONS TO THESE SYSTEMS AFTER DESIGN AND COST INFORMATION IS KNOWN.*
39. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE COUNTY ADMINISTRATIVE OFFICER TO REQUEST APPROPRIATE CRIMINAL JUSTICE INFORMATION SYSTEM (CJIS) PROJECT CONSULTANTS TO DEVELOP DETAILED SYSTEM DESIGN AND COST ESTIMATES FOR INCLUDING THE CAPABILITY TO TRACK WORKLOAD ACTIVITY FOR SERVICES TO UNDOCUMENTED ALIENS IN THE VARIOUS SUBSYSTEMS, AND THROUGH THE PROACTIVE INFORMATION EXCHANGE PROGRAM, AS DISCUSSED IN THIS REPORT.*
40. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONSIDER FUNDING FOR NECESSARY IMPROVEMENTS TO PROVIDE THIS CAPABILITY AFTER BENEFITS AND ESTIMATED COSTS ARE KNOWN.*
41. *THE GRAND JURY RECOMMENDS THAT THE AUDITOR-CONTROLLER REEVALUATE STAFFING NEEDS TO ASSIST CRIMINAL JUSTICE DEPARTMENTS WITH ESTIMATING THE COST OF SERVICES TO UNDOCUMENTED ALIENS ONCE THE BOARD OF SUPERVISORS AND DEPARTMENTS IMPLEMENT OTHER PERTINENT RECOMMENDATIONS INCLUDED IN THIS REPORT.*
42. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS AUTHORIZE POSITIONS AND FUNDING RECOMMENDED FOR ADDITIONAL AUDITOR STAFF IN THE AUDITOR-CONTROLLER'S OFFICE TO CONDUCT STATISTICAL AND COST ANALYSES RECOMMENDED THROUGHOUT THIS REPORT.*
43. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CLEARLY DELEGATE THE AUTHORITY AND RESPONSIBILITY NECESSARY FOR THE CHIEF ADMINISTRATIVE OFFICER TO TAKE THE LEAD ROLE IN DEVELOPING AND MONITORING A SYSTEM FOR COUNTY DEPARTMENTS TO IDENTIFY AND REPORT THE LEVEL OF SERVICES PROVIDED FOR UNDOCUMENTED ALIENS.*

44. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER DEVELOP AND IMPLEMENT A SYSTEM TO MONITOR THE PROGRESS OF COUNTY DEPARTMENTS IN DEVELOPING WELL-FOUNDED, SUBSTANTIATED INFORMATION ON THE COSTS OF SERVICES PROVIDED TO UNDOCUMENTED ALIENS, AND ASSIST THE DEPARTMENTS AS NECESSARY.*
45. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER DEVELOP AND IMPLEMENT A PLAN FOR SEEKING FINANCIAL RELIEF FROM THE FEDERAL AND STATE GOVERNMENTS FOR THE BURDEN OF CARING FOR THE UNDOCUMENTED ALIEN SEGMENT OF THE POPULATION.*
46. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICE AND THE DEPARTMENTS OF HEALTH AND PUBLIC SOCIAL SERVICES CONTINUE THEIR EFFORTS TO IMMEDIATELY DEVELOP PROCEDURES TO ACCUMULATE RELIABLE DATA TO SUPPORT CLAIMS FOR COSTS INCURRED BY THE COUNTY TO PROVIDE ELIGIBLE SERVICE TO LEGALIZED ALIENS UNDER THE PROVISIONS OF THE IMMIGRATION REFORM AND CONTROL ACT OF 1986.*

## **V. COUNTY OF LOS ANGELES GRAND JURY ADMINISTRATIVE AUDIT OF THE LONG BEACH MUNICIPAL COURT**

### **OBJECTIVES**

The Long Beach Municipal Court is one of twenty-four judicial districts within the Los Angeles Municipal Court system.

The municipal courts within the County receive guidelines for judicial and administrative affairs from the State's Judicial Council. In addition, the State Controller's Office has established accounting and reporting procedures for the courts. At the local level, however, there is no overall coordinator or oversight agency. Because of this lack of general oversight, the individual courts have developed a great deal of independence and as a result, specific administrative procedures are often unique to each court.

The Government Operations Committee requested an audit to examine the overall organization and administrative policies of one of the municipal courts within the County. The Long Beach Municipal Court Supervising Judge and Administrator agreed to have their court be used as a case study. The review was conducted by the firm of Deloitte, Haskins and Sells. It is hoped that some of the recommendations can be transferable to the other remaining courts.

## APPROACH

Through interviews with court and third-party officials this study has documented the Long Beach Court's organizational structure and identified their standard operating procedures. In addition, a comparative analysis of Long Beach and the county as a whole has provided insights of the court's general efficiency and effectiveness.

The study team met with all supervisors within the Long Beach Court, starting with the Court Administrator/Clerk. These interviews were designed to focus on operating procedures as they are mandated for, or designed by the Long Beach Court.

The assumption going in was that standard operating procedures were in place, but not communicated externally. In addition, the interviews were meant to uncover the court's organizational structure, identify the distribution of responsibilities and give a general feel for the court's operating environment.

The interviews were specifically designed to determine how the court managed the following issues:

- Organization
- Policies and Procedures
- Goals and Objectives
- Controls
- Staffing, and
- Training.

Information given in the interviews were compared to available documentation, including organization charts, state documents and court-prepared resources.

The comparative review was limited by the amount of information supplied by the courts and kept by the County. For instance, it was necessary to use court-supplied full-time equivalents for the staff levels of each court because no agency in the County regularly records actual staff levels. This study also assumes the validity of the "weighted caseload", a statistic established by the State Judicial Council for balancing the frequency of court procedures with the effort required to process the different types of proceedings. For instance, a felony offense is assumed to require about three and a half times as much involvement by a court clerk as a traffic infraction.

The comparative analysis was aimed at evaluating the court's efficiency and effectiveness relative to the other twenty-three courts in the system. An initial attempt to include adjacent counties was abandoned because common indicators were not available. While the twenty-four Los Angeles County courts may all have their own personalities, resources are all consistently designed and measured.

## **A. ORGANIZATION**

### **FINDING**

As outlined earlier, the court's organizational structure does in fact seem appropriate for its size and responsibilities. However, the study found several areas of the organization and operation that should be mentioned.

The Municipal Court judges are often given extensive administrative responsibilities when they sit as Presiding Judge. However, they do not always bring strong administrative skills with them. In those instances, they will learn those skills during their term as the Presiding Judge.

Newly created assistant Chief Deputy Clerk, and Supervising Deputy Clerk II positions have added stability to the court's organization, but the responsibilities of the latter are not well defined.

Staff space is being reorganized to provide better working condition, e.g., new file systems and work stations.

The Court Administrator holds monthly staff meetings with the Assistant Chief Deputy Clerks after the Municipal Court Administrator Association's monthly meeting. The individual divisions do not hold regular staff meetings, but, meet on an informal, ad-hoc basis.

There is little coordination between the court and the County Chief Administrative Officer (CAO). Staff stated during interviews that the CAO's Budget Analyst responsible for the Long Beach Court, had in fact never been on-site.

### **RECOMMENDATIONS**

- 1. THE GRAND JURY RECOMMENDS THAT THE COURT ESTABLISH A UNIFORM FILE MANAGEMENT SYSTEM THAT INCLUDES RECORDS MANAGEMENT AND RETENTION SCHEDULED.*
- 2. THE GRAND JURY RECOMMENDS THAT EACH DIVISION OF THE COURT BE REQUIRED TO HOLD MONTHLY STAFF MEETINGS. THESE MEETINGS WILL BOTH STRENGTHEN LINES OF COMMUNICATION AND ENHANCE STAFF MORALE.*
- 3. THE GRAND JURY RECOMMENDS THAT AN IN-HOUSE COURT COORDINATOR ACT AS A LIAISON WITH THE CAO'S OFFICE. THE CAO'S*

*BUDGET EXAMINER SHOULD BE REQUIRED TO VISIT THE COURT ON AN ANNUAL BASIS AS PART OF THE BUDGET PREPARATION CYCLE.*

- 4. THE GRAND JURY RECOMMENDS THAT THE COURT INVESTIGATE THE POSSIBILITY OF CENTRALIZING ALL WINDOW ACTIVITIES.*

## **FINDINGS**

Changes in judicial procedures, third party policies, legislation and pilot projects have significant and often unforeseen impacts on the court's operation. For instance, the Driving Under the Influence (DUI) Program had a tremendous impact on court responsibilities, and therefore, workload. Staff morale suffered because they were not thoroughly informed of the program's impact.

Another problem area is computerization. Several computer systems have been installed, e.g., MCI, ETRS, MCFS, but lack of coordination and technical support, and staff reluctance to change and resistance to their implementation have limited their initial effectiveness. Currently, the Long Beach and San Pedro Courts share the ETRS computer system, causing additional problems during down times.

## **RECOMMENDATIONS**

- 5. THE GRAND JURY RECOMMENDS THAT THE COURT CREATE A DATA PROCESSING UNIT AND CENTRALIZE COMPUTER SYSTEMS COURT-WIDE, PROVIDE TECHNICAL SUPPORT TO THE DIVISIONS, TEACH STAFF HOW TO OPERATE THE SYSTEMS EFFECTIVELY AND INTERFACE WITH THE COUNTY'S DATA PROCESSING CENTER.*
- 6. THE GRAND JURY RECOMMENDS THAT THE EXPANDED TRAFFIC RECORD SYSTEM (ETRS) BE ESTABLISHED AS A STAND ALONE SYSTEM FOR THE COURT.*
- 7. THE GRAND JURY RECOMMENDS THAT A POSITION BE ASSIGNED BY THE COURT WITH THE RESPONSIBILITY OF AN EXTERNAL LIAISON TO ANTICIPATE CHANGES IN JUDICIAL PROCEDURES AND THIRD PARTY POLICIES, AND TO ACT AS AN INTERMEDIARY WITH THE STATE OR COUNTY ON PILOT PROJECTS IMPLEMENTED IN THE LONG BEACH COURT.*



## B. POLICIES AND PROCEDURES

### FINDINGS

The Criminal, Civil/Small Claims and Traffic Divisions have written procedures for most desk operations. These procedures will go point by point, identifying the duties of each desk. In most cases, such as for suspended or revoked license citations in Traffic and Civil/Small Claims' Master Calendar desk, step by step procedures are given. With varying degrees of depth, all functions are covered. Quality and format, however, are not consistent.

Several operating policies are mandated by the State. These policies define a court's responsibilities for revenue accounting and distribution and reporting of operating statistics. For instance, the court is required to distribute revenues to several external agencies or funds by fixed percentage. Examples include the State Department of Fish and Game and the Criminalistics Lab Fund. In addition, the State's Judicial Council requires caseload reports which list actual caseloads, by type of filing, on a monthly basis. This information is also supplied by the County CAO.

Mandated changes will result from legislation or come from the Judicial Council and the County. External organizations that impact on court operations include the Long Beach Police Department, Long Beach City Prosecutor's Office and the County Sheriff.

The Court Administrator will circulate a memorandum to all staff of policy changes that are mandated externally or forced by external circumstances.

Normally, the only staff members informed of procedural changes are those directly affected. For instance, a change in docketing criminal cases will only be discussed with the Division's supervisors and the clerk on the docket desk.

### RECOMMENDATIONS

8. *THE GRAND JURY RECOMMENDS THAT THE COUNTY CAO ASSUME RESPONSIBILITY FOR REVIEWING ALL LEGISLATION AFFECTING THE COURTS. IN ADDITION TO IDENTIFYING WHEN AND HOW A COURT WILL BE IMPACTED, THE CAO STAFF SHOULD BE RESPONSIBLE FOR ESTIMATING THE DEGREE OF THAT IMPACT ON CASELOADS, STAFFING AND OTHER RESOURCES, AND SUPPLY THAT INFORMATION TO THE COURTS.*

*There are a few offices within the County and Municipal Court hierarchy that could pick up this task, including the County CAO's office and the Planning and Research Committee of the Municipal Court Judges Association.*

9. *THE GRAND JURY RECOMMENDS THAT ALL POLICY AND PROCEDURE CHANGES BE COMMUNICATED TO ALL STAFF IN A WRITTEN FORMAT FOLLOWED BY AN ORAL REVIEW.*

*This procedure will have three indirect benefits:*

- It will assist in retraining people that may move across divisions.*
- It will make people more aware of the overall function of their own division, and*
- It will improve staff morale because they are made to feel a part of the whole court.*

## **FINDING**

There are no written policies for internal activities. Yet the court does have standard procedures for the following:

- Hiring
- Personnel/staffing
- Reporting/documentation
- Accounting

None of these procedures have been adopted in an official policy document. As a result there is no policy for reviewing or updating these policies.

The Traffic, Criminal and Civil/Small Claims Divisions all have written procedures for most desk operations.

Policies and procedures are not formally monitored by court personnel. While there are checks on cash activities, other tasks are not subject to regular or thorough review. Staff will respond to perceived or reported improprieties, but such reports have apparently been quite infrequent over the last several years.

## **RECOMMENDATION**

10. *THE GRAND JURY RECOMMENDS THAT A POLICIES AND PROCEDURES MANUAL BE WRITTEN FOR EACH DESK AND ALL SUPERVISORY POSITIONS IN THE COURT. DESK MANUALS SHOULD INCORPORATE TASK DEFINITIONS ALREADY AVAILABLE, AND ALSO A DETAILED LIST OF DESK RESPONSIBILITIES AND REPORTING ASSIGNMENTS. THE SUPERVISOR MANUAL SHOULD EXPLAIN THE SUPERVISOR'S RESPONSIBILITIES FOR STAFF MANAGEMENT, HIRING, PERSONNEL EVALUATIONS, REPORTING RESPONSIBILITIES AND WORK ASSIGNMENTS.*

*The court should update all policies and procedures manuals at least annually.*

*In addition to a centralized file of these manuals, each clerk should have his/her own copy. A review of this document should be a mandatory component of training. In addition, it will serve as a reference document on the job.*

### **C. GOALS AND OBJECTIVES**

The court has no measurable goals and objectives for either the court or any specific functions. Therefore, they are operating with no criteria for measuring operational efficiency or effectiveness. Their general operating objective has been to keep things running smoothly.

Information required as a basis for establishing goals, objectives and performance indicators is measured and made available by the court. For instance, the court forecasts caseloads as part of the annual budget process. This information is monitored by the court informally. Because of their vulnerability to external factors, however, they are guarded about any attempt to formalize the use of indicators.

There are several difficulties inherent in developing indicators for the court. For instance, a change in judicial procedures, brought about either through legislation or judicial case management, will filter down to the courts. Likewise, third-party activities also come into play. A case in point is the recent drug crackdown program conducted by the Long Beach Police Department. In that instance, a pilot project earned itself permanent status by its remarkable success.

### **RECOMMENDATION**

**11. THE GRAND JURY RECOMMENDS THAT MEASURABLE GOALS AND OBJECTIVES, AND CORRESPONDING PROGRAM INDICATORS, BE SET FOR THE COURT AND ALL DESKS. THE INDICATORS COULD THEN BE BUILT INTO THE ANNUAL PERSONNEL PERFORMANCE REVIEWS.**

*These measures should follow from the caseload forecasts the court produces as part of the annual budget exercise. Desk-specific items could include backlog (cases filed less cases disposed), cost per case and average time to disposition. Court specific indicators should include a high-level aggregate of the desk measures and administrative indicators, such as budget adherence.*

*To effectively set goals and objectives, then, the court would have to do a lot more work up front in coordinating their forecasts with other local agencies. This step should significantly minimize unexpected variances.*

## **D. CONTROLS**

### **FINDING**

Controls for required reporting, documentation, and for processing fees and fines exist, but are not consistent court-wide.

The money transactions are decentralized and are often handled by two or three different persons.

### **RECOMMENDATIONS**

12. *THE GRAND JURY RECOMMENDS THAT THE COURT MUST ESTABLISH DESK-SPECIFIC CONTROLS FOR REPORTING REQUIREMENTS, DOCUMENTATION AND THE PROCESSING OF FEES AND FINES.*
13. *THE GRAND JURY RECOMMENDS THAT ALL MONEY TRANSACTIONS BE CENTRALIZED WITHIN EACH DIVISION OF THE COURT.*
14. *THE GRAND JURY RECOMMENDS THAT ALL WINDOW DISPLAY TERMINALS IN THE COURT BE FOR INFORMATION AND VERIFICATION ONLY. RECORD UPDATING WOULD BE CONDUCTED BY THE DATA SYSTEMS GROUP.*

### **FINDING**

Deputy Supervising Clerk IIs are not always verifying the balancing of financial transactions at the end of the day.

### **RECOMMENDATIONS**

15. *THE GRAND JURY RECOMMENDS THAT THE DEPUTY SUPERVISING CLERK IIS VERIFY THE DAILY BALANCES OF FINANCIAL TRANSACTIONS. ALSO, THEY SHOULD CONDUCT UNSCHEDULED AUDITS OF DESKS THAT HANDLE MONEY AND/OR UPDATE CASE FILES.*
16. *THE GRAND JURY RECOMMENDS THAT THE ADMINISTRATIVE SERVICES DIVISION OF THE COURT TAKE A MORE ACTIVE ROLE IN MONITORING THE ACCOUNT REPORTING PROCEDURES FOR EACH DIVISION. A REPRESENTATIVE FROM THE ADMINISTRATIVE SERVICES DIVISION*

*SHOULD VISIT EACH DIVISION DAILY TO MONITOR ACCOUNTING PROCEDURES.*

- 17. THE GRAND JURY RECOMMENDS THAT THE COUNTY ESTABLISH AN OFFICE OR DESK FOR RECEIVING REPORTS OF PERCEIVED IMPROPRIETIES IN A CONFIDENTIAL OR ANONYMOUS MANNER.*

## **E. STAFFING**

### **FINDING**

All hiring is done by the court since the County has decentralized the hiring practices. Because of the court's independence and the lax hiring qualifications, the County has very limited control over the court's hiring activities.

The only external hirings are for entry-level positions. All other vacancies are filled almost exclusively through internal promotions.

The entry level salary range limits participation outside the court's jurisdiction, since in general, willingness to commute is tied to salary. Over time this effect has carried through to all the clerk levels. The court can and does advertise outside their jurisdiction by using County CAO-Human Resources. However, the response has traditionally been minimal. The only identified exception to this trend is the Assistant Chief Deputy Clerk in the Civil/Small Claims Division, who had previously been in the San Pedro branch of the Los Angeles Municipal Court.

The court's replacement policy for short-term vacancies is not well designed and inconsistently applied. The general rule is to find someone who can spare the time, or to collectively assign persons to cover a desk's responsibilities.

A specific exception is for the Courtroom Clerk, where replacements are designated in each Division; Traffic and Criminal each have one and Civil/Small Claims has two. In Traffic it is a dedicated position that will fill in or support other desks when not doing courtroom relief. In Criminal and Civil/Small Claims, by contrast, courtroom relief is considered one of several responsibilities of a specific desk.

The court has established an annual performance evaluation review cycle for permanent employees following County requirements. Entry level and probationary employees are subject to three-month in-house reviews. The County also requires six-month reviews following all promotions.

The evaluation is based on a handbook supplied by the County. Employees are rated on each of the following factors:

- Quantity of work
- Quality of work
- Work habits
- Personal relations
- Adaptability

In general, the evaluation is somewhat subjective, and does not reflect any of the performance indicators available within the court. Staff members have stated that they do not want to link individuals to the responsibilities of any particular desk because of the vulnerability to external organizations, mentioned earlier, and because they may work several desks within a given review period.

## RECOMMENDATIONS

**18. THE GRAND JURY RECOMMENDS THAT THE COURT ESTABLISH A WRITTEN WORKING FORMAT FOR HIRING.**

*Although general hiring standards are in effect, a written policy statement will help identify the controls involved. It will also simplify a review of those policies, which should be undertaken annually.*

**19. THE GRAND JURY RECOMMENDS THAT THE COURT EXPAND THE ANNUAL PERFORMANCE EVALUATION. SPECIFICALLY:**

*A six month informal review should be held.*

*At that time, staff and supervision can identify and document any events that were not evident when the performance standards were set. It will also allow supervision to see where support might be needed.*

*Task-specific measures must be used.*

*Backlog and time per disposition, among others, should be referenced if not directly included.*

*Training and personal advancement should be included.*

*The existing rating system should be retained but must not be considered the major component of the evaluation process.*

*In general, it is too subjective. It also fails to set objectives, relying instead on hindsight evaluations.*

20. *THE GRAND JURY RECOMMENDS THAT THE COURT RETAIN THE SIX-MONTH REVIEW CYCLE FOR ENTRY-LEVEL AND PROBATIONARY STAFF. HOWEVER, THE REVIEW SHOULD PLACE GREATER EMPHASIS ON TRAINING AND DEMONSTRATION OF PROFICIENCY.*
21. *THE GRAND JURY RECOMMENDS THAT ALL COURT STAFF REVIEWS INCLUDE INPUT FROM THE TWO SUPERVISORY POSITIONS IMMEDIATELY ABOVE THE ONE IN REVIEW, ASSURING COMPLIANCE WITH CIVIL SERVICE RULE 20.01.*

## **FINDING**

Of the forty-five Deputy Clerks hired between February of 1984 and February of 1987, thirty seven were initially assigned to the Traffic Division. Generally the Traffic Division is used because it provides the broadest range of court procedures. As the court's most voluminous Division however, the immediate pressure to perform is great. Of the thirty-seven new clerks assigned to Traffic during this period, only sixteen remain with the court. By contrast, of the eight hired in other divisions six are still on board.

The Traffic Division, by default, also becomes the hiring pool for other divisions as vacancies appear. And since promotions are almost exclusively internal, the likelihood that any vacancy will eventually affect Traffic is quite high.

Job qualifications do not meet the evolving responsibilities of the court. Qualifications, however, are minimal, and with the exception of a typing preference for Deputy Clerk I's, do not meet the increased skills required of a clerk. For instance, while typing skills are requested they are not required. Computer or data processing proficiency is neglected entirely.

Student workers are valuable because they frequently are better educated and have skills not required of the general staff. The students must be enrolled as a full-time college student. By comparison, a Deputy Clerk I job description contains no education requirement. In addition, the students, through their coursework, are often computer literate. They are depended upon to do some of a division's data entry. In many cases the students are also assigned to work window functions.

## **RECOMMENDATIONS**

22. *THE GRAND JURY RECOMMENDS THAT ENTRY-LEVEL APPLICATIONS FOR COURT STAFF POSITIONS INCLUDE BOTH ORAL AND WRITTEN TESTING.*

*It is important that the court provide a thorough assessment of potential employees. By expanding the interview process the court may be able to slow their turnover rate in entry-level positions.*

23. THE GRAND JURY RECOMMENDS THAT ALL JOB DESCRIPTIONS FOR COURT STAFF POSITIONS BE UPDATED TO REFLECT THE CHANGING RESPONSIBILITIES OF THE CLERKS. ADDED EMPHASIS SHOULD BE PLACED ON COMPUTER/DATA PROCESSING AND ACCOUNTING SKILLS.

*Alternatively, if the court creates a Data Systems Group such specialized skill need not be a part of a general clerk title. Rather, the court can use county job descriptions for data processing positions.*

24. THE GRAND JURY RECOMMENDS THAT, ALTHOUGH A MAJORITY OF THE DEPUTY CLERK I POSITIONS ARE IN THE TRAFFIC DIVISION, ENTRY-LEVEL ASSIGNMENT NOT BE CONFINED TO THAT GROUP. HIRING AND RECRUITMENT SHOULD BE SPREAD AMONG THE COURT.

*This will ease the tensions that turnover has created in Traffic and make wider use of the experience found in the other divisions. The court has already taken steps in this direction.*

25. THE GRAND JURY RECOMMENDS THAT THE DESK RESPONSIBILITIES AT THE COURT BE MATCHED TO CLERK TITLES. ALL WINDOWS AND THE HANDLING OF FEES AND FINES SHOULD BE DONE BY THE MORE EXPERIENCED STAFF, AT LEAST A DEPUTY CLERK III.

26. THE GRAND JURY RECOMMENDS THAT STUDENT WORKERS BE ENCOURAGED TO REMAIN WITH THE COURT FOLLOWING GRADUATION. WHENEVER POSSIBLE, TIME SPENT WITH THE COURT SHOULD BE USED WHEN DETERMINING PAY SCALES AND QUALIFICATIONS.

*For instance, if a student worker worked twenty hours a week for two years, that is equivalent to one year of full time experience. Conceivably, that person could come in as a Deputy Clerk II rather than a Deputy Clerk I, assuming other qualifications are met.*

*An alternative would be the creation of an apprenticeship program that formally credited student workers for their experience.*



## F. TRAINING

### FINDING

All task-specific training is conducted on the job. For desks, training is provided by a supervisor, the person who previously ran the desk, or another clerk who may have worked that desk in the past. Entry level clerks are usually given one week's training, although more time under supervision will be given if necessary and supervision is available.

Training essentially consists of time spent reviewing the desk's procedures and responsibilities, and staffing a desk or window under supervision.

Since the court assigns almost all new staff to Traffic, that Division is responsible for almost all entry-level training. Of the twenty-one Deputy Clerk I's placed in Traffic between February, 1984, and February of this year, nine were with the court less than a year. Several others have transferred to other Divisions soon after having started with Traffic. The effect has been a misuse of training time and, to some extent, depressed morale among the clerks in that Division.

A complicating factor is the court's tendency towards inbreeding, that is, to promote only from its own staff. As a result, if one desk turns over, several others may follow as assignments are shuffled. It can take several weeks for a division to recover. In the meantime, staff must cover each other and morale suffers.

As mentioned, training is provided by supervisors or other clerks. Typically, they must be pulled from their primary responsibility, which in turn must be covered by a third person.

The trainers have minimal training in instructional techniques, or any written procedures to use as a guide. Staff will use desk procedures as training support material. County supervisory training of instructional techniques is available but court staff feels it is not offered often enough.

Training currently neglects the basic skills needed for many positions but they are not identified in the job listings, such as accounting, data processing and general interpersonal skills.

### RECOMMENDATIONS

*27. THE GRAND JURY RECOMMENDS THAT THE COURT WRITE A TRAINING MANUAL SPECIFIC TO EACH DESK. THE POLICIES AND PROCEDURES MANUAL DISCUSSED IN RECOMMENDATION 10 CAN BE USED AS A SOURCE DOCUMENT.*

28. *THE GRAND JURY RECOMMENDS THAT STANDARD ENTRY-LEVEL TRAINING FOR COURT STAFF POSITIONS BE EXPANDED TO TWO WEEKS. THE FIRST WEEK SHOULD BE DEDICATED TO A REVIEW OF COURT-WIDE POLICIES AND PROCEDURES. A SECOND WEEK WILL BE SPENT IN TRAINING ON A SPECIFIC DESK.*
29. *THE GRAND JURY RECOMMENDS THAT THE COURT ESTABLISH A TRAINING COORDINATOR. IF POSSIBLE IT SHOULD BE A DEDICATED POSITION HELD BY A DEPUTY SUPERVISING CLERK II OR ABOVE. RESPONSIBILITIES FOR THIS POSITION SHOULD BE TO SCHEDULE ALL IN-HOUSE AND OFF-SITE TRAINING, TRACK STAFF PARTICIPATION, AND REVIEW AND UPDATE TRAINING MANUALS.*
30. *THE GRAND JURY RECOMMENDS THAT ON-GOING TRAINING FOR COURT STAFF POSITIONS BE INCLUDED IN PERSONNEL EVALUATIONS. A CLERK AND HIS/HER SUPERVISOR SHOULD ADDRESS ALL AREAS OF IMPROVEMENT WHEN DEVELOPING THE CLERKS' ANNUAL GOALS. PERSONAL IMPROVEMENT, BECAUSE OF ITS BENEFIT TO THE COURT'S EFFICIENCY, SHOULD BE REWARDED. ALTERNATIVELY, FAILURE TO ADDRESS A PERCEIVED INEFFICIENCY SHOULD BE SCRUTINIZED.*

## **FINDINGS**

The court is limited in the amount of training offered by outside sources. Nothing is offered that is task-specific. In addition, the court has made no provisions to replace those staff members who are attending off-site training.

Training provided or supported by the county is primarily directed at supervisory staff.

Some external agencies have developed training programs that are available to staff. Professional associations, such as the state-wide Association of Municipal Court Clerks, Inc., and the Municipal Court Administrators Association have provided some instruction on procedural skills, personal development and data processing.

Some county agencies, such as the County CAO-Human Resources Department, offer training courses in data processing, typing and general interpersonal skills.

Outside agencies have also provided instruction in very specific aspects of court activities. For instance, the State Department of Motor Vehicles has offered seminars in procedural changes that involve it and the courts. Also, the United States Secret Service Agency has provided help in identifying counterfeit bills.

## RECOMMENDATIONS

31. *THE GRAND JURY RECOMMENDS THAT THE COUNTY CAO HUMAN RESOURCES DEPARTMENT ESTABLISH A CAREER PATH FOR SUPERVISORS. IT SHOULD INCLUDE REVOLVING THROUGH EACH DIVISION AS A DEPUTY SUPERVISING CLERK II. IN ADDITION, COMPLETION OF THE INSTITUTE OF COURT MANAGEMENT FELLOWSHIP PROGRAM, OR ITS EQUIVALENT, SHOULD BE REQUIRED.*
32. *THE GRAND JURY RECOMMENDS THAT THE COUNTY SHOULD CONSIDER TAKING THE RESPONSIBILITY FOR THE FIRST WEEK OF ENTRY-LEVEL TRAINING. IN GENERAL, THE INFORMATION ON COURT RESPONSIBILITIES IS STANDARD THROUGHOUT THE COUNTY, AND THERE IS AN ECONOMY TO SUCH CENTRALIZATION.*

### FULL SCALE REVIEWS (NOT COMPLETED IN TIME FOR INCLUSION OF RECOMMENDATIONS IN THIS REPORT)

## VI. A MANAGEMENT REVIEW OF SERVICE CONTRACT MONITORING PRACTICES IN LOS ANGELES COUNTY

The full text of this audit is included in the hard-bound copy of the contract audits prepared for the 1986-87 Los Angeles County Grand Jury by the Harvey M. Rose Accountancy Corporation. See Reference Section on page 53.

### OBJECTIVES

The 1986-87 Los Angeles County Grand Jury was concerned that the procedures used in monitoring private sector contracts in Los Angeles County are inadequate. Our auditors were requested to review several contracts in the following manner.

- Analyze and evaluate county-wide policies, procedures, systems, methods and techniques employed to specify and to monitor personal service contractor performance. Where problems are uncovered, identify causes and solutions, and recommend corrective action.
- Examine the results of current service contract monitoring efforts in Los Angeles County and validate those results. Determine any need to correct inadequacies or weaknesses and to recommend appropriate cost-effective action.

## **APPROACH**

The auditors intend to conduct entrance interviews, to review and to analyze the County Ordinance related to contracting for services, and to review examples of contracts for specific language. They will also examine the lines of responsibility and accountability for major contracting areas, prepare case studies for review, and analyze contract monitoring and evaluation.

## **VII. A MANAGEMENT REVIEW OF THE LOS ANGELES COUNTY CAPITAL ASSET LEASING CORPORATION**

A full text of this audit is included in the hard-bound copy of the contract audits prepared for the 1986-87 Los Angeles County Grand Jury by the firm of Deloitte, Haskins and Sells. See Reference Section on page 53.

## **OBJECTIVES**

The Government Operations Committee was interested in conducting a management audit to determine if the County and the Los Angeles County Capital Asset Leasing Corporation LAC-CAL are issuing debt obligations in an efficient and cost effective manner and to ensure that the proper policies and procedures are in place to assure compliance with the Tax Reform Act of 1986.

The specific objectives of our management audit shall be to:

- Ensure that the County and LAC-CAL are minimizing the cost of capital by identifying any areas for improving procedures used in issuing debt.
- Determine any changes that LAC-CAL should make in its originally stated mission in order to adapt to changes in the interest rate and tax environment.
- Identify the record keeping and reporting procedures and systems which will need to be implemented to monitor compliance with current tax laws.

## **APPROACH**

The auditors will make a project plan, collect and review existing documentation, conduct interviews, review and analyze the current competitive bidding processes, examine the method of selecting investment bankers, analyze finance alternatives, review the adequacy of controls over debt issues and the cost-benefit of pursuing arbitrage opportunities.

## **VIII. AN ANALYSIS OF THE EFFECTS OF THE TAX REFORM ACT OF 1986 ON LOS ANGELES COUNTY GOVERNMENTAL BOND PROGRAMS**

The full text of this audit is included in the hard-bound copy of the contract audits prepared for the 1986-87 Los Angeles County Grand Jury by the firm of Deloitte, Haskins and Sells. See Reference Section on page 53.

### **OBJECTIVES**

The Audit Committee is interested in assisting the County in determining methods of complying with the new Tax Reform Act of 1986 as it relates to County financing operations.

The specific objectives of this investigation are threefold:

- To outline what specific areas of the new Tax Reform Act of 1986 will impact the County's financing operations.
- To identify any reporting and concomitant record keeping necessary to satisfy IRS reporting and arbitrage rebate requirements.
- To recommend methodologies of record keeping and reporting that minimize administrative burdens.

### **APPROACH**

The auditors will make a project plan, collect and review existing documentation, conduct interviews and review IRS reporting and arbitrage rebate requirements.

## **IX. A MANAGEMENT AUDIT OF MEDICAL RECORD KEEPING AT MARTIN LUTHER KING, JR./DREW MEDICAL CENTER**

A full text of this audit is included in the hard-bound copy of the contract audits prepared for the 1986-87 Los Angeles County Grand Jury by the firm of Harvey Rose Accountancy Corporation. See Reference Section on page 53.

### **OBJECTIVES**

This management audit is to include a detailed examination and evaluation of the management, administration and operations of the Martin Luther King, Jr./Drew Medical

Center's medical record keeping practices and procedures. The review is intended to develop and recommend cost-effective solutions to any validated problem areas in order to ensure quality patient care, increase compliance with mandated standards, increase efficiency, decrease expenditure or increase revenue.

## **APPROACH**

The auditors will conduct entrance conferences with the hospital administrator, review standards for medical record keeping and interview record keeping staff. They also plan to conduct a detailed examination of record keeping contents and to make a detailed examination of medical record security and internal controls.

## **X. FOLLOW UP STUDY TO A MANAGEMENT REVIEW OF THE WEINGART CENTER**

As a result of the audit requested by the Social and Human Services Committee, A Management Review of the Weingart Center, the Weingart Center Association asked the Grand Jury to follow up in greater detail with further clarification of recommended changes that could be made by the county in administration of its alcoholism program and additional aspects of the county's role at the Weingart Center. The Grand Jury concurred and approved a follow-up study to be conducted by Deloitte, Haskins and Sells.

## **OBJECTIVE**

This study will define the specific steps the county can undertake to assist the Weingart Center Association in implementing key elements of the review. This study will focus on the county's role in

- clarifying its relationship with the Alcoholism Program at the Weingart Center
- negotiating leases at the Weingart Center
- developing a space usage plan at the Weingart Center
- assisting the Weingart Center in strategic and financial planning

## **APPROACH**

The auditor reviewed several outstanding issues in the organization of Weingart Center which result in operational inefficiencies.

## REFERENCE

Two hard-bound copies containing all of the contract audits prepared for the 1986-87 Los Angeles County Grand Jury by the firms of Deloitte, Haskins and Sells and of Harvey M. Rose Accountancy Corporation are available in the Grand Jury Office as well as one each in the Los Angeles County Public Library, Los Angeles City Public Library, the Los Angeles City Municipal Reference Library, Los Angeles County Law Library, and the research libraries of the University of California at Los Angeles and the University of Southern California.

Copies of the separate interim reports may also be available in various public libraries throughout the County.

*Robert Lutz (Mr. Lutz served as Chairman from July 22, 1986 to October 29, 1986)*

*Gerard Rastello (Mr. Rastello served as Chairman from November 3, 1986 to March 31, 1987)*

*Martha Padve (Mrs. Padve served as Vice Chairman from November 3, 1986 to March 31, 1987  
and as Chairman until June 30, 1987)*

*Doris Seward*

*Ruth Slater*

*Ernest Sorotskin*

*Fred Vollmer*





CRIMINAL JUSTICE COMMITTEE



**CRIMINAL JUSTICE COMMITTEE**

*Standing L to R:* Helene Moss, Daphne Lewis, Sherman Broidy  
*Seated:* Ralph Howe, Chair

# CRIMINAL JUSTICE COMMITTEE

## PURPOSE

The Criminal Justice Committee of the Los Angeles County Grand Jury is presented cases by the District Attorney and is customarily given the authority to accept or reject the presentation of the case to the Grand Jury for indictment, investigation or subpoena action. In addition, the committee reviews all citizen complaints addressed to the Grand Jury and subsequently takes the appropriate action.

A third function is to examine various aspects of the Criminal Justice System within Los Angeles County and to conduct studies for its improvement.

## AREAS OF CONCERN

- Review of citizen complaints
- Grand Jury hearings
- Suicides in Azusa jail

## METHOD OF INVESTIGATION

Members of the committee visited various facilities pertaining to the criminal justice system in Los Angeles County and conducted telephone and face-to-face interviews with appropriate personnel relating to an area of concern.

## FINDINGS

### A. REVIEW OF CITIZEN COMPLAINTS

As of April 1, 1987, the Committee reviewed 53 complaints levied against officials of the county and law enforcement officers. Each complainant received a response explaining the position of the committee in reference to his or her allegation and stating what action would be taken, if any. Many complaints did not fall within the jurisdiction of the Grand Jury.

### B. GRAND JURY HEARINGS

To date, the Committee voted to accept all requests presented to it by the District Attorney. The Grand Jury assisted in 19 investigative hearings and one indictment hearing, which ultimately resulted in the issuance of an indictment.

### C. SUICIDES IN AZUSA JAIL

Upon being apprised of two recent suicides which took place in the Azusa jail this year, committee members visited that facility to learn about the circumstances surrounding those deaths. Documents pertaining to the suicides were examined and post-mortem interviews were conducted with relatives of the victims and the doctors who were involved. The committee focused on the training of the officers who are in charge of arrestees held in custody, with special regard to handling, booking, and identifying high-risk suicide candidates, since many arrestees are still under the influence of alcohol and/or drugs during their early incarceration.

Prior to July, 1986, the Peace Officer Standard and Training Program (POST) offered courses state-wide for this very essential training; however, as of the above date this training was delegated to the Department of Corrections. As a consequence of this change, that training is now geared to long-term type III holding operations in lieu of the short-term custody facilities operating in most cities in the county. The Committee sent a recommendation to POST urging the reinstatement of their program.

#### RECOMMENDATION

*THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS URGE THE PEACE OFFICER AND STANDARD TRAINING (POST) PROGRAM TO REINSTATE THE TRAINING COURSE OFFERED TO THE OFFICERS RESPONSIBLE FOR THE ARRESTEES HELD IN CUSTODY SO THEY WILL BE BETTER EQUIPPED TO IDENTIFY HIGH-RISK SUICIDE CANDIDATES.*

*Ralph Howe, Chairman*

*Sherman Broidy*

*Daphne Lewis*

*Helene Moss, Vice Chairman (Chairman from June 9, 1987)*

ENVIRONMENT COMMITTEE



**ENVIRONMENT COMMITTEE**

*Standing L to R:* Homer Fletcher, Ralph Howe  
*Seated:* Daphne Lewis, Chair

# ENVIRONMENT COMMITTEE

## PURPOSE

The Environment Committee was formed to investigate the impact of varied conditions in the public environment. Specific examples of these conditions are described under "Areas of Concern" below.

## AREAS OF CONCERN

- Illegal Aliens
- Exhaust Emissions
- Disaster Preparedness in the Criminal Courts Building

### A. ILLEGAL ALIENS

The Grand Jury was alarmed by the enormous influx of illegal aliens entering the Southern California Area, particularly into Los Angeles County. In particular, the committee was concerned that overcrowded housing caused by illegals congregating together to share shelter could affect the environment. For example: excessive noise and sanitation problems may exist. Also, many families in one house contribute to family tension and stress.

Within the scope of the Environment Committee's responsibilities these problems became subjects of our review.

## METHOD OF INVESTIGATION

The committee scheduled a trip to the California-Mexico border with Immigration and Naturalization Services. We observed literally hundreds of people crossing the border and trying to evade immigration officials.

Visits were also made to labor pickup spots where there are groups of unemployed individuals congregating at various points along the sidewalk waiting for possible job opportunities. This creates a community problem with many environmental aspects.

Members visited Pasadena, which has a large Hispanic population. During this visit interviews were conducted with a panel of city department heads, including school officials, fire and police chiefs and health officials.

A group meeting was arranged with representatives from El Centro de Accion Social, Pastor Carlos Quintero, Marengo Avenue Community Church and Reverend Monsignor Tobias P. English, Pastor, St. Andrews Church.

## **FINDINGS**

The agencies and organizations in the public and private sectors in Pasadena do not keep accurate records of illegal aliens; consequently, no conclusions can be drawn as to the impact on the public. This concern was referred to the Grand Jury's contract auditors for their in-depth report. (See Audit Committee Section of this report for a summary and recommendation.

### **B. EXHAUST EMISSIONS**

Much concern has been shown by the public at the exhaust emissions from public transport, diesel trucks, and poorly-maintained automobiles.

## **METHOD OF INVESTIGATION**

Committee members participated in ride-alongs with the California Highway Patrol in order to ascertain how citations were issued, how many were given to offenders, and the type of response received. Members also participated in ride-alongs with the Los Angeles Police Department and the Sheriff's Department in order to gain a more complete and comprehensive understanding of each department.

The committee visited the Southern California Rapid Transit District equipment and maintenance center and studied its proposed plans for improving the environment.

## **PERSONS INTERVIEWED**

Edward Camarena, Director of Enforcement Air Quality Management District  
Dr. John Holmes, Air Resources Board  
Captain Joe Ruggiero, California Highway Patrol  
Jacline Lourenco, Air Resources Engineering Association  
Norman Kayne, Chief-in-Use Vehicle Program Branch Air Resources Board  
Deputy Gary Van Etten, Traffic Services, Sheriff's Department  
Ralph Herbison, Los Angeles Police Department  
Mark Lund, California Highway Patrol  
Barry Wallenstein, Southern California Air Quality Management District



## **FINDINGS**

The current state law requiring a ten-second observation with the use of a Ringerman Chart appears to limit effective enforcement. Thus, a vehicle can travel the breadth of the county, emitting short bursts of obnoxious fumes in nine-second intervals without fear of citation. This situation will continue until the state law is changed.

## **RECOMMENDATION**

1. *THE GRAND JURY RECOMMENDS THAT THE CALIFORNIA HIGHWAY PATROL, THE LOS ANGELES POLICE DEPARTMENT, AND THE LOS ANGELES COUNTY SHERIFF'S DEPARTMENT EACH PLACE MAGNETIC PLACARDS ON SELECTED NUMBERS OF PATROL CARS TO ADVISE THE PUBLIC OF THE URGENT NEED FOR BETTER CONTROL OF VEHICLE EXHAUST EMISSIONS.*

## **C. DISASTER PREPAREDNESS IN THE CRIMINAL COURTS BUILDING**

### **BACKGROUND**

In the course of its investigation the committee found that:

1. There was no single individual with the authority to implement procedures in case of emergency;
2. No signs were posted telling the public what to do in case of emergency; and
3. Although the responsibility for each floor appeared to be in the hands of a floor warden, our study revealed that attempts to train these floor wardens have been very slow and that few have received even the basic training essential for their purpose. Meetings were rarely, if ever, held and general orientation regarding their responsibilities was minimal.

### **METHOD OF INVESTIGATION**

- Interviews with security personnel
- Inspection of Criminal Courts Building, particularly the means of exit

- Visit to City Hall Emergency Operations Room
- Visit to Hall of Justice reviewing emergency procedures with security officials
- Port of Los Angeles tour (for comparison of emergency procedures)
- Los Angeles Airport tour (emergency procedures)
- Compton Courthouse--interviews and inspection of security arrangements
- Annual Emergency Services Explorer Scout Program disaster drill, Van Norman Dam
- Visit to American Red Cross. Viewed slides of earthquake damage to high-rise buildings
- Random survey of visitors and employees of Criminal Courts Building to ascertain if they were aware of whereabouts of stairs. Ninety per cent did not know.
- Meeting at Montebello City Hall of the Emergency Preparedness Commission for the County and cities of Los Angeles
- Fire inspection of high-rise building after citation
- Fire inspection of Criminal Courts Building after citation

#### **PERSONS INTERVIEWED**

James Hankla, Chief Administrative Officer  
 Harry Koulos, Assistant Chief, Special Investigations Division  
 Michael J. Henry, Chief Analyst, Finance Division  
 Frederick Ramirez, Finance Division  
 David Hetzel, Security Consultant  
 John W. Englund, Forester and Fire Warden  
 Ernest Bilsland, Los Angeles City Fire Department  
 Los Angeles County Fire Department  
 Ken Raske, Assistant Director, County Disaster Services Offices  
 Sherman Block, Sheriff, Los Angeles County  
 Sergeant Stanley Smith, Deputy Sheriff, Court Services Division  
 Sergeant William Fillpot, Deputy Sheriff, Criminal Courts Building Security  
 Coordinator  
 Thomas T. Johnson, Presiding Judge, Los Angeles County Superior Court  
 Aurelio Munoz, Supervising Judge, Criminal Courts Building  
 Don Squires, American Red Cross

Los Angeles City Councilman Hal Bernson  
Paul Blackburn, Fire Marshal, Assistant Fire Chief  
Ed Henry, Port Warden, Port of Los Angeles  
Lt. Joseph James, Sheriff's Community Center  
Daniel Higuchi, Battalion Chief, Los Angeles County Fire Department  
Mike Regan, Organizer of Explorer Scout Program Disaster Drill  
Donald O. Manning, Los Angeles City Fire Chief, Paramedics and Fire Department

## RECOMMENDATIONS

See an interim report presented by contract auditors Deloitte, Haskins and Sells in conjunction with the Environment Committee. (See Audit Committee Section of this report for a summary and recommendations.)

2. *THE 1986-87 GRAND JURY URGES THE 1987-88 GRAND JURY TO PURSUE THE IMPLEMENTATION OF THESE RECOMMENDATIONS AND TO CONTINUE TO FOCUS PUBLIC ATTENTION ON THE LOSS OF LIFE THAT A DISASTER SUCH AS EARTHQUAKE OR FIRE COULD CAUSE IN THE CCB.*

## RESPONSE TO RECOMMENDATIONS

As of March 31, 1987, the sense of urgency had been realized by certain county officials.

On that date County Fire Chief John W. Englund submitted a nine-point recommendation plan to implement many of the Grand Jury's recommendations.

These recommendations were made in the interim Grand Jury report dated February 3, 1987.

The Grand Jury assumes that the Board of Supervisors will immediately adopt Chief Englund's minimal recommendations for the safety of the public in the event of a disaster, as well as for minimizing the liability of the county should a disaster occur without adequate preparation.

At its meeting held on April 14, 1987, the Board of Supervisors approved recommendations on disaster preparedness for County preparedness. The Board of Supervisors approved the Forester and Fire Warden's attached report and recommendations on disaster preparedness for county facilities.

Further, the Board instructed each department/district head with personnel based in multiple tenant buildings, to designate department emergency preparedness coordinators, as required for emergency/disaster preparedness, and forward their names to the Forester and Fire Warden/Deputy Director, County Disaster Services.

In addition, the Board instructed each department/district head of each tenant department in a county facility to ensure that staff is always assigned to meet emergency/disaster preparedness responsibilities.

*Daphne Lewis, Chairman*

*Homer Fletcher, Vice Chairman*

*Ralph Howe*

GOVERNMENT OPERATIONS COMMITTEE



**GOVERNMENT OPERATIONS COMMITTEE**

*Standing L to R:* Fred Vollmer, Gerard Rastello, Doris Seward  
*Seated L to R:* Ruth Slater, Chair, Ernest Sorotskin

# GOVERNMENT OPERATIONS COMMITTEE

## PURPOSE

The Government Operations Committee was established to consider a review of items of interest within County government not delegated to other Grand Jury committees. In addition, the committee concerned itself with cities and special districts within Los Angeles County over which the Grand Jury has reviewing authority. Citizens' complaints pertaining to departments or jurisdictions not within the scopes of other committees were also dealt with by the Government Operations Committee.

## AREAS OF CONCERN

After considering each issue assigned to this committee, as well as reviewing several other issues of public interest by conducting preliminary interviews, the following areas of concern were studied.

- Commissions and Committees in Los Angeles County
- Criminal Courts Building Security
- Public Administrator/Public Guardian
- Special Districts
- Absentee Ballots
- Proposition 61 (Gann Initiative)
- Follow up on past Grand Jury recommendations
  1. Marina del Rey
  2. Music Center
  3. Coliseum
- Grand Jury Selection and Orientation
- Coordination with other Grand Juries
  1. Orange County
  2. San Diego County
- Citizens' Complaints
- Purchasing Procedures in Los Angeles County
- LAC-CAL
- Municipal Court of Long Beach
- Monitoring of County Contracts

## **A. LOS ANGELES COUNTY COMMISSIONS AND COMMITTEES**

For the full text of this report see the bound volume of Grand Jury studies, available in the Grand Jury Office.

### **BACKGROUND**

Listed in the Roster of Los Angeles County Committees and Commissions are 94 committees and commissions, 10 task forces and ad hoc committees, and 23 multi-jurisdictional agencies. General fund costs for these appointive bodies for the year ending June 30, 1987, are estimated to be \$4,852,797.

Acknowledging the crucial role of commissions and committees in providing for participatory government, the Government Operations Committee decided to review the establishment of commissions, the appointment process, maintaining and monitoring of files, publication of budgetary requirements, and evaluation of results.

### **METHOD OF INVESTIGATION**

Three primary methods of investigation were used in this review -- structured interviews, records survey, and study of reference materials. Interviews were conducted with deputies to Board of Supervisors members and with the staff of the Board Executive Office. Records and materials reviewed included minutes of commission and committee meetings, the Proposed County Budget for the Fiscal Year Ending June 30, 1987, the Roster of Los Angeles County Committees and Commissions, and the Chief Administrative Office Finance Division report on General Fund Commission Costs for 1986-87. In addition, copies of pertinent Board orders and proposed County Code sections were obtained.

### **FINDINGS**

#### **1. Establishment of Commissions and Committees**

County commissions and committees are created by the Board of Supervisors through additions to the County Code or through Board orders. Establishment of some groups may be required by State codes, such as the Health and Safety Code or Welfare and Institutions Code. Advisory committees and task forces may be created to obtain and use public input, provide a forum for discussion of a specific issue, or simply to handle a "hot potato."



Some instances of overlapping exist, such as the Commission/Committee on Historical Landmarks and Records and the Task Force to Preserve Historical Records. A possible example of redundancy is the Adoptions Committee, superseded, through a later Board order, by the Commission for Children's Services. Also, some committees are too large to be workable, as exemplified by the 50-member Countywide Citizens' Planning Council or the 45-member Committee for Affairs of the Aging.

## **2. The Appointment Process**

Interviews with deputies from each of the Board of Supervisors offices revealed a wide variety of appointment procedures. All supervisorial districts depend on the Executive Office of the Board to notify them of vacancies on commissions and committees. Board members may refer to letters of application from constituents, to referrals from staff members, or to their own knowledge of individuals with qualifications pertinent to commission vacancies.

Pre-appointment procedures also were found to vary, with some Board members conducting interviews of applicants, others maintaining lists of potential candidates for appointment, and others inviting qualified individuals to send resumes for review by staff members. Some appointees to commissions and committees are permitted to continue to serve, even though their terms have expired, when the Supervisor sees no need for replacement or cannot find a suitable candidate.

## **3. Maintenance of Files and Records**

A survey of minutes of meetings of commissions and committees maintained by the Executive Office in accordance with a 1968 motion of the Board revealed that, of a possible 127 commissions, committees, task forces, and multi-jurisdictional agencies, only 47 were represented in the central files. According to the Board directive, minutes are to be maintained for a period of two years; however we found that many files were incomplete.

The review of files also indicated that, despite a County Code section requiring the reporting of three consecutive unexcused absences to the appointing authority, some examples of continued absenteeism of commission members existed.

## **4. Publication of Annual Budget**

Some observations concerning budgets for commissions and committees were as follows:

- a. Of the \$4,852,797 total estimated costs for 1986-87, only \$2,649,419 was accounted for through the published Proposed County Budget. However, \$1,331,270 was included in departmental budgets for commissions and committees, and \$872,108 was identified by the Chief Administrative Office Finance Division as funding for regulatory bodies. The departmental and regulatory body funds were not included in any publication available to the public.
- b. Staff costs were shown at budgeted amounts but did not include departmental overhead.
- c. Most departments did not include services and supplies with commissions costs.
- d. Although travel authorization was indicated for several commissions, budgeted funds for travel were frequently not estimated.

#### **5. Evaluation – A Need for Periodic Review**

The Government Operations Committee found that most commissions and committees were established without a termination or "sunset" date and that a system for evaluation of effectiveness of a commission and assessment of a continuing need for it did not exist.

The committee found that as far back as 1977 the Board of Supervisors had authorized the preparation of a "sunset ordinance." However, that ordinance, which would have required that the Board review commissions and committees at least once every six years, was never adopted.

#### **RECOMMENDATIONS**

1. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS, WHEN CREATING NON-MANDATORY COMMISSIONS AND COMMITTEES, INCLUDE A TERMINATION DATE, PREFERABLY NO MORE THAN FIVE YEARS FROM THE DATE OF ESTABLISHMENT.*
2. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS, WHEN ESTABLISHING TASK FORCES, CONSIDER, AS AN ALTERNATIVE, THE ASSIGNMENT OF TIME-TARGETED STUDIES TO EXISTING COMMISSIONS AND COMMITTEES.*
3. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONSIDER ELIMINATION OF COMMISSIONS OR COMMITTEES WHICH ARE APPARENTLY SUPERSEDED BY LATER BOARD ACTIONS.*

4. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONSIDER NOT ONLY REPRESENTATION OF ALL INTERESTED PARTIES BUT LIMITATIONS ON GROUP SIZE WHEN CREATING A COMMISSION OR COMMITTEE.*
5. *THE GRAND JURY RECOMMENDS THAT IN ORDER TO PROVIDE FOR GREATER PUBLIC ACCESS TO MEMBERSHIP ON COMMISSIONS AND COMMITTEES, THE OFFICES OF THE SUPERVISORS LIST VACANCIES IN NEWSLETTERS PERIODICALLY SENT TO THEIR CONSTITUENTS. THE APPOINTMENT PROCEDURE SHOULD ALSO BE EXPLAINED TO THE PUBLIC.*
6. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ESTABLISH A SYSTEMATIC PROCEDURE FOR ALL SUPERVISORS' OFFICES THROUGH WHICH LETTERS OF APPLICATION OR RESUMES CAN BE RECEIVED AND SCREENED. WHERE FEASIBLE, INTERVIEWS OF QUALIFIED CANDIDATES SHOULD BE ROUTINELY SCHEDULED.*
7. *THE GRAND JURY RECOMMENDS THAT SUPERVISORS FILL EACH VACANCY PROMPTLY NOW THAT THE NEW COMPUTERIZED ROSTER TO BE PROVIDED BY THE EXECUTIVE OFFICE WILL FACILITATE ADVANCE NOTIFICATION OF VACANCIES TO BE FILLED.*
8. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INSTRUCT THE EXECUTIVE OFFICER TO RE-ESTABLISH AND MAINTAIN A CENTRAL DEPOSITORY OF MINUTES AND RECORDS OF COUNTY COMMISSIONS AND COMMITTEES, WITH RECORDS FILED BY NAME OF THE COMMISSION OR COMMITTEE.*
9. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INSTRUCT THE EXECUTIVE OFFICER TO CONDUCT AN ANNUAL AUDIT OF COMMISSION AND COMMITTEE MINUTES AND RECORDS TO DETERMINE:*
  - a. *Compliance with filing requirements*
  - b. *Frequency of meetings*
  - c. *Excessive absenteeism of members*
  - d. *Compliance with duties stated in the Roster of Los Angeles County Committees and Commissions*
10. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER INSTRUCT ALL DEPARTMENTS TO INCLUDE IN THEIR BUDGETS FOR COMMISSIONS AND COMMITTEES COMPLETE COSTS, INCLUDING TRAVEL, MAXIMUM MEETING COSTS, OVERHEAD CHARGES, AND SERVICES AND SUPPLIES COSTS.*

11. *THE GRAND JURY RECOMMENDS THAT THE CHIEF ADMINISTRATIVE OFFICER INCLUDE IN THE PUBLISHED PROPOSED COUNTY BUDGET AVAILABLE TO THE PUBLIC COMPLETE COSTS OF ALL COMMISSIONS AND COMMITTEES.*
12. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INSTRUCT THE COUNTY COUNSEL TO PREPARE AN ADDITION TO THE COUNTY CODE WHICH WILL PROVIDE FOR A FORMALIZED AND SYSTEMATIC "SUNSET" REVIEW OF ALL NON-MANDATORY COMMISSIONS AND COMMITTEES. FOR THOSE COMMISSIONS AND COMMITTEES WITHOUT A TERMINATION DATE. THIS REVIEW SHOULD BE INITIATED FIVE YEARS AFTER THE DATE OF ESTABLISHMENT AND SHOULD BE COMPLETED NO LATER THAN SIX YEARS AFTER THE DATE OF ESTABLISHMENT.*
13. *THE GRAND JURY RECOMMENDS TO THE BOARD OF SUPERVISORS THAT FOR THOSE COMMISSIONS AND COMMITTEES WITH A SET TERMINATION DATE, A REVIEW SHOULD BE INITIATED NO LATER THAN SIX MONTHS PRIOR TO THAT DATE.*
14. *THE GRAND JURY RECOMMENDS THAT A PUBLIC HEARING SHOULD BE AN ESSENTIAL PART OF THE EVALUATION.*

#### **AREAS FOR CONTINUED RESEARCH**

Some suggestions for continued research by succeeding Grand Juries and/or internal investigative agencies are as follows:

1. A follow-up on implementation of recommendations made by the 1986-87 Grand Jury.
2. A cost-effectiveness study of individual commissions and committees, particularly those with high budgeted costs.
3. A study of the structure and operations of individual commissions and committees.
4. A comparison of Los Angeles County procedures for the establishment of commissions, the appointment process, maintenance and monitoring of records, publication of budgeted costs, and a system for evaluation of accomplishments and continued need with those of other California counties and with selected cities within Los Angeles County.

## **B. CRIMINAL COURTS BUILDING SECURITY**

### **BACKGROUND**

Grand Jury members were quickly made aware of the lack of security in the underground parking lot of the Criminal Courts Building and of the easy access to the private elevators in that lot by unauthorized persons. These four elevators must be summoned by use of a key which is only issued to a limited number of personnel in the building. The driveway leading to the garage, although admitting only those cars whose drivers have valid passes, is readily accessible to pedestrians walking in from the street level parking lot (#11) on Spring Street.

### **METHOD OF INVESTIGATION**

Members of the Government Operations Committee met with security personnel in the building to review security procedures for the underground parking lot.

### **FINDINGS**

Burns Detective Agency guards police the underground lot weekdays from 7:30 a.m. to 8:30 a.m. and again from dusk until the time the parking lot is locked for the night. Any unauthorized person in the underground garage could have access to the elevators during the day by joining an authorized person with an elevator key and entering the elevator when the doors open.

Due to a limitation of the number of guards, the underground lot cannot be under surveillance all day, although two guards do patrol the entire Criminal Courts Building, moving from floor to floor.

### **RECOMMENDATIONS**

15. *THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT DEVELOP AND CARRY OUT PLANS WHICH ENSURE THAT THE UNDERGROUND PARKING LOT OF THE CRIMINAL COURTS BUILDING IS PATROLLED CONTINUOUSLY FROM 7:30 A.M. TO 9:00 A.M. WHEN MOST PERSONNEL WILL HAVE ARRIVED.*
16. *THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S DEPARTMENT REQUESTS THAT THE SUPERVISOR OF THE STREET LEVEL PARKING LOT (#11) ADJACENT TO THE UNDERGROUND LOT DRIVEWAY, ASSIGN AT*

*LEAST ONE ATTENDANT TO REMAIN AT THE ENTRANCE TO BOTH PARKING LOTS AT ALL TIMES THAT THE LOTS ARE OPEN TO ASCERTAIN THAT ONLY AUTHORIZED PERSONS ENTER THE LOTS.*

## **C. LOS ANGELES PUBLIC ADMINISTRATOR-PUBLIC GUARDIAN DEPARTMENT**

### **BACKGROUND**

As the court-appointed administrator of an estate, this department is responsible for the sound fiscal management of decedent, ward, or conservator property. As the court-appointed guardian or conservator of a person, the department is responsible for the mental and physical health and welfare of an individual.

### **METHOD OF INVESTIGATION**

Upon reviewing reports of the audit of the department by the 1981-82 Grand Jury and of recent audits by the Auditor-Controller and the Chief Administrative Office, as well as the comments by the department, the Government Operations Committee requested information concerning the current status of implementation of recommended changes.

### **FINDINGS**

The delayed response by the Public Administrator-Public Guardian indicated that, although measures had been taken to comply with several of the recommendations, there were a significant number of them which, for a variety of reasons still remain to be implemented. One complicating factor was the move by the department to new quarters in the Hall of Records.

### **RECOMMENDATION**

*17. THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY EXPLORE THE NEED FOR AN IN-DEPTH MANAGEMENT REVIEW OF THE COUNTY PUBLIC ADMINISTRATOR-PUBLIC GUARDIAN DEPARTMENT.*

## D. SELF-GOVERNING SPECIAL DISTRICTS

### BACKGROUND

During the course of a presentation by a leading management consulting firm early in our term, one of the staff suggested that the administration of special districts had been a generally overlooked subject deserving of examination. Shortly thereafter, a senior official in the office of Auditor-Controller listed special districts as one of the topics he regarded worthy of the Grand Jury's attention. He later characterized self-governing special districts as a "phantom level of government."

As defined in Government Code Section 1627(d), a special district is "any agency of the state for the local performance of governmental or proprietary functions within limited boundaries." In a recent report by the California Senate Committee on Local Government, special districts were characterized as "local governments that provide landowners and residents with specific public services. Like the communities they serve, districts are a diverse lot: some huge, others tiny; some specialized, others ubiquitous; some critical, others mundane . . . . Districts are usually classified by their governing body, revenue generating ability, and service provided."

Robert B. Hawkins, Jr., Chairman of the 1974 California Local Government Reform Task Force, was an enthusiastic advocate of special districts. In his monograph on the subject published in 1976, he argued that

. . . . Districts are governmental entities that have been designed to meet demands of citizens and to solve local government problems that transcend the boundaries of cities and counties.

. . . . Districts are . . . necessary to communities whose citizens want local self-government but also want to provide levels of services without paying the overhead cost incurred by other types of governing structures.

An antithetical view was held by the 1986 San Mateo County Civil Grand Jury. After spending considerable time investigating certain districts, they concluded — as stated in a letter to this Grand Jury — that "in general our research indicates that special districts are often an inefficient and extravagant way to handle citizens' needs."

Section 933.5 of the California Penal Code provides that a "grand jury may at any time examine the books and records of a special-purpose assessing or taxing district located wholly or partly in the county, . . . and . . . may investigate and report upon the method or system of performing the duties of such district . . . ."

The requirements for audits of special districts are mandated by Section 26909 of the Government Code:

(a) The county auditor shall either make or contract with a certified public accountant . . . to make an annual (with certain exceptions) audit of the accounts and records of every special purpose district within the county for which an audit by a certified public accountant . . . is not otherwise provided. In each case the minimum requirements of the audit shall be prescribed by the State Controller and shall conform to generally accepted auditing standards.

(b) . . . A report thereof shall be filed with the State Controller and with the county auditor of the county . . . such report shall be filed within 12 months of the end of the fiscal year or years under examination.

. . . .

(e) The county controller . . . shall effect the provisions of this section . . .

In compliance with Government Code Section 12463.1 the State Controller publishes an Annual Report (of) Financial Transactions Concerning Special Districts of California, that is, of those "legally constituted governmental entities that are neither cities, counties or school districts." These reports are submitted by local agencies and are not audited by the State Controller's Office. Thus, the data reported to the county Auditor-Controller and the State Controller are produced by fiscal audits; the contents of any "management letters" arising from an audit are presented only to the administration and governing body of the special district.

One indicator of the enormous complexity and variety of California's special districts is that there are 54 major statutory types. Almost 37 percent are governed by county boards of supervisors, about three percent by city councils, while 60 percent have boards composed of elected or appointed members. When there is an issue involving the formation, dissolution, or merger of special districts the matter becomes the concern of the County Local Agency Formation Commission (LAFCO). Its powers in the Government Code have recently been refined by the Cortese-Knox Local Government Act of 1985.

There is a minor amount of State participation in financing some special districts by way of the Special District Augmentation Fund, "the stepchild of Proposition 13." A survey of the application of the Fund in the various counties during the period 1979-85 revealed that it has had only a trivial effect on self-governing (independent) districts in Los Angeles County; the dependent fire districts have been the major beneficiaries.



In May 1984 the Harvey M. Rose Accountancy Corporation submitted its report on an "Overview of Selected Issues Regarding the Las Virgenes Municipal Water District" to the 1983-84 Grand Jury. That review dealt with a cost overrun for construction support engineering services, salary levels of selected management and professional positions, and water and sewer service rates. This limited audit seems to have been the only Grand Jury examination of a special district in Los Angeles County in recent times. (We do not consider the review of the Los Angeles Community College District by the 1985-86 Grand Jury as relevant here.)

At the very outset the Government Operations Committee decided to confine its exploration of this topic to those districts headed by elected governing boards. The 1986 Roster of Los Angeles County Committees and Commissions contains a section on self-governing districts which includes irrigation, mosquito abatement, recreation and parks, resource conservation, community services, hospital, cemetery, library, and four types of water districts. Of the 75 districts whose directors and officials are listed, the nine mosquito abatement and the two cemetery districts are headed by boards appointed by the Board of Supervisors; the remaining 64 have elected directors. Our Committee was faced with the task of determining specific areas of concern involving identified districts.

Early in our preliminary study we learned that the 1986 San Mateo Civil Grand Jury had spent considerable time investigating five sanitary districts in that county. According to their foreman's letter, that body felt that the general audits of their special districts "reveal very little, but a more in-depth study of their finances has revealed, at times, abuses in the area of director's fees and travel expenses." Four of the five districts "had practices which were questionable or were found guilty of out-right abuses." Copies of news items from local newspapers about two of their interim audits were enclosed with the communication.

The committee decided to pursue this area of concern in consultation with the Audit Committee. After some discussion a consensus developed that initially we should investigate some questions arising from the content of fiscal audit reports sent to the County Audit Division.

## **METHOD OF INVESTIGATION**

In its preliminary investigation the Committee assigned one of its members to do a literature search on the topic. He also conducted preliminary interviews with relevant county officials: the Chief Administrative Office Finance Division staff member in charge of handling special augmentation fund allocations; Chief of the Audit Division, Office of Auditor-Controller, and the staff member responsible for dealing with fiscal reports from special district; and the Executive Director of the Local Agency Formation Commission (LAFCO).

One member of the Government Operations Committee with a business background and an Audit Committee member with professional accounting experience reviewed the fiscal audits of 44 special districts on file with the County Audit Division. Based on this examination, it was decided to request copies of updated audits, any management letters submitted by the auditing firms, and copies of the minutes of the Board of Directors in which their discussions of the audits were recorded from eight districts:

1. Central and West Basin Replenishment District
2. Huntington Municipal Water District
3. La Puente Valley County Water District
4. Rowland Water District
5. San Gabriel County Water District
6. San Gabriel Valley Municipal Water District
7. Valley County Water District
8. Las Virgenes Municipal Water District

The basis of each inquiry was specified in the request; these included large cash balances, high current assets to current liabilities, and/or percentage of net income in total revenues.

## **FINDING**

With two minor exceptions the information provided in the responses of the eight districts satisfactorily resolved the questions posed in the letters of inquiry. As a result, this Committee decided not to pursue any further investigation along this line. We also agreed that the constraints of time and the demands of other priorities would inhibit this Grand Jury from exploring alternative approaches to the study of special districts.

## **AREAS FOR CONTINUED RESEARCH**

We suggest future Grand Juries should:

1. Investigate the validity for Los Angeles County of the finding by the 1986 San Mateo Civil Grand Jury that the "low profile" of special districts and the "low visibility of the directors" result in "low accountability" to the citizens/tax-payers of the district. One area of concern would be the adequacy of the district board's efforts to inform the public about important decisions.
2. Examine in detail management effectiveness in the formulation of policies and their implementation in selected special districts.
3. Examine in detail personnel policies and procedures in selected special districts.

## PERSONS INTERVIEWED

### Los Angeles County

Ruth Benell, Executive Officer, Local Agency Formation Commission (LAFCO)  
Mary Jung, Chief Analyst, Financial Team, Office of the Chief Administrative Officer  
Tyler McCauley, Chief, Audit Division, Office of Auditor-Controller  
Roberta O. Ustrich, Principal Accountant-Auditor, Audit Division, Office of the Auditor-Controller

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## E. ABSENT VOTER BALLOTS

### BACKGROUND

The potential problems surrounding the use of absent voter ballots was discussed during interviews with officials of various cities within this County. Preliminary study revealed that although the use of absentee voter ballots has been favorably received by the public and government officials, further safeguards might be necessary to insure an uncontaminated process.

## METHOD OF INVESTIGATION

Interviews were conducted with the County Registrar-Recorder and a member of his staff. In addition, city clerks from several cities in Los Angeles County met with this committee. Areas discussed included:

- the continuing rise in the number of absent voter ballots requested and used
- the lack of uniformity in requests for absent voter ballots
- potential for fraud in the use of absent voter ballots

## FINDINGS

Absent voter ballots have become an accepted convenience by many California voters. The Committee learned that with the yearly rise in the number of requests for absent voter ballots has come a proliferation in the shape, size, and format of these requests. Despite a legal requirement for uniformity by the State, some city clerks tend to accept almost any request delivered to them since court decisions invariably favor the voter. Despite the fact that copies of official requests for absent voter ballots are sent to every voter by the Registrar-Recorder or the appropriate city clerk, candidates frequently attach requests of their own design to campaign literature. These candidate-designed requests are then used by voters. The handling and processing of such odd-size forms adds to the already heavy workload inherent in pre-election activities of city clerk and registrar-recorder offices.

There is also some concern for the potential for fraud in the use of absent voter ballots. There are currently bills before the State Legislature pertaining to this concern.

## RECOMMENDATIONS

18. *THE GRAND JURY RECOMMENDS THAT THE REGISTRAR-RECORDER URGE EACH CITY CLERK IN LOS ANGELES COUNTY TO CONDUCT A SEMINAR FOR CANDIDATES FROM HIS/HER JURISDICTION BEFORE EACH ELECTION, DURING WHICH THE PROTOCOL FOR PREPARING ABSENT VOTER BALLOT APPLICATIONS AS PART OF CAMPAIGN LITERATURE IS DISCUSSED. CONFORMITY TO OFFICIAL APPLICATIONS SHOULD BE STRESSED.*
19. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS CONTINUE TO SUPPORT LEGISLATION AIMED AT REDUCING THE POTENTIAL FOR FRAUD IN THE USE OF ABSENT VOTER BALLOTS.*

## **F. GANN INITIATIVE – PROPOSITION 61**

### **BACKGROUND**

The "Gann Initiative" limiting salaries of elected, appointed, and supervisory personnel in the State of California qualified for placement on the November 1987 ballot. The initiative, labeled Proposition 61, aroused a great amount of interest and controversy.

### **METHOD OF INVESTIGATION**

This Committee gathered a great deal of material from opposing viewpoints in order to study the potential effect the proposition would have on our local government officials. Our interest focused on the possible impact upon the functioning of government within Los Angeles County. These findings were presented to the entire jury.

### **FINDINGS**

The Grand Jury voted to take no stand on Proposition 61 which was subsequently defeated at the polls.

## **G. FOLLOW-UP ON PAST GRAND JURY RECOMMENDATIONS**

### **BACKGROUND**

The Government Operations Committee initially undertook the task of following up on recommendations made by the 1985-86 Grand Jury in the following areas.

- Los Angeles Music Center Operating Company
- Los Angeles Memorial Coliseum
- Marina del Rey

### **METHOD OF INVESTIGATION**

Although we sent letters of inquiry regarding the status of the implementation of these recommendations and received brief responses, the Committee did not pursue these matters because of time restraints due to other priorities.

## **RECOMMENDATION**

*20. THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY REVIEW THE IMPLEMENTATION OF THE RECOMMENDATIONS OF THE 1985-86 GRAND JURY PERTAINING TO THE LOS ANGELES MUSIC CENTER OPERATING COMPANY, LOS ANGELES MEMORIAL COLISEUM, AND MARINA DEL REY SLIP ASSIGNMENT PROPOSAL.*

## **H. GRAND JURY SELECTION AND ORIENTATION**

### **BACKGROUND**

The method by which Grand Jurors must be selected in Los Angeles County is set forth in Title 4, Article 2 (Sections 895-902) of the Penal Code and in Rule 601 of the Los Angeles County Superior Court Rules, while minimum qualifications are set forth in section 893 of the Code.

Briefly, the selection process begins in the fall of every year when each Superior Court judge is asked to nominate two qualified citizens. The legal qualifications state that the nominee must be a citizen, age 18 or older, possess sufficient knowledge of the English language, and not be serving as a trial juror or have served as a grand juror within one year. At the same time, volunteers are sought by the Juror Services Division of the Superior Court through media publicity and direct solicitations to some of the leading civic organizations whose memberships are aimed primarily towards minorities. Each potential juror is asked to complete a questionnaire which asks for background information. Volunteers are also required to be interviewed by a group of judges. The names of those volunteers deemed qualified are made available for possible submission to those judges who have not submitted two nominees.

Forty jurors and ten alternates are drawn randomly on a specified date in April from the final list of nominees, which may number in the hundreds but historically has included fewer than 200. After allowing a period of time for the Sheriff's Department to do brief background investigations on these 50 individuals, a final draw takes place in early June. At this drawing, 23 jurors and four alternates are selected. A brief orientation session is held shortly after the selection. The new 23 member Grand Jury is sworn in on July 1 to serve for one full year. The foreman, having been chosen from among the new jurors by the Presiding Judge, is announced at the swearing in. Orientation to the various county functions and agencies is provided at various times over the next one or two months.

## METHOD OF INVESTIGATION

Members of this committee became interested in studying the selection and orientation of grand Jurors after reviewing a report to the 1981-82 Grand Jury on "The Role and Effectiveness of the Grand Jury" prepared by its management consulting firm of Peat, Marwick and Mitchell. This report discussed, among many other areas, the selection process and juror qualifications.

The committee also reviewed issues pertaining to the selection and orientation of Grand Jurors with the chairmen of the Superior Court Judges' Grand and Trial Jurors Committee and the subcommittee established to review the procedures for orientation and transition between Grand Juries as well as the screening process for selection of the Grand Jury foreman. The Director and Assistant Director of the Superior Court's Juror Services Division were also included in these discussions.

Although Superior Court judges are the primary source of potential jurors, it became apparent during our study that many judges have little knowledge of and/or interest in the Grand Jury. The Dean of the California Judicial College was therefore contacted to discuss the possible inclusion of materials pertaining to the Grand Jury in the summer indoctrination classes held every year for new judges.

## FINDINGS

The current selection process utilized within this county faces specific problems.

- not enough citizens of this county are aware of the Grand Jury, what it does, and how jurors are selected
- lack of public understanding about the duties, functions and time commitment of Grand Jury service contributes occasionally to the selection of some jurors who lack the interest, skills, and time to perform effectively on the panel
- the new foreman is chosen very late in the process, allowing virtually no time for even a minimal orientation for the position
- judges are not fully informed and attentive to the nominating process

To strengthen the existing selection process, we have suggested the following improvements which the Juror Services Division and future Grand Juries might wish to implement:

- expand the media base in which notice is given for volunteers; for example a videotape interview with the foreman in which he/she explains the function of

the Grand Jury might be made available to radio and television stations for public service announcements

- notify all civic organizations of the volunteer aspect of the selection process.

The need to provide more information to judges regarding juror functions and duties is summarized clearly in a January 1987 Marin County Grand Jury report:

Peat, Marwick's reasoning starts with the Hawkins decision. Basically that decision, rendered in 1978 by the California Supreme Court, allows persons in California to have a preliminary hearing after indictment by a grand jury. Before Hawkins, the accused, if indicted, would be bound to stand trial directly. Since the Hawkins decision, prosecutors have realized that such cases usually result in a preliminary hearing even if an indictment has been obtained from the grand jury. As a result, the grand jury has been bypassed simply to avoid the added expense and further repetitive use of the witnesses. So the grand jury today spends virtually all of its time on civil investigations.

The Marin County Grand Jury cited the following excerpts: The Hawkins decision and subsequent legislation has diminished the grand jury's criminal function and therefore emphasized its civil responsibilities. As a result of this shift in emphasis in the Grand Jury's functions, it also seems appropriate to shift the emphasis in qualifications to those that are applicable to review and analysis of local government issues and operations.

In his or her civil role the grand juror needs a general knowledge of the functions, authorities, and responsibilities of the various government entities it reviews. He or she also needs the research, analytical and writing skills to carry out examinations and prepare reports.

The grand jury acts more on its own in civil matters than on criminal issues. The various committees, both by preference and as a result of financial constraints, undertake a substantial amount of review of government agencies with little or no assistance.

Many of those interviewed said they believed that judges tended to evaluate potential grand jurors in much the same way they would evaluate trial jurors. That is, the individual would be evaluated as though he or she were to be passively presented with evidence, instructed as to the law and ask to render a fair verdict. Use of that



type of evaluation criteria would be much more appropriate to the role of the Grand Jury as it operated prior to the Hawkins decision than as it currently operates.

If, in fact, judges are evaluating potential grand jurors using such criteria, then qualifications appropriate to today's Grand Jury are perhaps being overlooked. Such factors as understanding of government and/or other complex organizations, research skills, analytical and writing ability, energy, motivation, leadership skills and organizational ability may not be adequately considered in the nomination and screening process.

The Committee also learned that the Grand and Trial Jurors Committee of the Superior Court Judges has proposed to the Presiding Judge, an increase in the Grand Jurors' per diem from \$25 to \$50 in the hopes of attracting more prospective jurors. With the concurrence of the entire Grand Jury, the Committee:

- Sent a letter to all Superior Court judges stressing the need for thoughtfully selecting nominees for the 1987-88 Grand Jury.
- Requested and received assurance from the Dean of the California Judicial College that he planned to include materials concerning the function of the Grand Jury and the duties of Superior Court judges regarding nomination of grand jurors in the Syllabus Materials for the 1987 California Judicial College. In addition, the material will be highlighted during the presentation of the course on Judicial Conduct at the College.
- Sent to the Judges' Grand and Trial Jurors Committee, a list of suggested questions which might be included in the judges' interview sessions with volunteer candidates.

Regarding the orientation of prospective grand jurors, the Judges Committee requested that this Grand Jury conduct two orientation sessions this year, rather than the single one of past years. With the excellent cooperation of the Juror Services Division, this committee, with continuous input from the entire Grand Jury, planned the content of the two sessions.

While planning for the orientation meetings, it became evident that past orientation practices or traditions of the Los Angeles County Grand Jury served as stumbling blocks toward providing useful information to prospective and incoming grand jurors in a timely manner. The committee reviewed orientation procedures of other county grand juries and found widely varying practices. Discussion among members of this Grand Jury provided the general consensus that the orientation previously provided was inadequate, too drawn out and often, after the fact.

The Grand Jury therefore agreed that the first orientation or information session, held in late April, would be conducted to educate the prospective grand jurors as to the scope of their duties. The 40 prospective jurors and the alternates were provided with county informational packets and then were given an overview of the duties and responsibilities of the grand jury by the foreman and various committee chairmen.

Shortly after the final drawing for the 23 jurors and four alternates who constitute the 1987-88 Grand Jury, they were provided with more detailed information at a full-day orientation session. The Supervising Judge and the Legal Advisor also participated in the discussions. The new Foreman was selected more than one week before the new term began in order to allow for a short period of familiarization with the job.

Continuing orientation during the first month of service of the new grand jury should be considerably condensed in time since the jury will have been more thoroughly oriented prior to the swearing in. By being provided a more coherent overview of county and city governments, the new jury should be able to organize itself and begin its studies more quickly and efficiently.

The existing "Procedures, Policies and Law" manual provided each grand juror does not serve as a complete procedure manual or training document. Despite the impression given to each new jury that it is completely independent body which creates its own rules, reality dictates that some basic procedures are appropriate to all grand juries and therefore should be available in a manual. Such a manual would serve as a helpful guide to future juries.

## **RECOMMENDATIONS**

21. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY CONTINUE TO WORK WITH THE SUPERIOR COURT'S JUROR SERVICES DIVISION IN STRENGTHENING THE EXISTING SELECTION PROCESS THROUGH INCREASED USE OF THE MEDIA.*
22. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY PLAN THE APPROPRIATE ORIENTATION SESSIONS FOR PROSPECTIVE GRAND JURORS.*
23. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY PUT TOGETHER A PROCEDURE MANUAL WHICH, WITH YEARLY UPDATES, WILL SERVE AS A GUIDE TO FUTURE GRAND JURIES.*

## **AREAS FOR FUTURE STUDY**

- Consider requesting the Superior Court to allow new grand jurors to participate in a one or two week orientation program prior to being sworn in.
- Consider supporting the proposal of the Superior Court Judges Grand and Trial Jurors Committee for an increase of the fee for Grand Jurors from \$25 per day to \$50.

## **I. COORDINATION WITH OTHER GRAND JURIES**

### **BACKGROUND**

Although Grand Juries, by their very nature, tend to work independently, there are definite areas of commonality in their operations and goals.

Three areas of cooperation with other Grand Juries were addressed by this committee:

- A request of assistance from the Orange County Grand Jury was referred to this committee. A committee of that Grand Jury was conducting a study of the effectiveness and responsibility for, and the planning of, county-provided services. That committee requested that an extensive questionnaire which was sent to all California County Grand Juries be completed.
- The San Diego County Grand Jury hosted a Conference of Southern California Grand Juries in February, 1987. Prior to the conference, a list of suggested topics for discussion at the conference was requested by that Jury.
- Several County Grand Juries forwarded copies of proposed legislation pertaining to Grand Juries to the Los Angeles County Grand Jury, urging support.

### **METHOD OF INVESTIGATION**

- The questionnaire from the Orange County Grand Jury was completed by the Government Operations Committee with the assistance of the Chief Administrative Office. A meeting was also arranged between the Orange County committee and the director and several members of the Los Angeles County Economy and Efficiency Commission.

- This committee compiled and forwarded a list of suggested topics for the San Diego Conference which several members of this Grand Jury subsequently attended.
- The proposed legislation was reviewed by this committee, and recommendations were forwarded to the Legislative Committee. (See the relevant section of the report of the Legislative Committee.)

## **FINDINGS**

A sharing of information by Grand Juries may result in:

- A useful comparison among counties as to operations pertaining to various government functions.
- The development of better internal procedures for the Grand Jury itself.
- Coordination or recommendations regarding legislation.

Each of the areas of cooperation cited above, particularly the exchange of ideas and procedures at the San Diego Conference, proved to be particularly profitable to Los Angeles County Grand Jury members.

There appears to be little public interest in the Grand Jury process. However, a few legislators have responded to pockets of criticism of the Grand Jury system, as well as to grand juries which are urging a strengthening of the jury process, by sponsoring legislation pertaining to the functions and authority of grand juries.

## **RECOMMENDATIONS**

24. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY CONTINUE TO COOPERATE WITH OTHER COUNTY GRAND JURIES BY CONFERRING WITH EACH OTHER AND SHARING MATERIALS OF MUTUAL CONCERN.*
25. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY CONTINUE MONITORING PROPOSED LEGISLATION PERTAINING TO GRAND JURIES FOR POSSIBLE ACTION.*

## **J. CITIZENS' COMPLAINTS**

### **BACKGROUND**

Eleven citizens' complaints received by the Grand Jury were referred to the Government Operations Committee. Three were rejected as being beyond the jurisdiction of the Grand Jury, while one was found to be already under review by another agency.

### **METHOD OF INVESTIGATION**

The remaining seven complaints were reviewed by the committee. The specific governmental units involved in each complaint were contacted for information or explanation. In several instances the investigator assigned to the Grand Jury or committee members conducted interviews to elicit further information.

### **FINDINGS**

Our intervention on behalf of the complainants on those issues deemed appropriate resulted in mitigation of the various problems involving tax bills, employee discipline, misuse of public funds, child support payments, traffic warrants, candidate eligibility, and school finance. Each of the complaints was resolved to the satisfaction of this committee.

## **K. PURCHASING PROCEDURES OF THE COUNTY OF LOS ANGELES**

### **BACKGROUND**

Concerns were brought to the attention of the Grand Jury by a number of county employees regarding the excessive length of time experienced by various departments in procuring needed supplies and capital assets. A review of these concerns was conducted by the Government Operations Committee.

### **METHOD OF INVESTIGATION**

Members of the committee met with staff of the Chief Administrative Office and Auditor-Controller to receive and review various documents related to the procurement process including materials provided by the Purchasing and Stores Department. These included:

- Procurement Manual and revisions
- Standard Operating Procedures of P&SD and revisions
- Purchasing Division Operational Standards
- Internal Audit of the Purchasing and Stores Department, May 1986
- Purchasing flow charts

## **FINDINGS AND RECOMMENDATIONS**

The committee concluded that a thorough study of the efficiency and effectiveness of the entire procurement process was needed; the Audit Committee was requested to assign this topic to one of the contract auditors. The findings and recommendations of the auditor are summarized in the Audit Committee's report.

### **L. LOS ANGELES COUNTY CAPITAL ASSET LEASING CORPORATION (LAC-CAL)**

#### **BACKGROUND**

Los Angeles County Capital Asset Leasing Corporation (LAC-CAL) was formed to improve the availability of funds necessary to purchase major capital assets for the County by issuing bonds. This committee was interested in reviewing the efficiency and cost effectiveness of LAC-CAL procedures.

#### **METHOD OF INVESTIGATION**

The committee met with County personnel involved with LACCAL and reviewed pertinent written materials. We concluded that it would be necessary to utilize the expertise of specialists in the field of bonds and other debt obligations; therefore, the subject was referred to the Audit Committee which assigned one of the contract auditors to the review.

#### **FINDINGS AND RECOMMENDATIONS**

Findings and recommendations are summarized in the Audit Committee's report.

## M. LONG BEACH MUNICIPAL COURT

### BACKGROUND

A review of the administration of municipal courts was suggested to the Committee as a potential area of concern. The 1983-84 Grand Jury Final Report contained a recommendation to the Board of Supervisors urging support of legislation involving the authority of the Board to select the agencies to perform management audits of municipal and justice courts. This legislation (AB 2978), which amended Section 71010 of the Government Code, passed in 1984.

The 1983-84 Grand Jury's interest in this amended Code section stemmed from its frustrated attempt to conduct a management review of the 24 municipal courts in Los Angeles County. Objections were raised by the Presiding Judges Association, challenging the authority of the Grand Jury to audit the courts.

Since passage of the 1984 legislation, which enabled the Board of Supervisors to designate the Grand Jury and its contract auditor as the agency authorized to audit the courts, no such audits have been performed by the Grand Jury. Los Angeles County pays for virtually the full cost of the municipal court system of over \$100 million annually; the revenues generated by the courts are received mainly by the State. No administrative reviews have been undertaken.

### METHOD OF INVESTIGATION

Following the precedent set by the 1983-84 Grand Jury Final Report, this Committee prepared an updated "Summary of Recurring Problems of Municipal Court Districts in Los Angeles County as Disclosed in Fiscal Audits Conducted by the Auditor-Controller" based on reports made available by the Auditor-Controller. The new summary pinpointed several courts with recurring problems. A report prepared by the Los Angeles County Economy and Efficiency Commission in 1981 concerning the court system was also reviewed.

The committee's original intent was to request authority from the Supervisors to audit several of those courts. However, after consulting with representatives of the Presiding Judges' Association, the Municipal Judges' Association, and the Office of the Chief Administrative Officer and after reviewing materials pertaining to the activities of the State Judicial Council in this regard, the Committee decided to begin with a pilot project concentrating on one court. The Committee was informed that we could obtain approval for an audit of the Long Beach Municipal Court from that court's Presiding Judge and the cooperation of the court administrator. The resulting audit might also serve as a model for possible future audits of the other municipal courts.

## **FINDINGS AND RECOMMENDATIONS**

After obtaining approval from the Long Beach Municipal Court, this committee requested that the Audit Committee assign one of the contract auditors to conduct the review. Findings and recommendations may be found in the Audit Committee's report.

### **N. MONITORING OF CONTRACTS**

#### **BACKGROUND**

Questions have continually been raised about the effectiveness of the County's program of contracting for services, especially regarding adherence to established policies for implementation, reliability of claims of savings resulting from these contracts, and accountability by County departments for monitoring contract performance and program effectiveness. Although this contracting program offers great potential for more cost effective performance of certain government functions, it also presents significant risks of waste, abuse, and overstatement of benefits realized. The 1981-82 Grand Jury contracted with McManis Associates, Inc. to review contracting out of services under provisions of Proposition A.

#### **METHOD OF INVESTIGATION**

Because of the vast scope of this concern, this topic was referred to the Audit Committee for assignment to one of the contract auditors. Ultimately the entire Grand Jury voted to limit the scope to an audit of service contract monitoring practices.

#### **FINDINGS**

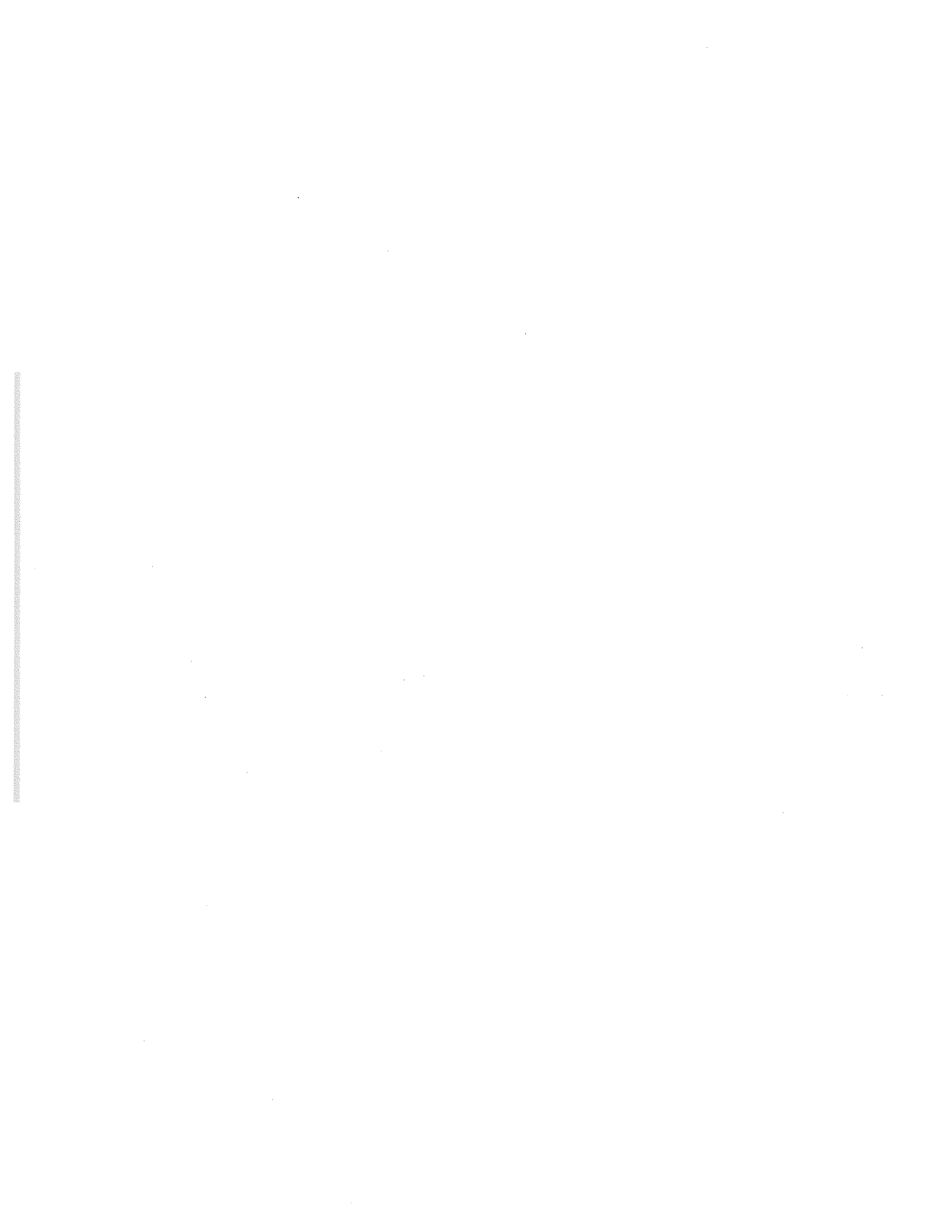
The findings and recommendations of the limited study are summarized in the Audit Committee's report. There remains the need for a complete study of contracting procedures.



## RECOMMENDATION

26. *THE GRAND JURY RECOMMENDS TO THE 1987-88 GRAND JURY THAT IT AUTHORIZE A COMPLETE AUDIT OF THOSE CONTRACTING POLICIES NOT REVIEWED BY THE 1986-87 GRAND JURY.*

*Ruth Slater, Chairman  
Gerard Rastello  
Doris Seward  
Ernest Sorotskin, Vice Chairman  
Fred Vollmer*



HEALTH COMMITTEE



### HEALTH COMMITTEE

*Standing L to R:* Eugenie Kaplan, Janet Kaye

*Seated L to R:* Rosa Closs, Leslie Clark, Chair, Shirley Lertzman

# HEALTH COMMITTEE

## PURPOSE

The objective of the 1986-87 Health Committee of the Los Angeles County Grand Jury has been to evaluate the quality of care available to the Los Angeles County community by the Department of Health Services. Our investigation centered on the quality of care offered, utilization, staffing, physical plant, efficiency of procurement and community awareness. We also reviewed aspects of contracting out.

## AREAS OF CONCERN

- Olive View Medical Center
- Olive View Mid-Valley Hospital and North Valley Area Health Services
- Comprehensive Health Centers
- El Monte Comprehensive Health Center
- Women's Hospital
- Martin Luther King, Jr., Hospital
- Catalina Hyperbaric Treatment Chamber

## METHOD OF INVESTIGATION

The Health Committee visited the various health facilities in Los Angeles County. We interviewed administrators and staff. It appears there is a genuine effort being made on the part of most of these facilities to offer a variety of programs geared to the health and well being of the community they serve.

In investigating our areas of concern, we were made aware of the changing needs of the community. The ethnicity is changing, creating the necessity of bilingual staff, especially Spanish speaking personnel.

The other change we became aware of is the impact on the service of all health facilities because of the increased population using these health centers, particularly because of teenage pregnancies, substance abuse and communicable diseases.

## A. OLIVE VIEW MEDICAL CENTER

### BACKGROUND

In March, 1986, this medical center was dedicated. The ribbon was cut, but as of April, 1987, this facility was still not in operation due to a multiplicity of construction problems.

### FINDINGS

Foremost among the problems encountered in our investigation of health facilities in Los Angeles County, is the unconscionable degree of errors made in the design and construction of Olive View Medical Center in Sylmar. The many costly revisions needed to correct errors in design has escalated the cost of making this facility operational. In the opinion of this Committee, this is a most injudicious use of taxpayers' money.

The frustration caused by the number of delays in the opening of this fine state-of-the-art facility is shared by this Committee together with that of the County officials under whose aegis it was planned and built.

### RECOMMENDATION

1. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PRESS THOSE CONTRACTORS, SUBCONTRACTORS, VENDORS, INSPECTORS, ETC., INVOLVED WITH THE OLIVE VIEW MEDICAL CENTER TO A SWIFT CONCLUSION OF THEIR VARIOUS TASKS AND RESPONSIBILITIES IN ORDER THAT THE FACILITY MAY BE OPENED IN SYLMAR AND BEGIN SERVING THE EVER-INCREASING NEEDS OF A GROWING COMMUNITY.*

### POSTSCRIPT

The Health Committee was gratified to learn that on May 9, 1987, the new Olive View Medical Center was opened and began receiving patients transferred from Mid-Valley Hospital.

## **B. OLIVE VIEW MID-VALLEY HOSPITAL AND NORTH VALLEY AREA HEALTH SERVICES**

### **BACKGROUND**

At the time that Olive View Medical Center in Sylmar becomes operational, the Olive View Mid-Valley Hospital will close. Thus, the entire North Area (San Fernando Valley) will be left without any comprehensive health services.

The North Valley Area health centers all experienced a marked increase in patient visits during the past year. The staffing and physical plants have remained the same. There is a great need for larger facilities.

Once the move from the Mid-Valley site to the Olive View Medical Center at Sylmar was to have been accomplished, the DHS, along with the 1985-86 Los Angeles County Grand Jury, had proposed the retention of the South Tower at Mid-Valley for continued utilization as a comprehensive health center in support of existing health programs.

Sale of the entire Mid-Valley facility was originally approved by the Board of Supervisors in 1977 to offset the costs of the new Olive View Medical Center.

Since that time several different recommendations have been made regarding use of the Mid-Valley facility, the latest being contained in a report from the Chief Administrative Officer to the Board of Supervisors dated October 1, 1986. One of the alternatives suggested in that report is the utilization of the South Tower to relocate the Van Nuys Health Center and to house other health care programs.

### **FINDINGS**

Of the existing five comprehensive health centers, none is located in the North Area of the County which has one fourth of the total County population. The Mid-Valley facility is well located for the Van Nuys and Central Valley population. Without the South Tower building as a service location, geographic accessibility for DHS patients in the large San Fernando Valley area will still be inferior to other areas of the County -- even with the new Olive View Medical Center in operation. Bus service between the Mid-Valley area and Sylmar is very poor and the distances are great.

Comparison of the distances between comprehensive health centers and County acute general hospitals reveals that four of the existing five centers are closer to the nearest County hospital than the distance between the Mid-Valley location and the new Olive View Medical Center.

The South Tower was originally designed as a medical office building for doctors' offices and is well suited for outpatient use. The approximate cost of building a new health center of comparable size could easily run \$20,000,000 and would involve debt financing of approximately \$2,000,000 annually or \$50,000,000 over the 25 year life of the bonds. In contrast, the present appraised value of the South Tower building, according to the Chief Administrative Office is \$3,500,000. Retaining this building rather than building a new one would result in a major cost savings.

Other cost savings could be realized by relinquishing leased space elsewhere in the North Area and relocating the badly overcrowded Van Nuys Health Center to the South Tower.

The workload in the Van Nuys Health Center and other health centers in the San Fernando Valley has nearly doubled in the past ten years since the Board's originally approved 1977 plan to sell Mid Valley:

Fiscal 1975/76	181,111 patient visits
Fiscal 1985/86	347,631 patient visits

The ability to successfully implement a prepaid health plan in the San Fernando Valley to participate in the growing Medi-Cal Public Health plan is dependent upon having the South Tower available as a service location. Without it, the County will lose significant Medi-Cal revenues.

Services to be provided at the proposed comprehensive health center (South Tower) are as follows:

MEDICAL	ANCILLARY/SUPPORT
Adult	Social Services
Pediatric (sick/well Child)	Pharmacy
Walk-in	Laboratory
Prenatal	Radiology
Gynecology	Medical Records
Dental	Security
Work Test (MIA)	Registrar
Family Planning	Environmental Health
Preventative (Public Health)	Health Education
Immunization	Public Health Investigation
STD	Nutrition Services
Mantoux/Chest	
Senior Citizens Screening	
CHDP Services	



The proposed comprehensive health center would also serve secondary care referral patients from health districts and discharge/follow-up referral patients from Olive View Medical Center and the Los Angeles County/USC Medical Center.

Unlike the other public health areas, ambulatory care services already exist in several North Area health centers because there is no comprehensive health center in the North Area. Additional staff is therefore not required to accomplish the relocation of services to South Tower.

While the new Olive View Medical Center will have a significant increase in total capacity, that increase will not meet the total health services needs of the San Fernando Valley. That increase will alleviate the severe overcrowding presently at Mid-Valley clinics. Additionally, the new Olive View will have outpatient space to handle additional hospital-based specialty services and emergency services.

There is very little space at the new Olive View Medical Center for primary care services, nor does it serve as a comprehensive health center. It has the same type of outpatient space as do the other three County acute general hospitals; LACUSC, Harbor, and Martin Luther King. Olive View will have generally the same specialty services as those hospitals. Just as other comprehensive health centers were needed to serve primary care needs in areas of the County in which those hospitals are located, the same is true in the San Fernando Valley, except that the distances are generally greater in that valley.

After visiting the replacement facility at Sylmar, the Mid-Valley complex, the Van Nuys Health Center and the North Hollywood Health Center, we recognize the crucial need to retain an adequate health care facility in Central San Fernando Valley.

## **RECOMMENDATION**

2. *THE GRAND JURY STRONGLY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES RETAIN THE SOUTH TOWER BUILDING OF THE MID-VALLEY COMPLEX BECAUSE OF THE LARGE VOLUME OF SERVICES AND DISTANCES BETWEEN FACILITIES, THE LACK OF A COMPREHENSIVE HEALTH CENTER IN THE SAN FERNANDO VALLEY, AND THE RELATIVE COSTS ASSOCIATED WITH PROVIDING A NEW FACILITY.*

## **C. COMPREHENSIVE HEALTH CENTERS**

### **BACKGROUND**

The Comprehensive Health Centers, while offering many facets of health care to their respective communities, are capable of providing even more services but are limited by inadequate staff and funding.

## FINDINGS

Although they are well managed and offer the community quality health services, there is a common problem that all comprehensive health centers share – they are understaffed. Staff vacancies exist in all the facilities, and many remain unfilled for long periods of time. This is particularly true in obtaining the services of registered nurses, licensed vocational nurses, dentists and, in certain disciplines, medical doctors. This problem is related to the fact that there is a wide disparity in the salaries offered at the entry level at these facilities when compared to that of the private sector.

Classification	Salary	
	1/1/87	7/1/87
Clinic Nursing Attendant II	\$1082-\$1350	\$1132-\$1412
Clinic Licensed Vocational Nurse I	\$1363-\$1698	\$1506-\$1776
Clinic Nurse I	\$1881-\$2219	\$1968-\$2321
Clinic Nurse II	\$2012-\$2374	\$2105-\$2481
Staff Nurse	\$1988-\$2344	\$2079-\$2451

In the private sector, the terminology for nursing classification does not match that of the Los Angeles County. In surveying several hospitals as well as private doctors, we tried to equate comparable classifications to establish prevailing salary scales and submit the following:

### Classification (Private sector)

Licensed Vocational Nurse - \$7.70 per hour = \$1848 per month average  
(vs. County high of \$1776)

Hospital Registered Nurse - \$12.80 per hour = \$3072 per month average  
(vs. County Staff Nurse high of \$2451)

Registered Nurse, private practice - \$14.40 per hour = \$3456 per month  
average (no County classification to compare)

A pilot program to contract out dental services is to be initiated at the Hudson Comprehensive Health Center. All of the comprehensive health centers have well equipped dental operating rooms that are underutilized and, in some cases, totally unused for lack of dentists. If the program proves cost effective or feasible, other comprehensive health centers may also institute such a dental program in order to obtain better dental care for their respective communities. At the present time, dental needs are not being met in most of these centers.

There is a marked deficiency in eye care. Services for eye examinations and optical care is totally inadequate; for children, the services are virtually non-existent.

Although the problem of AIDS is recognized at this time as almost epidemic, we find that too few comprehensive health centers are offering testing for AIDS or counseling programs for AIDS patients.

### **RECOMMENDATIONS**

3. *THE GRAND JURY RECOMMENDS THAT THE ENTRY LEVEL SALARIES OF REGISTERED NURSES, DENTISTS, AND PHYSICIANS EMPLOYED BY THE COUNTY BE ADJUSTED TO BETTER CONFORM WITH THOSE EARNINGS FOR COMPARABLE EMPLOYMENT IN THE PRIVATE SECTOR.*
4. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES UTILIZE ALL COMPREHENSIVE HEALTH CENTERS FOR TESTING OF AIDS ALONG WITH DEVELOPING MORE EXTENSIVE COUNSELING PROGRAMS FOR AIDS PATIENTS.*
5. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS FUND AND SUPPORT HOSPICE CARE FOR AIDS PATIENTS.*
6. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES PROVIDE EYE CLINICS FOR CHILDREN AND ADULTS AND ESTABLISH PROGRAMS FOR EYE EXAMINATIONS AND OPTICAL CARE IN ALL COMPREHENSIVE HEALTH CENTERS.*
7. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES PROVIDE FOR INCREASED STAFFING TO BETTER UTILIZE THE DENTAL CLINICS AT THE COMPREHENSIVE HEALTH CENTERS.*

### **D. EL MONTE COMPREHENSIVE HEALTH CENTER**

#### **BACKGROUND**

The El Monte Comprehensive Health Center may be contracted out if there is a successful bidder to the Request for Proposal (RFP) now being reviewed.

This facility must be addressed independently of the other comprehensive health centers because it has been uniquely under-utilized. When it was opened (three years ago) as a state of the art facility, it was hoped that the community would be able to benefit from its capabilities. However, it has never been adequately funded or staffed to achieve any degree of reasonable utilization. It has been well maintained, but because of its restrictions in the area of funding and staffing, it is not able to serve the community to the degree that it deserves.

## **FINDINGS**

The Health Committee found that the morale of the staff is low because of the overshadowing possibility that the entire facility may be contracted out. It has been several years that contracting out has been considered; it is time that a decision should be reached if this will prove to be cost effective or a feasible option.

At the present time, an RFP has been issued to contract out this entire comprehensive health center. The successful contractor is due to have his bid presented to the Board of Supervisors on July 14, 1987.

## **RECOMMENDATIONS**

8. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DETERMINE AT THEIR JULY 14, 1987 MEETING WHETHER OR NOT THE EL MONTE COMPREHENSIVE HEALTH CENTER WILL BE CONTRACTED OUT AS AN ENTIRE FACILITY.*
9. *THE GRAND JURY RECOMMENDS THAT IN THE EVENT THAT THERE IS NO ACCEPTABLE BIDDER FOR THIS FACILITY, CONSIDERATION BE MADE TO INTEGRATE PRIVATE DOCTORS WITH THE COUNTY STAFF ALONG WITH THE USE OF MEDICAL RESIDENTS TO INCREASE UTILIZATION AND INCOME AT THIS FACILITY.*

## **E. WOMEN'S HOSPITAL**

### **BACKGROUND**

At Women's Hospital, investigation of security measures and monitoring revealed great deficiencies in both areas. Additionally, the procurement of supplies has been a long standing problem.

This hospital is an Obstetrical and Gynecological facility which services many undocumented aliens and many high-risk patients who have not had proper maternity care. The facility usually operates at over 100% capacity, with a staff that includes nurse practitioners, certified mid-wives along with other professional nursing and medical staff. It has need for more nurses (RN) but has a difficult time filling these positions because of the low salary scale.

There is a diversity of ethnicity among the patients with the largest numbers being Latinos. Informational programs are available in both English and Spanish for pregnant

women, child care, nutrition, and counseling for teenage pregnancies. When the facility is over subscribed, patients are moved to other nearby hospitals for deliveries.

Along with many of the other health facilities there is a problem that is endemic: timely procurement of budgeted ordered supplies. It is particularly critical to this facility because of the high volume of patients and the fact that their budget requests may only be made once a year. If an error or omission occurs, the requisition must wait for the next year's budget. This inflexibility has created problems. EXAMPLE: Operating room lights were ordered and delivered, but the track for installation was omitted. The track order had to wait for the following year budget and the lights could not be installed.

At the request of the Health Committee, the Headquarters Crime Prevention Unit of the Los Angeles County Sheriff's Department conducted a security inspection of Women's Hospital, Materials Management Unit. These inspections were made during day time hours as well as evening and late night hours and included entry to unauthorized areas after 8:00 p.m.

#### **FINDINGS AND RECOMMENDATIONS (Security)**

Through interviewing of employees and through our observation, we discovered deficient security measures existed in the facility which were confirmed during the Sheriff's Department inspection.

The following is a listing of problem areas identified during the inspection and the recommended corrective measures:

- The lock on the rear door of the Materials Management Warehouse is broken. The door will not open.

**10. THE GRAND JURY RECOMMENDS TO THE ADMINISTRATOR OF WOMEN'S HOSPITAL THAT THE DOOR BE SECURED WITH AN ALARM LOCK SYSTEM. THIS WOULD PROVIDE FOR IMMEDIATE EXIT IN CASE OF A FIRE OR OTHER EMERGENCY WHILE PRECLUDING THE UNAUTHORIZED REMOVAL OF PROPERTY VIA THIS DOOR.**

- The loading dock roll-up door remains open during day hours.

**11. THE GRAND JURY RECOMMENDS TO THE ADMINISTRATOR OF WOMEN'S HOSPITAL THAT A POLICY BE ESTABLISHED WHICH REQUIRES THE ROLL-UP DOOR REMAIN CLOSED OTHER THAN DURING THE TIME MATERIALS ARE BEING RECEIVED OR DISPATCHED. EMPLOYEES RECEIVING GOODS SHOULD AWAIT DELIVERY OUTSIDE. IF IT IS NECESSARY THAT THIS DOOR REMAIN OPEN FOR VENTILATION, A SLIDING CHAIN LINK FENCE SHOULD BE INSTALLED TO PRECLUDE UNAUTHORIZED ENTRY.**

- Trash bins are located at the rear of the Materials Management Unit.
12. *THE GRAND JURY RECOMMENDS TO THE ADMINISTRATOR OF THE WOMEN'S HOSPITAL THAT SINCE TRASH BINS ARE OFTEN USED TO CONCEAL STOLEN PROPERTY FOR PICK UP AT A LATER TIME, THESE BINS BE MOVED TO ANOTHER AREA AS FAR REMOVED AS POSSIBLE.*
- Employees of the Materials Management Unit are currently parking their personal vehicles adjacent to the loading dock door.
13. *THE GRAND JURY RECOMMENDS TO THE ADMINISTRATOR OF THE WOMEN'S HOSPITAL THAT THESE PARKING SPACES BE ELIMINATED AND EMPLOYEES REASSIGNED TO THE PARKING STRUCTURE. PARKING BY ANYONE SHOULD BE STRICTLY PROHIBITED. COMPLIANCE SHOULD BE MONITORED BY SECURITY OFFICERS.*
- The rear first floor service entrance/exit tunnel is remaining open during night hours. (Observed as late as 10:30 p.m.)
14. *THE GRAND JURY RECOMMENDS TO THE ADMINISTRATOR OF WOMEN'S HOSPITAL TO ADHERE TO EXISTING HOSPITAL POLICY WHICH REQUIRES CLOSING OF THE SERVICE ENTRANCE/EXIT TUNNEL DURING NIGHT HOURS. COMPLIANCE SHOULD BE MONITORED BY SECURITY OFFICERS.*
- The Pedestrian door of Materials Management Unit remains open during night hours. (Observed as late as 10:30 p.m.)
15. *THE GRAND JURY RECOMMENDS TO THE ADMINISTRATOR OF WOMEN'S HOSPITAL THAT THIS DOOR REMAIN CLOSED AND LOCKED AT ALL TIMES OTHER THAN WHEN RECEIVING OR DISPATCHING GOODS. EMPLOYEES SHOULD BE CAUTIONED TO USE THE DOOR VIEWER. COMPLIANCE SHOULD BE MONITORED BY SECURITY OFFICERS.*
- Vehicular access to the rear of Women's Hospital during night hours via ambulance entry.
16. *THE GRAND JURY RECOMMENDS TO THE ADMINISTRATOR OF WOMEN'S HOSPITAL THAT ALL EMPLOYEES WORKING NIGHT HOURS BE REQUIRED TO PARK IN THE PARKING STRUCTURE. ALL VEHICULAR ACCESS TO THE REAR OR SERVICE AREAS OF THE HOSPITAL DURING NIGHT HOURS SHOULD BE ELIMINATED. COMPLIANCE SHOULD BE MONITORED BY SECURITY OFFICERS.*

17. *THE GRAND JURY RECOMMENDS TO THE ADMINISTRATOR OF WOMEN'S HOSPITAL THAT A CAMERA BE INSTALLED TO MONITOR AND RECORD ALL TRANSACTIONS OCCURRING AT THE MATERIALS MANAGEMENT LOADING DOCK DOOR AND PEDESTRIAN DOOR. THESE VIDEO RECORDINGS COULD BE USED FOR IDENTIFYING PARTICIPANTS IN TRANSACTIONS WHEN NECESSARY.*

#### **RECOMMENDATIONS (Non-Security)**

18. *THE GRAND JURY RECOMMENDS TO THE DEPARTMENT OF HEALTH SERVICES THAT IT ESTABLISH A MORE FLEXIBLE POLICY OF ORDERING SUPPLIES WHEN AN OBVIOUS ERROR OR OMISSION OCCURS IN THE DELIVERY OF A BUDGETED ITEM.*
19. *THE GRAND JURY RECOMMENDS TO THE DEPARTMENT OF HEALTH SERVICES THAT IT REVIEW PROCUREMENT PROCEDURES SO THAT ORDERS ARE FILLED IN A MORE EFFICIENT TIME FRAME.*
20. *THE GRAND JURY RECOMMENDS TO THE DEPARTMENT OF HEALTH SERVICES THAT IT CORRECT THE WIDE DIVERSITY OF SALARIES BETWEEN PRIVATE SECTOR AND COUNTY REGISTERED NURSES.*

### **F. MARTIN LUTHER KING, JR. HOSPITAL**

#### **BACKGROUND**

Previous Grand Juries have asked that monitoring of this facility be continued by this Grand Jury. The Health Committee has respected this request, and find that there are many areas requiring further and continued investigation.

The Committee consulted with the staff of the District Attorney to discuss areas of alleged improprieties at this facility. We have had limited success in obtaining credible sources to substantiate the allegations.

This committee has requested an audit of complete medical records including x-rays of patients from time of entry to discharge. Incomplete charts, missing x-rays, and lost charts are also to be a part of this audit. Other audits have been made for this facility, but none have addressed these issues.

## FINDINGS

This committee requested that this audit be conducted by one of the contract auditors. The findings and recommendations from this audit may be found in the bound copy of the auditor's report available in the office of the Grand Jury.

## RECOMMENDATIONS

21. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY CONTINUE TO CONFER WITH THE DISTRICT ATTORNEY'S OFFICE AND TO MONITOR THE ONGOING INVESTIGATION OF THE MARTIN LUTHER KING, JR., HOSPITAL.*
22. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY MONITOR THE IMPLEMENTATION OF THE RECOMMENDATIONS PERTAINING TO THIS ISSUE WHICH IS CONTAINED IN THE AUDITOR'S REPORT.*

## PERSONS INTERVIEWED

Douglas D. Bagley, Administrator, Olive View Medical Center  
Dorris M. Harris, M.D., M.P.H., Chief Public Health Services, North Area  
Tony Rogers, Administrator, H. Claude Hudson Comprehensive Health Center  
Susana R. Delgado, Associate Administrator, H. Claude Hudson Comprehensive Health Center  
Angela M. Murphy, M.D., District Health Officer, North Hollywood Health Center  
Lucia J. Carpenter, M.D., District Health Officer, Van Nuys Health Center  
Sidney E. Wechsler, M.D., Medical Director, El Monte Comprehensive Health Center  
Richard M. Calderon, Administrator, Edward R. Roybal Comprehensive Health Center  
Joseph A. Sanchez, Dr., P.H., Associate Administrator, Edward R. Roybal Comprehensive Health Center  
Melinda Anderson, Area Administrator, Public Health Services, North Area  
Brenda Malloy, Nursing Director, El Cerrito Comprehensive Health Center  
Barbara Avants, Special Assistant to Administrator, El Cerrito Comprehensive Health Center  
Martha Galaif, Administrator, Women's Hospital  
Dr. Bruce Pickens, Medical Director, Olive View Medical Center  
Carolyn Moran, Assistant Chief, Stores Division, County of Los Angeles  
Carl Williams, Assistant Director, Health Services  
Raul Caro, Administrator, El Monte Comprehensive Health Center  
Fran Dowling, Office of Contracting and Management, Department of Health Services



I. Cohen, Assistant Director, Administration and Finance, Department of Health Services

Nate Holden, Chief Deputy of Supervisor Hahn

Dr. Irma Strantz, Drug Abuse Program, Director

Tom Hibbard, Chief Deputy, Supervisor Schabarum

Walter L. Gray, Associate Administrator, Martin Luther King, Jr. Hospital

Rita Cabrera Dineros, Administration, Women's Hospital

Mr. George Frank, Chief Security Services

Mrs. Vera Smith, Supervisor, Materials Management Unit, Women's Hospital

Lon Malcolm, Investigator, Board of Medical Quality Assurance

Brian Kelberg, Deputy-in-Charge, Medicolegal Section, District Attorney's Office

Fontine D. O'Connor, R.N., Division Nursing Services, USC Medical Center

Donald A. McCallum, Assistant Administrator, Psychiatric Hospital USC Medical Center

Dr. Xylina Bean, Assistant Professor, Department of Pediatrics, Neonatology

Division, Martin Luther King, Jr. Hospital

Lawrence D. Roberts, M.P.A. Deputy Director, Public Health Operations

Sandra Silvers, District Nursing Director, West District Health Center

## **G. CATALINA HYPERBARIC TREATMENT CHAMBER**

### **PURPOSE**

The Health Committee of the 1986-87 Los Angeles County Grand Jury investigated the need for the hyperbaric treatment chamber located at Catalina Island.

### **BACKGROUND**

The hyperbaric treatment chamber was established at the University of Southern California Catalina Marine Science Center in 1974. It has since been under contract to Los Angeles County for the purpose of treating diving accidents. This type of treatment is urgently necessary to treat certain types of diving accidents that require immediate pressurization. Arterial gas embolism and severe decompression sickness are two types of accidents that are life threatening. Both accidents will result in gas bubbles in the brain or gas bubbles putting pressure on other vital nerves. In both cases the diver requires immediate pressurization to reduce the size of the bubbles to restore blood circulation and relieve pressure on nerves. The time delay in transporting the accident victim to facilities on the mainland could result in unnecessary damage to the central nervous system, and in some cases, death.

An estimated 1400 divers are in Southern California waters, diving off 29 major charter boats every day on a weekend. Many more enter the water off private boats and smaller charter boats. The Catalina chamber is easily accessible and has been used for 527 treatments since 1974. In addition it has been called up 74 times for standby that did not require pressurization. Many of these treatments saved lives or minimized crippling nerve damage. For example, five lives have been saved and spinal cord damage prevented in other cases during the first six months of 1986.

In addition to USC personnel, a small group of nonresident diver technicians from the diving community volunteer their time and skills. This amounts to a minimum of 17,520 operation and standby hours per year.

## **METHOD OF INVESTIGATION**

The Health Committee appointed a subcommittee of eight Grand Jury members to look into the matter. The subcommittee toured the Catalina hyperbaric chamber facility and conducted in depth interviews with emergency personnel that respond to diving accidents in the area. Additional interviews were conducted with people involved in the administration and operation of the chamber, including two whose lives were saved.

## **FINDINGS**

The Grand Jury recognizes that the most pressing problem is inadequate funding. The Los Angeles County Health Department has provided \$72,000 a year. Due to increased expenses an additional \$24,000 is required. This vital service will shut down unless additional funding is provided in the near future.

Funding for this year, July 1, 1986 to June 30, 1987 was provided by the following:

Los Angeles County Health Department	\$72,000
University of Southern California	\$24,000

The County will continue to provide physician and nursing support services and medical follow-up as required.

The Honorable Deane Dana has long recognized the importance of the service provided by the hyperbaric chamber to the sport diving community and is committed to identify and secure permanent funding.

This Grand Jury wishes to express its appreciation for the cooperation of the Board of Supervisors in this matter.

## RECOMMENDATIONS

23. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROVIDE IMMEDIATE FUNDING OF \$24,000 TO BE USED THIS FISCAL YEAR.*
24. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS INCREASE THE PRESENT FUNDING TO \$96,000 BEGINNING THE FISCAL YEAR JULY 1, 1987.*
25. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES VIGOROUSLY PURSUE COLLECTION OF MEDICAL EXPENSES FROM MEDICAL PLANS HELD BY THE PATIENTS.*
26. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS MANDATE THIS PUBLIC SERVICE FOR THE SAFETY OF THE LARGE AND INCREASING NUMBER OF SPORT DIVERS IN THIS AREA.*
27. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES REVIEW PROCEDURES FOR SEEKING REIMBURSEMENT OF MEDICAL EXPENSES FROM PRIVATE MEDICAL POLICIES. A HIGHER RATE OF COLLECTION WOULD REDUCE THE COUNTY EXPENSE AND MAY PROVIDE ADDITIONAL FUNDS FOR OPERATION AND MAINTENANCE.*

## PERSONS INTERVIEWED

- Michael Pohndorff, Deputy, Supervisor Deane Dana  
Dr. Andrew Pilmanis, Director, Hyperbaric Chamber, USC Catalina Marine Science Center  
Lt. John Stonier, Officer In Charge, Bay Watch Isthmus, Los Angeles County Department of Beaches rescue boat  
Dr. Jeff Sipse, Hyperbaric Medicine Coordinator, Director of Emergency Medicine USC-Los Angeles County Medical Center  
John Wozny, Board of Directors, National Association of Underwater Instructors Catalina hyperbaric chamber crew member  
Ms. Ronnie Damico, Diving Safety Officer, Cal State Long Beach, Catalina hyperbaric chamber crew member  
Bonnie J. Cardone, Executive Editor, Skin Diver Magazine, Peterson Magazine Network. Diving accident victim.  
Roy Houser, Owner operator of three major charter boats. Diving accident victim.  
Jerry Mark, Vice President, Greater Los Angeles County of Diving Clubs  
Ron Villarreal, Underwater Instructor, Los Angeles County area

Phyllis Villarreal, Underwater Instructor, Los Angeles County area, Red Cross  
Aquatic Instructor Trainer and CPR Instructor Trainer  
Gourney Turner, Underwater Instructor, Los Angeles County area

*Leslie Clark, Chairman*  
*Rosa Closs, Vice Chairman*  
*Sherman Broidy*  
*Mary Evans*  
*Eugenie Kaplan*  
*Janet Kaye*  
*Shirley Lertzman*  
*Daphne Lewis*  
*Robert Lutz*  
*Concepcion Minsky*  
*Henry Rivas*

*HYPERBARIC TREATMENT CENTER SUBCOMMITTEE*  
*Homer Fletcher, Chairman*  
*Leslie Clark, Vice Chairman*  
*Sherman Broidy*  
*Shirley Lertzman*  
*Daphne Lewis*  
*Robert Lutz*  
*Concepcion Minsky*  
*Henry Rivas*

JAILS COMMITTEE



**JAILS COMMITTEE**

*Standing L to R:* Robert Lutz, Homer Fletcher

*Seated L to R:* Henry Rivas, Lindsey Saunders, Chair, Concepcion Minsky

# JAILS COMMITTEE

## PURPOSE

The Grand Jury is mandated by Penal Code Section 919 to inquire into the condition and management of the jails within the County. The Grand Jury delegated this responsibility to the Jails Committee.

## BACKGROUND

Among many innovative developments taking place in the penal system are work furlough programs, work release programs, and trusty programs. Contracting with the cities, working with the local courts on scheduling and commitments, and devising means of speedier and consolidated arraignments have also contributed to improved administration. The incumbent Presiding Judge of the Los Angeles Municipal Court, the Municipal Court Presiding Judges' Association, the Municipal Court Judges' Association, and the Sheriff and Marshal are expending considerable time and energy on these matters. We commend their efforts.

## METHOD OF INVESTIGATION

Prior to Committee visits, the entire Grand Jury participated in an all-day tour of the Los Angeles County Central Jail. Though some facilities were reviewed by the entire committee because of considerations of size, geographical location, or physical plant features, the Jails Committee was divided into teams to expedite inspections of all adult detention facilities. To standardize the inspection procedure, the committee prepared a form comprising a checklist to be used while inspecting each premise. This list focused on issues relevant to the health and safety of staff and inmates and included the following categories: sanitation, security, food service, emergency preparedness, provisions for interviews and visitation of prisoners, and record keeping. Additional data was obtained through interviews with those responsible in the chain of command at each facility, with district attorneys, public defenders, probation officers, and other personnel involved in the planning and maintenance of the operation.

Minimum standards for these facilities as prescribed by the California State Board of Corrections are found in Title 15 of the California Administrative Code. Each local facility maintains manuals and regulations for the operation of its own unit, and the Committee reviewed these for compliance.

## AREAS OF CONCERN

- Overcrowding of detention facilities
- The Criminal Courts Building
- Courthouse "lockups"
- Log book at detention facilities
- Medical staff security training/Jail facility at Los Angeles County/USC Medical Center
- Downtown Los Angeles State Prison Site

### A. OVERCROWDING OF DETENTION FACILITIES

#### BACKGROUND

The Sheriff's Department of Los Angeles County is responsible for the detention of prisoners within the county. Facilities range from those that house inmates being held pending the filing of charges, those awaiting disposition of pending cases, those serving sentences in County Jail, those awaiting transfer to other institutions, to those held as an accommodation for other authorities.

#### FINDINGS

Serious overcrowding exists throughout the system. Though recent state legislation provided partial funding for construction of county jails, there continues to be an increasing shortfall concerning availability of both funds and beds.

A June 1986 report to the Legislature by the California Board of Corrections indicated a shortage of 6,681 required beds in 1985. This figure increases substantially because the jail population exceeds the construction capabilities of new facilities. The average daily population of the county jail system on March 20, 1987, was 22,231, and the rated capacity of the system stood at 12,312. Under construction is space for an additional 2,100 beds at Peter Pitchess Honor Rancho, scheduled for 1989 completion. The above report further stated that the statewide cost for construction and upgrading of all detention facilities has increased since 1984 from approximately 1.16 billion to 2.19 billion dollars.

#### RECOMMENDATIONS

1. *THE GRAND JURY RECOMMENDS THAT ALL COUNTY JAIL FUNDING SOURCES, INCLUDING THE GOVERNOR AND OTHER COMPONENTS OF THE*



*STATE EXECUTIVE BRANCH, THE LEGISLATURE, THE BOARD OF SUPERVISORS, AS WELL AS THE DISTRICT ATTORNEY, THE PUBLIC DEFENDER, AND ALL LOCAL GOVERNMENTS AND LOCAL POLICE DEPARTMENTS CONTINUALLY MONITOR THE JAIL OVERCROWDING AND ACT EXPEDITIOUSLY TO ALLEVIATE THESE CONDITIONS.*

- 2. THE GRAND JURY RECOMMENDS THAT ALL PERTINENT EXECUTIVE AND ADMINISTRATIVE OFFICIALS BE HELD RESPONSIBLE AND ACCOUNTABLE FOR THE VIGILANT LONG-RANGE AND DAY-TO-DAY IMPLEMENTATION OF STATE MINIMUM STANDARDS OF JAIL FACILITIES.*
- 3. THE GRAND JURY RECOMMENDS THAT PERTINENT DEPARTMENTS AND AGENCIES INVOLVE PERSONNEL AT ALL LEVELS IN ORDER TO COORDINATE EFFORTS FOR MORE EFFICIENT USE OF AVAILABLE FACILITIES, INCLUDING THE COOPERATION OF THE COURTS IN SCHEDULING AND SENTENCING, THE USE OF FACILITIES OF OTHER LOCAL JURISDICTIONS FOR SHORT-TERM SENTENCED PRISONERS, AND FOR PRETRIAL DETENTION WHERE SUCH FACILITIES ARE AVAILABLE.*

## **B. CRIMINAL COURTS BUILDING**

### **BACKGROUND**

During construction of the Criminal Courts Building, there were holding facilities on the 4th, 8th, 10th, and 14th floors which were put in place but not fully completed because it was determined that they were not required at that time. Interview rooms were also designated in the original construction but have never been utilized because of the necessity of their use in lawfully segregating prisoners.

### **FINDINGS**

Conditions have changed since the building was constructed, and the need for increased capacity for holding prisoners waiting to appear in court has been apparent for at least six years. Five of the last six grand juries have noted this, and to date the recommendations have not been implemented. Funds have been authorized for the expansion, but no actual work has commenced; however, the Chief Administrative Officer has currently assigned top priority to this issue.

## **RECOMMENDATIONS**

4. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE SHERIFF'S AND/OR MARSHAL'S DEPARTMENTS TO IMPLEMENT THE OPENING OF THE SEALED AREAS ON THE 4TH, 8TH, 10TH, AND 14TH FLOORS OF THE CRIMINAL COURTS BUILDING AND TO MODIFY THE ROOMS TO CONFORM TO THEIR ORIGINALLY INTENDED USE AS HOLDING CELLS.*
5. *THE GRAND JURY RECOMMENDS THAT THE DESIGNATED INTERVIEW ROOMS IN THE CRIMINAL COURTS BUILDING BE IMMEDIATELY ACTIVATED WHEN THE SEALED DETENTION CELLS ARE OPENED.*

## **C. COURTHOUSE DETENTION LOCK-UPS**

### **BACKGROUND**

Another function of the Sheriff's Department is to maintain lock-up facilities in the Superior Court buildings and in the buildings occupied by the twenty four (24) Municipal Courts and one Justice Court in the County.

The Marshal of Los Angeles County is charged with the detention of prisoners within the confines of Municipal Court buildings when taking prisoners from the Sheriff's lock-up in each courthouse to the courtrooms. In most courthouses the Marshal also maintains intermediate detention areas while prisoners await actual court appearances.

Daily and hourly changes in conditions are inherent in the system, and this must be recognized and addressed. Long range planning is essential, but contemporaneous and immediate action is also required to insure humane and safe administration of these facilities.

### **FINDING**

Almost without exception, the detention areas are not large enough to handle the volume of prisoners on heavy days. If it were not for the exceptional performance of their duties by the deputies in charge of the individual installations, the occurrence of serious incidents would be probable.

## RECOMMENDATION

6. *THE GRAND JURY RECOMMENDS THAT THE DETENTION AREAS MAINTAINED BY THE SHERIFF AND MARSHALL BE INSPECTED AND MONITORED DAILY IN ORDER TO ENSURE THE UTMOST POSSIBLE SAFETY OF STAFF AND INMATES.*

## D. JAIL INSPECTION LOG BOOKS

### BACKGROUND

In addition to the Grand Jury's inspection of the Los Angeles County jails, the other commissions and bodies concerned with regulations, compliance, and monitoring of these facilities are: the Los Angeles County Institutional and Inspection Commission, the State Fire Marshal and local fire agencies, and the Department of Health Services.

### FINDINGS

During visits to each detention facility, the Jails Committee asked to see the log book regarding the inspections conducted by the above-mentioned bodies and found that, with few exceptions, none are kept. A form containing the following entries would be of assistance to those inspecting the jails.

1. Name of group and individuals conducting inspection
2. Name of officer in charge of facility and person conducting tour
3. Date of visit
4. Average daily population
5. Rated capacity

### RECOMMENDATION

7. *THE GRAND JURY RECOMMENDS THAT THE SHERIFF'S AND MARSHAL'S DEPARTMENT AND ALL LOCAL POLICE AGENCIES REQUIRE THAT EACH DETENTION FACILITY MAINTAIN A LOG BOOK WITH ENTRIES OF ALL PERSONNEL INVOLVED WITH PERIODIC INSPECTIONS OF THE JAILS.*

**E. MEDICAL STAFF SECURITY TRAINING AT  
LOS ANGELES COUNTY/U.S.C. MEDICAL CENTER**

**BACKGROUND**

The Jails Committee inspected the Sheriff-maintained jail facility at Los Angeles County/USC Medical Center for prisoners requiring hospitalization and also other facilities maintained by the Sheriff where both county and contract medical personnel are employed.

Presently the security training of medical personnel at County/USC Medical Center Jail consists of jail ward nurses presenting in-service programs at the County Jail. The security training for contract medical personnel is provided by the individual contracting firm.

**FINDINGS**

The Committee interviewed the custodial and medical staff at the County/USC Medical Center Jail regarding its security training. The medical personnel disclosed that the current training designed to handle the problems inherent in interacting with inmates is insufficient.

**RECOMMENDATIONS**

8. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES IN CONJUNCTION WITH THE SHERIFF PROVIDE A TRAINING PROGRAM THAT WILL ENSURE THAT ALL MEDICAL PERSONNEL EMPLOYED AT THE LOS ANGELES COUNTY/USC MEDICAL CENTER JAIL RECEIVE ADEQUATE SECURITY TRAINING.*
9. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ENSURE THAT ALL CONTRACTS FOR MEDICAL PERSONNEL IN ALL JAIL FACILITIES INCLUDE A PROVISION FOR SECURITY TRAINING IN A CUSTODY ENVIRONMENT.*
10. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS PROVIDE FUNDING TO THE SHERIFF AND DEPARTMENT OF HEALTH SERVICES FOR THE TRAINING OF MEDICAL PERSONNEL IN DETENTION FACILITIES TO ENSURE COMPLIANCE WITH TITLE 15 OF THE CALIFORNIA ADMINISTRATIVE CODE RELATIVE TO ARTICLE 3 OF SUBCHAPTER 4 (TRAINING, PERSONNEL AND MANAGEMENT).*

## F. DOWNTOWN LOS ANGELES STATE PRISON SITE

### BACKGROUND

During the Grand Jury's inspection tours of the Los Angeles County Jails system, the Grand Jury was informed by county officials that Los Angeles County houses for the State, more than 500 state prisoners each day for various reasons. This, in itself, adds to the already overcrowded county jails. It was also stated that the County's cost of transporting the State prisoners is at an all time high.

### FINDING

The Grand Jury has inspected the proposed site for the detention/reception center in the downtown Los Angeles area. It is in what might be described as a dilapidated, industrial park. It is not surrounded by homes, churches and schools, but by railway tracks, freeways, other industry and the Los Angeles River. The closest schools, churches and residents are miles away. This site is close to public transportation, making it more convenient for staff and the families of inmates. It is also close to the courts making it safer to transport inmates.

### RECOMMENDATION

11. *THE GRAND JURY RECOMMENDS THAT THE MAYOR OF LOS ANGELES, THE LOS ANGELES CITY COUNCIL, AND THE BOARD OF SUPERVISORS SUPPORT THE CONSTRUCTION OF A MEDIUM SECURITY DETENTION CENTER AT THE FORMER CROWN COACH SITE IN THE DOWNTOWN LOS ANGELES AREA BY THE CALIFORNIA DEPARTMENT OF CORRECTIONS.*

*Lindsey Saunders, Chairman  
Homer Fletcher  
Robert Lutz  
Concepcion Minsky  
Henry Rivas, Vice Chairman*



JUVENILE JUSTICE COMMITTEE



**JUVENILE JUSTICE COMMITTEE**

*Standing L to R:* Robert Lutz, Janet Kaye, Lindsey Saunders  
*Seated L to R:* Eugenie Kaplan, Shirley Lertzman, Chair



# JUVENILE JUSTICE COMMITTEE

## PURPOSE

The role of the Juvenile Justice Committee is to examine the Juvenile Justice System in this County, to evaluate its strengths and weaknesses, to recommend alternative or innovative concepts and programs, to initiate or endorse legislation impacting on its implementation and to respond to citizens' correspondence.

## METHOD OF INVESTIGATION

All recommendations made by this Committee were based upon input from a representative of those agencies directly involved in the Juvenile Justice System, including: Judiciary, District Attorney, Public Defender, Law Enforcement and Probation. Experts from other governmental agencies and the academic and lay communities were consulted. Field trips were undertaken whenever relevant to the issue under consideration.

Because many areas of concern are highly sensitive and overlap, the Committee is listing generally the agencies, persons and places which provided resource information and cooperation for this report.

## AREAS OF CONCERN

Juvenile justice is one of the greatest concerns of our county, state and nation. Each year, in Los Angeles County, over 39,500 children are arrested; approximately 27,500 of these children become a matter of record. Each of them is touched by a system that penetrates every aspect of community life. This system reflects all of society and represents a lien on the future, payable in the lives of our young.

Time precludes an expansive, in-depth look at an entire system and forces each committee to focus its lens on specific areas of concern. The 1986-87 Juvenile Justice Committee has studied and made recommendations concerning the following issues:

- Probation
- ICAN (Inter-Agency Council on Child Abuse and Neglect)
- Department of Children's Services
- Dependency Court
- County Store

## I. PROBATION

### PURPOSE

The Committee was established to study and evaluate the effectiveness of agencies of the juvenile justice system which provide both community supervision and secure detention for the County's delinquent youth, and to recommend ways in which such agencies can be strengthened to contend better with the growing threat of juvenile crime. The Committee gave special attention to the needs of the Probation Department, which has the greatest involvement in the provision of juvenile supervision and detention services.

### BACKGROUND

Crimes committed by juveniles have changed dramatically and disturbingly in recent years. What were once largely pranks and petty thievery have become dangerous, often violent criminal acts which threaten the safety of large numbers of our citizens.

Youth crime today is a pervasive and threatening force which has become increasingly sophisticated, organized, and dangerous, and which, in many cases, is all but indistinguishable from adult criminality.

Recent data indicates that minors under the age of eighteen account for nearly 20% of all felony arrests in California. Here in Los Angeles County, more than half of the juveniles referred to the Probation Department are referred for major felonies and violent offenses (homicide, rape, robbery, burglary, grand theft, auto theft, assault, battery). More than 20% of all referrals are for narcotic and drug offenses, including gang-related juvenile trafficking in cocaine.

Especially disturbing are the recent findings of juvenile justice officials nationwide that these kinds of serious crime are being committed by younger and younger children. The National Center for Juvenile Justice has reported that during the late 1970's and early 1980's, the fastest-growing areas in juvenile crime were in the youngest age groups.

Between 1978 and 1983, referrals to juvenile courts nationwide rose dramatically among children ten to thirteen years of age:

Age Group	Percent of Increase: Juvenile Court Referrals 1978-1983
10 year olds	+15%
11 year old	+22%
12 year olds	+38%
13 year olds	+37%

Most disturbing of all, such juvenile crime has become pervasive. No longer just a creature of the streets, youth crime intrudes itself everywhere. It invades families through narcotics sold to their young children. It violates communities through the burglary, robbery, and assault of its citizens. It intimidates students in the schools through virtually every form of criminal behavior.

It is in our schools that the dimensions of the change in delinquent juvenile behavior can most clearly be seen. Just two generations ago, in 1940, when many who will read this report were young students themselves, the leading discipline problems in the schools of that time were talking, chewing gum, making noise, running in the halls, getting out of turn in line, wearing improper clothes, and not putting paper into wastebaskets.

By 1982, the leading discipline problems in our schools had become rape, robbery, assault, burglary, murder, absenteeism, vandalism, extortion, drug use, alcohol use, and gang warfare.

It is against such a background of dramatic and disturbing change in delinquent juvenile behavior, and in the awareness of the damaging effect this change is having on our society, that the Committee conducted its investigations, identified its major concerns, and formulated its findings and recommendations.

## **AREAS OF CONCERN**

The Committee concludes that the changing character of juvenile crime requires continued and even enhanced commitment by the community at large, by government, and by law enforcement to strengthen existing controls on delinquent juvenile behavior, and to find new methods for combatting this major threat to citizen safety and security.

In seeking to identify existing controls which need to be strengthened, and to suggest new methods which might be tried, the Committee has focused its attention primarily on probation, which it views as society's last-ditch effort to control and correct its crime-prone youth within the community.

Aware that the problem is vast and that resources are scarce, the Committee has identified the following areas of major concern which it believes require special attention:

- Improvements in the probation camp program
- Strengthened probation supervision in the community
- Contracting opportunities and contract monitoring in juvenile probation services
- Competitive pay scale for probation professionals

- AIDS testing of juveniles admitted to Probation Department facilities
- Vision therapy for delinquent minors

### **A. IMPROVEMENTS IN THE PROBATION CAMP PROGRAM**

The Committee conducted an intensive review of the probation camp program and concluded that the program can benefit from several major improvements which will positively impact the problem of juvenile crime in the community.

The Committee is aware that the probation camps already have a very positive impact in that they remove serious juvenile offenders from delinquent environments, place them in healthy and disciplined surroundings, and teach them skills designed to help them lead law-abiding lives upon their release back to the community.

It is with respect to this last component of the camp program -- release to the community -- that the Committee makes its major recommendations for program improvement.

#### **1. ENHANCED VOCATIONAL TRAINING FOR CAMP WARDS**

##### **BACKGROUND**

Young offenders who return to the community from the camp program need to have skills which will equip them to find employment, stay clear of delinquent companions and environments, and become contributing members of society.

Currently, through a combination of career education and work experience, the camp program provides a curriculum of prevocational training designed to help these young offenders develop positive attitudes toward work, and learn skills which are useful for finding employment. In addition, the program provides several kinds of specialized vocational training.

Beyond this, selected minors who are about to graduate from camp are referred for vocational training which is funded under the Joint Partnership Training Act (JPTA), and is provided in the community through referral by the Los Angeles County Department of Community and Senior Citizens Services. Other efforts as well are in progress to integrate a range of vocational training resources into the camp program.

## FINDING

The Committee favors these efforts and believes that more vocational training should be incorporated into the camp program, especially to teach useful skills to that portion of camp juveniles who get little benefit from traditional education in the classroom setting, or are resistive to it.

It is estimated that about 10% of the juveniles in camp fit this description and can be classified as "school-phobics" who cannot be expected to benefit from classroom-style education without significant attitudinal change. For these juveniles, a structured vocational-technical program could serve the dual purpose of teaching them a marketable skill and, at the same time, helping to cure their "school phobia."

The Committee believes that enhanced vocational training opportunities are needed for the wards' program. The Committee urges that the Probation Department continue its current efforts to enhance vocational training for juveniles in camp, and identify new ways in which this vital training can be provided.

## RECOMMENDATION

1. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT TAKE THE LEAD IN DEVELOPING A RANGE OF VOCATIONAL TRAINING OPPORTUNITIES FOR JUVENILES COMMITTED TO THE PROBATION CAMP PROGRAM.*

## 2. CAMP GONZALES EDUCATION PROGRAM

### BACKGROUND

At Camp Gonzales, Committee members were favorably impressed by the innovative program which the County Department of Education offers in cooperation with the Probation Department.

The program places heavy emphasis on teaching the camp wards to take pride in themselves and responsibility for their education, and to equip themselves for further schooling or useful employment when they return to the community.

The Camp Gonzales program accomplishes this by offering a range of interesting and useful elective courses in addition to the mandatory curriculum, and by the simple but highly effective device of giving each minor a personal notebook for writing class and homework assignments.

While commonplace in schools in the community, use of such notebooks is rare in detention-based schools. At Camp Gonzales, the personal notebooks have become real status symbols for the minors, and have inspired many to involve themselves seriously in school work for the first time.

## **FINDING**

The Committee wishes to note and commend the program of schooling provided to minors at Camp David Gonzales. The Committee endorses the Camp Gonzales educational innovations, and urges that they be implemented wherever appropriate throughout the rest of the camp system.

## **RECOMMENDATION**

2. *THE GRAND JURY RECOMMENDS THAT EDUCATIONAL INNOVATIONS IN USE AT CAMP DAVID GONZALES BE IMPLEMENTED BY THE PROBATION DEPARTMENT WHEREVER APPROPRIATE THROUGH THE REST OF THE CAMP SYSTEM.*

## **3. AFTERCARE PROGRAM**

### **BACKGROUND**

For many years the Probation Department's Camps Aftercare Program, staffed by specially trained deputy probation officers, provided reentry counseling and close supervision for juveniles returning to the community from the camp program. Aftercare demonstrated a 73% success rate in helping these young offenders remain arrest free during the first, most difficult months of their return to the community. The program accomplished this by providing guidance and support to camp graduates, on a weekly basis, in such problems areas as finding a place of residence, continuing their education, getting a job, gaining acceptance in the community, and avoiding delinquent companions.

### **FINDING**

Eliminated because of budget curtailments in 1985-86, the program is needed more than ever now to help young offenders reenter the community, but at the same time resist returning to an environment of juvenile crime that is far more pervasive, lucrative, and tempting than it was as short a time ago as 1985.

The Committee cannot stress too strongly its support for the concept and restoration of this most essential aftercare program.

## **RECOMMENDATION**

3. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS FUND THE CREATION OF A NEW CAMPS AFTERCARE PROGRAM PATTERNED AFTER THE SUCCESSFUL PROGRAM DELETED FROM THE PROBATION DEPARTMENT'S 1985-86 BUDGET.*

## **4. COMPUTERIZED PROGRAM TRACKING AND EVALUATION**

### **BACKGROUND**

Although the camp program can claim many successes in turning juvenile offenders away from delinquency, the Probation Department has never had the resources or records needed to evaluate comprehensively and scientifically the effectiveness of its special programs in the camps, or to track the performance of juveniles once they have left camp and return to the community.

Such tracking is needed in order to assess both the overall effectiveness of the camp program, and the relative effectiveness of its individual program components among themselves.

A major effort toward achieving this tracking capability is now in progress with the development of a computerized information management system for the camps. The system will link all camps in a computer network that will: (1) more effectively track the movement and casework needs of juveniles who are transferred within the camp system; (2) improve the quality of management information and reports; and (3) lay the groundwork for a comprehensive program tracking and evaluation capability.

### **FINDING**

The Committee believes that such a tracking capability is vital for effective program management, supports the development of the camps computer system, and urges its full funding and implementation.

## **RECOMMENDATION**

- 4. THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT DESIGN AND SEEK FUNDING FOR A SYSTEM WHICH WILL COMPREHENSIVELY AND SCIENTIFICALLY EVALUATE PROGRAM EFFECTIVENESS AND TRACK THE PERFORMANCE OF JUVENILES WHO HAVE GRADUATED FROM CAMP AND RETURNED TO THE COMMUNITY.*

## **5. OTHER CAMP PROGRAM IMPROVEMENTS**

### **FINDING**

In its visits to many probation camps, the Committee noted a variety of needed improvements. Examples of these are the following noted at Camp Gonzales: provision of another padded cell for violently disturbed minors; acquisition of improved air conditions for the kitchen; replacement of the television antenna cable; acquisition of tape recorders for speech therapy use; replacement of the vegetable garden.

In calling such needed improvements to the attention of Probation Department administrators, the Committee found that, consonant with available funding, they acted quickly to make the suggested improvements. The Committee feels that other such needed improvements may exist and should be identified and made.

## **RECOMMENDATION**

- 5. THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT IDENTIFY ANY ADDITIONAL IMPROVEMENTS NEEDED IN THE CAMP PROGRAM, MAKE THOSE IMPROVEMENTS WHICH CAN BE ACCOMPLISHED WITHIN CURRENTLY AVAILABLE FUNDING, AND SEEK ADDITIONAL FUNDING FOR OTHER NEEDED IMPROVEMENTS.*

## **B. STRENGTHENED PROBATION SUPERVISION IN THE COMMUNITY**

The Committee finds that probation supervision of juveniles in the community needs to be strengthened in three ways:



## **1. 654 SUPERVISION**

### **BACKGROUND**

High risk, recidivistic juvenile offenders rightfully claim most of the justice system's attention and resources. Less noticed, but no less in need of attention, are young first time offenders. If effectively deterred from further crime early on, these first time offenders can grow up to be "only time" offenders. Denied such deterrence, they may go on to become dangerous repeat criminals.

Even while society is allocating most of its crime fighting resources to the control of repeat offenders, it needs to expend at least some of those resources to deter first time offenders from repeated criminal acts.

### **FINDING**

654 supervision can provide such deterrence. It enables the probation officer to establish an immediate program of supervision for young offenders rather than involve them right away in the complex and lengthy juvenile court process. It is the intent of the Welfare and Institutions Code that "when the interest of the minor and the community can be protected, the probation officer shall make a diligent effort to proceed under this section" in order to "delineate specific programs of supervision for the minor" (Section 654 Welfare and Institutions Code).

With juveniles becoming involved in crime at increasingly younger ages, it is essential that deterrence be timely and that intervention be made as early as possible. 654 supervision provided just such early intervention and timely deterrence for many years before falling victim to budget curtailments in 1980-81. Now it is needed again. The Committee supports the restoration of early probation intervention and supervision as provided in Section 654 of the Welfare and Institutions Code.

### **RECOMMENDATION**

*6. THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT REINSTATE 654 SUPERVISION.*

## **2. FULL IMPLEMENTATION OF THE "GANG REPORTING, EVALUATION, AND TRACKING (GREAT)" SYSTEM**

Recently developed as a cooperative effort among the Probation Department, the Sheriff, and the Los Angeles Police Department, the "Gang Reporting, Evaluation, and Tracking

(GREAT)" system will, upon full implementation, provide these agencies with computerized, instantaneous access to shared information on the identification, criminal records, and conditions of probation of all individuals known to them as affiliated with local gangs.

The GREAT system is especially significant because it is a prototype of the kind of close cooperation that must exist among law enforcement agencies if widespread and organized gang activity is to be effectively combatted.

The spread of gang violence throughout our community makes full and rapid implementation of the GREAT system a matter of utmost importance, and the Committee supports that implementation.

### **RECOMMENDATION**

*7. THE GRAND JURY RECOMMENDS THAT THE "GANG REPORTING, EVALUATION, AND TRACKING (GREAT)" SYSTEM BE FULLY IMPLEMENTED.*

### **3. PROBATION IMPACT ON JAIL OVERCROWDING: NEED FOR STABLE FUNDING**

#### **BACKGROUND**

Over the past three years the Probation Department has been systematically developing a range of programs designed not only to enhance its own services, but to help alleviate the jail and prison overcrowding problems of other agencies as well.

Such programs include: intensive surveillance of offenders who otherwise could be in prison; accelerated presentence investigations of defendants in custody awaiting sentencing; supervised pretrial release of selected custody defendants; and expanded use of the existing work furlough program.

In addition, the Probation Department has secured grant funding for an electronic surveillance capability in both the Intensive Surveillance and Specialized Gang Supervision Programs. This technology promises to make home detention a possibility for some of the County's worst offenders on probation.

It is unfortunate that, however effective and important these programs may be, they are almost always among the first to be curtailed whenever a budget crisis occurs.

## **FINDING**

The Committee believes that the critical problem of jail and prison overcrowding, coupled with the increased presence of high risk felony probationers throughout the County, makes it imperative that probation programs which provide better surveillance and control of criminals and help to alleviate jail overcrowding, be afforded the kind of adequate and stable funding base needed to assure their continued and effective existence.

## **RECOMMENDATION**

8. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ENSURE THAT PROBATION PROGRAMS WHICH HELP TO ALLEVIATE JAIL AND PRISON OVERCROWDING BE AFFORDED THE KIND OF ADEQUATE AND STABLE FUNDING BASE NEEDED TO ASSURE THEIR CONTINUED AND EFFECTIVE EXISTENCE.*

### **C. CONTRACTING OPPORTUNITIES AND CONTRACT MONITORING IN JUVENILE PROBATION SERVICES**

The Committee believes that new contracting opportunities in the provision of juvenile services should be identified and their feasibility assessed. In addition, performance on contracts already awarded should be aggressively monitored. The following contracting issues came to the Committee's attention:

- The Committee believes that, for the provision of medical services to minors detained in the juvenile halls or committed to the camps, efficiency and effectiveness could be enhanced and cost savings achieved through contracting for nursing services in those facilities. The Committee believes that the Probation Department should assess the feasibility of such an approach.
- The Committee found that the quality of food served at one of the juvenile halls which it visited needed improvement. The Committee believes, accordingly, that monitoring of food services contracts for the three juvenile halls should be strengthened, especially as regards the quality of food served there.

## **RECOMMENDATIONS**

9. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT ASSESS THE FEASIBILITY OF CONTRACTING FOR NURSING SERVICES IN ITS JUVENILE FACILITIES.*

10. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT STRENGTHEN ITS MONITORING OF THE FOOD SERVICES CONTRACTS IN THE JUVENILE HALLS, ESPECIALLY WITH REGARD TO THE QUALITY OF FOOD SERVED.*

#### **D. COMPETITIVE PAY SCALE FOR PROBATION PROFESSIONALS**

The Committee has found that there is an increasing disparity between the pay scale of the County's probation professionals and that of correctional professionals at the State level. The disparity is producing a drain of the Probation Department's most promising younger members, who are leaving County service for better paying jobs as, for example, parole agents with the Department of Corrections. This drain threatens to become an exodus in coming years as the State increases its correctional hiring to deal with the growing number of parolees from its prisons.

In a department which, for want of hiring opportunities over several years, has large numbers of very senior staff, the loss of its best younger members to other agencies can only be viewed as a matter of major concern for the future effectiveness of probation in Los Angeles County.

#### **RECOMMENDATION**

11. *THE GRAND JURY RECOMMENDS THAT EFFORTS BEGIN IMMEDIATELY TO INCREASE THE PAY SCALE OF THE COUNTY'S PROBATION PROFESSIONALS COMMENSURATE WITH THEIR RESPONSIBILITIES AND COMPETITIVE WITH THAT OF CORRECTIONAL PROFESSIONALS AT THE STATE LEVEL.*

#### **E. AIDS TESTING OF JUVENILES ADMITTED TO PROBATION DEPARTMENT FACILITIES**

The Committee is cognizant of the requirement of State law that a person's prior consent is required before testing can be done to ascertain the presence of the AIDS virus (HIV) antibody, and that consent is also required for the release of test results to a third party.

The Committee believes that, while these requirements may be fully appropriate to the environment of an open society in which free individuals may freely associate with whomever they choose, the same requirements are not appropriate when applied to the closed environment of juvenile detention facilities where freedom of association is not possible for either the minors detained there or the staff who supervise them.

The Committee believes that, in order to monitor any presence of the AIDS virus within the confines of such facilities and to protect minors and staff from any danger of its spread, juveniles who are admitted to Probation Department facilities should be routinely tested for the AIDS antibody in the course of the medical examination which is routinely given at intake. Such testing is especially necessary given the involvement of many delinquent youth in such high risk activities as prostitution and drug abuse when they are on the streets.

The Committee is aware that its finding in this regard may be considered controversial and that its recommendation will require legislative change if it is to be implemented. Nonetheless, the Committee is convinced that, in the face of this fatal disease which is already epidemic in scope, such a finding and recommendation must be made.

## **RECOMMENDATION**

12. *THE GRAND JURY RECOMMENDS THAT LEGISLATION BE SOUGHT WHICH WILL PERMIT ROUTINE HIV-ANTIBODY TESTING OF ALL JUVENILES WHO ARE ADMITTED TO PROBATION DEPARTMENT FACILITIES.*

## **F. VISION THERAPY FOR DELINQUENT MINORS**

### **BACKGROUND**

Recent studies in the field of vision therapy suggest that in at least some adolescents there may be a correlation among visual/perceptual deficiency, learning impairment, and maladaptive behavior.

Recently, 4,000 minors detained in the San Bernardino Juvenile Hall were tested for quality of eye movement, focusing ability, and stereoscopic function. The testing revealed visual deficiencies significant enough to produce a 93% - 94% failure rate in that delinquent population.

These and other similar findings have led some visual therapy experts to believe that delinquent behavior may correlate, in a cause-and-effect relationship, with visual/perceptual motor integration problems. In a view that is by no means universally held, these experts suggest that through an effective remedial program, one of the most basic causative factors of delinquency could be eliminated in at least a significant number of minors.

Some data has been developed which seems to support this theory and to suggest that it has promise as a quick, effective, and inexpensive means of reducing the incidence of delinquency. Nonetheless, experts differ as to the significance of the data, and the concept, accordingly, is considered controversial by some.

The Committee believes that, in the continuing search for effective ways to combat juvenile crime, it would be useful to test the validity of this seemingly basic and simple approach in order to determine whether, in fact, it does offer the kind of benefit which its advocates suggest.

It seems to the Committee that the small and largely stable population of a juvenile probation camp would offer an ideal setting for a limited pilot study of the validity of the visual therapy approach. For this reason, the Committee will recommend that the Probation Department seek grant funding to conduct such a pilot study possibly by the College of Optometry, Fullerton.

## **RECOMMENDATION**

13. *THE GRAND JURY RECOMMENDS THAT THE PROBATION DEPARTMENT SEEK GRANT FUNDING TO CONDUCT A PILOT STUDY IN ONE JUVENILE PROBATION CAMP TO TEST THE VALIDITY OF VISUAL THERAPY AS A MEANS OF CORRECTING DELINQUENT TENDENCIES IN APPROPRIATE MINORS.*

## **II. INTER-AGENCY COUNCIL ON CHILD ABUSE AND NEGLECT (ICAN)**

### **BACKGROUND**

The Committee focused a significant portion of its efforts examining current issues related to the expanding numbers of reported child abuse and neglect cases and our County's response system.

Public recognition of child abuse has escalated during the past decade, with a concurrent rise in reports. Statewide, physical abuse reports have increased 257% and sexual abuse reports have increased (56% since 1977). The number of dependency petitions filed in Los Angeles County Juvenile Court on behalf of abused children has almost doubled in the past five years, from 8,355 to 16,118. In the past year alone the number of children reported to the Department of Children's Services as suspected victims of child abuse has increased from 79,655 to 103,116. Substance abuse, neonatal drug withdrawal and physical and sexual abuse of infants and pre-school age children show a dramatic rise.

The additional workload caused by the increased reporting has presented a challenge to the child protection system. In addition, the types of cases being referred span a wider spectrum of problem areas. These cases require an effective response from a multitude of agencies and organizations which may touch the lives of the families and children at risk.

## **METHOD OF INVESTIGATION**

The Committee has interviewed representatives from each county department providing services to children, attended meetings of the various commissions, committees and task forces focusing on child abuse, juvenile justice, and sexual exploitation issues, and has interviewed an extensive number of professionals and volunteers providing direct or indirect services to children. Committee members have also reviewed materials developed by the Sheriff's Department, the Probation Department, the Department of Children's Services, Department of Mental Health, the Office of Education, the Inter-Agency Council on Child Abuse and Neglect (ICAN), the Commission on Obscenity and Pornography, the Commission on Judicial Procedures, the Commission for Children's Services and numerous other commissions and committees.

## **FINDINGS**

The Committee finds the abuse statistics alarming, but believes that the increase in reported cases does not reflect an actual increase in abuse, but rather is a positive reflection of the public awareness that has encouraged children, parents and others to seek intervention. We, therefore, encourage ongoing public forums, training and media programming to continue sharing information regarding what to report and where to seek help. However, concurrent with these efforts is a need to effectively assess cases being reported, establish an effective referral system to access appropriate community resources, and actively recruit foster parents, volunteers and financial support for community based prevention programs.

The Juvenile Justice Committee's investigation of the various committees formed to respond to child abuse issues revealed a confusing, distracting maze. It appears that because of the County's concerns regarding the abuse of children, and often because of specific high profile media cases, the Board of Supervisors and certain county agencies have tended to create new and separate committees, commissions and task forces without regard to existing inter-agency forums. Although the intent of these committees is meritorious, their purposes often overlap and consume the valuable time and staff resources of the participating members and agencies.

In assessing service delivery systems in our County, the Committee has determined that Los Angeles County has the largest and most broad-based inter-agency child abuse council in California. ICAN was established by the Board of Supervisors in 1977 and has accom-

plished a multitude of tangible, positive steps forward since that time. The 1977-78 Grand Jury recognized ICAN and requested that the Board of Supervisors give all possible support to the recommendations developed by the Council.

ICAN now includes 23 County, City and State bodies cooperatively working together on behalf of children. Every issue referred to this Council has been met with a response in the form of a tangible work product or special program within or among the affected departments. These special accomplishments include:

- A. The Department of Children's Services – Sexual Abuse Treatment Program
- B. The Department of Mental Health Regional Child Abuse Coordinators
- C. The Department of Health Services Child Abuse Task Force
- D. The Probation Department's Child Threat Caseloads
- E. The Inter-Agency Data/Information Report (ongoing)
- F. Training for and by multiple departments
- G. Research and systems improvement related to Suspicious Child Deaths
- H. Ad Hoc
  - 1. Notification to parents when children are taken into custody (all police departments).
  - 2. Training of all police chiefs on handling child abuse homicides.
  - 3. Development of a comprehensive handbook for professionals in "negotiating" the child abuse system.
  - 4. Development of Council description and guidelines on the child abuse reporting law.

Overall, it is clear that the most effective way to impact the incidence of child abuse lies in prevention. Services must be available to high risk families to avoid the need for reports of abuse and neglect, the dependency petition filings and foster care placements; these services must be provided before the families enter the system. Furthermore, services must be coordinated to avoid wasteful duplication, to assure that those most at risk and in need are aware of and have access to them, and to assure that key public services such as law enforcement, schools, hospitals and medical centers work together in a cooperative and coordinated way.



Since 1982 ICAN has compiled an annual Data/Information Sharing Report, which is a comprehensive picture of child abuse and neglect services provided by all ICAN agencies. This report represents the only document displaying data for Los Angeles County and for child abuse and neglect prevention and treatment efforts systemwide.

ICAN's profile data revealed that more than half of the suspicious deaths of children in Los Angeles County in 1984 involved children who were under one year of age and that drug and alcohol abuse by parents was a significant factor.

We encourage the Board of Supervisors to maintain a close working relationship with ICAN and more effectively utilize this body as a resource for resolving issues that require inter-agency cooperation and coordination.

## RECOMMENDATIONS

14. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS COMMEND SHERIFF SHERMAN BLOCK, ICAN CHAIRPERSON, AND THE PARTICIPATING MEMBERS OF ICAN FOR THEIR COMMITMENT TO BRINGING ALL COUNTY, CITY AND STATE AGENCIES PROVIDING CHILDREN'S SERVICES IN LOS ANGELES COUNTY TOGETHER ON BEHALF OF ABUSED AND NEGLECTED CHILDREN.*
15. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS REFER ALL ISSUES REQUIRING INTER-AGENCY COORDINATION OF CHILD ABUSE AND NEGLECT SERVICES TO ICAN FOR REVIEW AND APPROPRIATE OR NECESSARY ACTION BEFORE ESTABLISHING NEW OR ADDITIONAL COMMITTEES OR TASK FORCES.*
16. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ENCOURAGE COUNTY AGENCIES TO PRIORITIZE SERVICES FOR INFANTS AND PRE-SCHOOL-AGE CHILDREN WHO ARE AT RISK OF ABUSE.*
17. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SUPPORT ICAN'S EFFORTS TO ENCOURAGE ALL COUNTY AGENCIES TO PROVIDE RESOURCES TO REACH THE HIGH RISK PERINATAL POPULATION, INCLUDING PREGNANT FEMALES IN JAILS, IN JUVENILE HALLS, AND IN FOSTER CARE. SPECIFIC PROGRAMS SHOULD BE DEVELOPED TO PROVIDE PERINATAL SERVICES TO OTHER HIGH RISK POPULATIONS INCLUDING SUBSTANCE ABUSERS, THE DEVELOPMENTALLY DISABLED AND SEVERELY MENTALLY ILL.*
18. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SHARE THE ICAN INTER-AGENCY SUSPICIOUS CHILD DEATH REVIEW COMMITTEE EFFORTS WITH OTHER COUNTIES THROUGHOUT CALIFORNIA.*

19. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS RECOGNIZE AND SUPPORT ICAN'S EFFORTS TO COLLECT DATA ON CHILD ABUSE AND NEGLECT PREVENTION, REPORTING AND TREATMENT ACTIVITIES: UTILIZE THE ICAN DATA/INFORMATION SHARING REPORT AS A BASIS FOR THE DEVELOPMENT OF A COMPREHENSIVE MANAGEMENT INFORMATION SYSTEM FOR CHILDREN'S SERVICES.*
20. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS SUPPORT THE DEVELOPMENT OF COMMUNITY BASED PREVENTION PROGRAMS AND ENCOURAGE ALL COUNTY DEPARTMENTS TO WORK TOGETHER TO IDENTIFY AND REFER CHILDREN AT RISK OF ABUSE TO APPROPRIATE COMMUNITY RESOURCES.*

### **III. DEPARTMENT OF CHILDREN'S SERVICES (DCS)**

#### **PURPOSE**

The Committee researched and examined the status of children legally under the protection of Los Angeles County Juvenile Court System. The Committee identified areas of concern for children that are described in the Welfare and Institutions Code which are under the supervision of the DCS. The scope of the inquiry covered several aspects of the services that are rendered to these children by the County.

#### **AREAS OF CONCERN**

- A complete computerization of Children's Dependency Court.
- A support network for foster children.
- Development of facilities to care for children with severe emotional problems.
- Maintenance of complete health care records for children to ensure better medical treatment.
- The removal of juvenile courtrooms from the Criminal Courts Building. The establishment of Dependency Hearing Rooms, and an increase in the number of hearing rooms that the DCS currently has.

## **METHOD OF INVESTIGATION**

The Committee toured court facilities, probation camps, juvenile halls, group homes and emergency shelters for children throughout Los Angeles County. Commission meetings were attended. Interviews were conducted with experts and agency personnel in county departments and private centers. The Committee also studied reports and minutes issued by various departments.

### **A. AUTOMATION OF DEPENDENCY COURT**

#### **BACKGROUND**

The Committee has studied the DCS which is mandated to provide protective services to children who are possible victims of child abuse and neglect. As abuse referrals are investigated, and during the Treatment and Reunification phase of services, the Department must work closely with the Juvenile Justice System. This interaction is referred to as Dependency Court proceedings.

Each of the Department's 23 Regional Offices, as well as Intake and Detention Control (IDC) staff housed at the MacLaren Children's Center facility, are involved in the Dependency Court proceedings. This workload is largely a manual process.

The Committee noted that DCS is currently in the midst of a year long effort to convert to an automated Children's Information System, referred to as CIS. This system provides for a daily update of child information, through a "batch" process. CIS includes such information as family composition, the type of services provided, and current placement worker status.

#### **FINDING**

While CIS has proven to be a valuable tool, it does not provide line workers with a measureable workload relief through a reduction of paperwork. Automation of dependency court proceedings and court reporting would accomplish much of this. Such a system would completely computerize case records, court reports, and medical records. Information would be electronically stored and transmitted between line workers, court officers, judges and intake detention control staff located at MacLaren Children's Center.

Over the last few months the Committee was made aware that the DCS has been researching several automated dependency court alternatives. In itself, a stand-alone computerized system would not be cost effective. Preliminary analysis indicates that after savings offsets, such a system would cost DCS approximately \$0.5 million annually to operate. However, when considered as an integral part of comprehensive automated Child Protective Services System, cost benefits would be realized.

## **RECOMMENDATIONS**

21. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES INCLUDE AUTOMATION OF THE DEPENDENCY COURT WORKLOAD AS A TOP PRIORITY IN THEIR FUTURE AUTOMATION EFFORTS.*
22. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES IMMEDIATELY WORK JOINTLY WITH JUVENILE JUSTICE AUTHORITIES TO IDENTIFY AND RESOLVE ANY ISSUES WHICH MAY IMPEDE AUTOMATION OF DEPENDENCY COURT PROCEEDINGS.*
23. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES BEGIN DISCUSSIONS AS SOON AS POSSIBLE WITH APPROPRIATE CHILDREN'S SERVICES UNION REPRESENTATIVES TO RESOLVE ANY ISSUES RELATING TO "DATA ENTRY" BY PROFESSIONAL STAFF.*
24. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES, THE PROBATION DEPARTMENT, AND THE JUVENILE DEPARTMENT OF THE SUPERIOR COURT JOINTLY COORDINATE THEIR CURRENT AND FUTURE AUTOMATION EFFORTS RELATING TO DEPENDENCY PROCEEDINGS.*

## **B. SUPPORT NETWORK FOR FOSTER CHILDREN**

### **AREA OF CONCERN**

The Committee found that a Support Network for foster children is urgently needed. Foster parents at times are presented with children with severe emotional and behavioral problems. The Support Network should include training, respite care and a stepped up effort to recruit.

### **1. MANDATORY TRAINING**

#### **BACKGROUND**

Foster parents are an important component of the system of protective services to abused and neglected children. The children placed in their homes present severe emotional and

behavioral challenges. In order to ensure the quality of care and to meet the "special needs" of these children, it is essential that foster parents are prepared and adequately trained.

As there is no State law mandating training for foster parents, training attendance is below desired levels. The Committee feels the situation could be improved by:

- Mandatory training prior to licensure and placement of a child.
- Mandatory training prior to annual renewal of license.
- State or Federal legislation for mandatory training that includes financial support.

## **RECOMMENDATION**

*25. THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS AND INVOLVED COUNTY DEPARTMENTS GIVE ALL POSSIBLE SUPPORT TO EFFORTS TO INTRODUCE STATE LEGISLATION TO MANDATE TRAINING FOR ALL FOSTER PARENTS.*

## **2. RESPITE CARE FOR FOSTER PARENTS**

### **BACKGROUND**

Respite care for foster parents has been identified as an integral element of foster care support for years. The children currently in foster placement have serious problems and create considerable stress for their foster parents. Respite care resources are needed to prevent/minimize foster parent burnout.

### **FINDINGS**

The Committee has identified three basic approaches to the respite care issue:

- The recruitment and licensure of homes or centers designated for respite care only.
- The identification of suitable foster parents who are willing to take additional children for a specified, short period of time, i.e., over a weekend.
- The recruitment of volunteers in the community to go into a foster home to provide respite care. The volunteers will be carefully screened and cleared by the agency.

## RECOMMENDATIONS

26. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS AND INVOLVED COUNTY DEPARTMENTS GIVE ALL POSSIBLE SUPPORT TO INTRODUCE STATE LEGISLATION TO EXPAND THE DEPARTMENT'S CURRENT RECRUITMENT EFFORTS TO INCLUDE RESPITE CARE HOMES AND EXPLORE FUNDING TO PAY FOR RESPITE CARE COSTS.*

### 3. INCREASED NUMBER OF FOSTER HOMES

An increase is necessary so that children can be placed in a home that is able to meet the child's needs rather than placing a child where there is a vacancy.

## BACKGROUND

The Committee was aware that DCS, in response to the critical need for more foster parents, had been conducting an aggressive campaign of foster home recruitment and support. This campaign has resulted in an increase of 277 homes in the past eleven months.

Eight full-time foster home recruiters have been assigned to community outreach. This recruitment team includes three Hispanic recruiters selected to work specifically on recruitment within the Hispanic community.

Graduate social work students are conducting exit interviews with foster parents who have left the program in an effort to bring the family back into fostering and/or identify areas which need corrective action. During the first week of operation, three ex-foster families asked to reapply for a new license.

## FINDING

The Committee found that the DCS, in cooperation with the Chief Administrative Office, developed a comprehensive plan for enhanced foster home recruitment, support, and training. This plan was contained in a joint report to the Board of Supervisors dated December 29, 1986. The plan identified areas in the foster care system that need to be improved to enhance the foster parenting experience. These areas include providing more training and increased efforts in recruitment. In order to implement these increased efforts, the Committee was concerned that additional materials, equipment and staff must be required.

## RECOMMENDATIONS

27. *THE GRAND JURY RECOMMENDS THAT FUNDING BE PROVIDED TO IMPLEMENT THE RECOMMENDATIONS CONTAINED IN THE JOINT REPORT OF THE DEPARTMENT OF CHILDREN'S SERVICES AND CHIEF ADMINISTRATIVE OFFICE ON ENHANCED FOSTER HOME RECRUITMENT, SUPPORT, AND TRAINING.*

### C. DEVELOPMENT OF FACILITIES TO CARE FOR CHILDREN WITH SEVERE EMOTIONAL PROBLEMS

#### 1. DEVELOPING MENTAL HEALTH BEDS

##### BACKGROUND

Although a number of mental health beds for children have been developed in the past two years and several more are planned before the end of this fiscal year, the Committee found that there is a continuing need for many more, providing various levels of care.

- Severely emotionally disturbed children exhibit a broad range of symptoms and behaviors.
- Some children require inpatient treatment in a psychiatric facility; others need a less structured or intermediate setting; others can be successfully maintained in group homes and foster homes with appropriate mental health treatment services.
- The lack of these beds results in repeated placement failures, causes children to be inappropriately housed at MacLaren Children's Center for extended periods, and delays treatment while the child's condition deteriorates.

##### FINDINGS

The public agencies serving severely emotionally disturbed children (Department of Mental Health, Department of Children's Services, Probation Department, Department of Health Services, and the public schools) need to coordinate their efforts to develop additional mental health facilities. Possibilities for blended funding and staffing need to be explored.

Potential providers need encouragement and funding to develop a full range of care to prevent disrupting the lives of children as much as possible as they move from one level of care to another.

Although 27% of the County's population are children under 18 (1980 census), only 15% of the Department of Mental Health's 1985 budget was spent for children's programs. A greater proportion of the budget needs to be allocated to children's mental health needs, including mental health facilities.

## **2. TO DEVELOPING A MENTAL HEALTH FACILITY FOR CHILDREN WITH SEVERE EMOTIONAL PROBLEMS**

### **BACKGROUND**

Many children are hospitalized inappropriately as no intermediate care facilities are available.

With proper incentives, such as assisting with start-up costs, providing or helping to locate a suitable facility, and assuring a continuing source of funding for the mental health services, the private sector should be responsive.

A recent survey of other Southern California counties that have experimented with operating their own facilities showed that counties are finding them too costly to operate and are contracting them out to private providers. AFDC-FC pays the residential costs, while mental health funds the treatment services.

### **FINDINGS**

There are many psychiatric facilities with which the County can contract for acute care beds for children, but few, if any, that provide subacute or intermediate care. Orange County has recently developed a 24-bed subacute facility to prevent psychiatric hospitalizations. This facility was built on county land, funded with revenue bonds, and leased to a private provider. Mental Health provides treatment services. A similar facility needs to be developed in Los Angeles County.

### **RECOMMENDATIONS**

28. *THE GRAND JURY STRONGLY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES PROMOTE AN INCREASED EFFORT WITH ALL PUBLIC AGENCIES SERVING SEVERELY EMOTIONALLY DISTURBED CHILDREN. THE DEPARTMENT OF CHILDREN'S SERVICES SHOULD STIMULATE COOPERATION AND COORDINATION AMONG THESE AGENCIES IN ORDER TO:*



- *prevent fragmentation of services,*
- *involve the private sector more effectively,*
- *increase the number of mental health beds available to children of all ages,*
- *develop model residential programs within the private sector to provide a range of mental health treatment services,*
- *maximize the potential for blended funding and staffing,*
- *establish standards monitor facilities, and provide case management services.*
- *increase the proportion of Mental Health's budget allocated for children's programs.*
- *explore the development of a subacute facility similar to the Orange County model.*

#### **D. MAINTENANCE OF COMPLETE HEALTH RECORDS**

##### **AREA OF CONCERN**

The Committee feels very strongly that it is imperative to maintain complete health care records for children under the supervision of the DCS to ensure better medical treatment.

##### **BACKGROUND**

There are several problem areas in the maintenance of child health care records.

- Medical data is often unknown or unobtainable when a child enters the system.
- Medical data is often inadequately recorded when a child is in care.
- Medical records do not always follow a child as s(he) moves between his/her own home and one or more care placements.

##### **FINDINGS**

The one feasible solution would be to centralize and automate child health care records. If that is not possible in the immediate future, the manual recording system should be

improved. The public and private medical community and child welfare agency staff must work together as a team to collect, record, and convey a child's health history data.

## **RECOMMENDATIONS**

29. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES EXPLORE THE FEASIBILITY OF AUTOMATING RECORD KEEPING,*
30. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES ENSURE UNIFORM AND COMPREHENSIVE IMPLEMENTATION OF THE CURRENT MANUAL RECORDING SYSTEM.*
31. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES WORK WITH LOCAL MEDICAL ASSOCIATIONS AND COUNTY AGENCIES INVOLVED WITH THE PROVISION OF HEALTH SERVICES, TO COORDINATE RECORDING AND MAINTENANCE OF CHILD HEALTH CARE RECORDS.*
32. *THE GRAND JURY RECOMMENDS THAT A SYSTEM BE DEVELOPED TO DETERMINE WHETHER PRESENT MEDICAL SERVICES MEET THE NEEDS OF THE CHILDREN IT SERVES AND IF NOT WHAT ADDITIONAL RESOURCES/SUPPORT IS NEEDED.*

## **IV. DEPENDENCY COURT**

### **AREAS OF CONCERN**

To remove the dependency courts from the Criminal Courts Building (CCB) and to develop child-focused courts for dependency hearings.

### **BACKGROUND**

In 1979 the Juvenile Court Dependency Courts, which hears cases of children who are the victims of child abuse and neglect, were relocated to CCB. This relocation was done on a temporary basis until court facilities suitable to meet the unique needs of dependent children were secured. In the eight years that have elapsed the number of courts hearing dependency cases has tripled – from five to fifteen courts, and the fifteen courtrooms are spread out on five separate floors of CCB.

The Committee has learned that much has been said and written about the growing caseload and the difficulties faced by the court to meet the demands of the dependency process. Since 1973-74, the number of courts have increased from 3.6 to 15; the number of filings increased five fold, from 3,000 to 16,000 in 1985-86. In addition to the increased filings, the court is mandated to review each case every six months. In 1985-86 this meant the review of nearly 40,000 cases.

## **FINDINGS**

Until very recently, financing had been a major impediment. The situation has been partially corrected by vote of the Board of Supervisors. However, the inability of the County and the Superior Courts to agree on a program has contributed to this delay while numerous reports and memoranda have been produced concurrent with the increase in the number of dependency courts in CCB.

In recent years, as the public has been made aware of the increasing problems of abused and neglected children, the Juvenile Dependency Court which has jurisdiction over these matters has also been frustrated by the bureaucracy.

The issue of removing dependency courts from CCB has gone on for too long; little, if any action has been taken to complete the successful placement of these courts to more appropriate environment.

Presently there is no adequate waiting space for children and their families. There are insufficient areas for the children to play. Attorneys and others who must interview the children do so in corridors or in crowded rooms. The staff serving the children is spread throughout the building in space inadequate to meet its needs. Clearly, courts for dependent children do not belong in CCB.

The children's best interests should be the motivating factor as a program is developed and implemented to relocate these courts. These children are not delinquents or criminals but rather victims, and the dependency court process should not contribute to the trauma which these individuals may have already experienced. To lessen the trauma to these children, we suggest that the Superior Court consider a decentralized dependency court program away from the congestion of the civic center area. Although a decentralized program may have higher operating costs, those costs would be outweighed by the benefits achieved from shorter travel time, less traffic and parking congestion and a lower stress environment.

## **RECOMMENDATIONS**

33. *THE GRAND JURY RECOMMENDS THAT REMOVAL OF DEPENDENCY COURTS FROM THE CRIMINAL COURTS BUILDING TO A PERMANENT*

*LOCATION BE ONE OF THE SUPERIOR COURT'S AND COUNTY'S HIGHEST PRIORITIES AND A PROGRAM BE COMPLETED NO LATER THAN THE END OF THE 1987-88 FISCAL YEAR.*

34. *THE GRAND JURY RECOMMENDS THAT THE INTEREST OF THE CHILDREN WHO MUST UTILIZE THE DEPENDENCY COURTS BE THE MOTIVATING FACTOR IN DETERMINING PERMANENT COUNTY LOCATION(S).*
35. *THE GRAND JURY RECOMMENDS THAT A DECENTRALIZED DEPENDENCY COURT LOCATION BE STRONGLY CONSIDERED BY THE SUPERIOR COURT.*
36. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF CHILDREN'S SERVICES, IN CONJUNCTION WITH THE SUPERIOR COURT AND OTHER COUNTY DEPARTMENTS RESPONSIBLE FOR SERVING ABUSED AND NEGLECTED CHILDREN, WORK TO IMPROVE COURT SERVICES TO CHILDREN, INCLUDING PROCEDURAL AND ENVIRONMENTAL INNOVATIONS WHICH INCLUDE:*
  - *Development of a children's court facility that is a sensitive and congenial environment for children; and*
  - *Provision for areas in such facilities which are both child-appropriate and age-appropriate for play, waiting and interviewing.*

## **V. COUNTY STORE**

### **BACKGROUND**

The County of Los Angeles is an exciting place. Los Angeles County government is one of the best in the nation. However, many of our citizens and most of our visitors do not know of the many positive programs which the County has to offer, and do not appreciate the hard working governmental officials and employees who make these programs possible.

Something is needed that will foster, among citizens and visitors alike, a greater awareness of the county, its government, and its employees.

## AREA OF CONCERN

In its contacts and discussions with citizens during the past year, the Committee became increasingly aware that, unlike government activities at the municipal and federal levels, the work of county government is scarcely known to many in the community, much less to visitors here.

The Committee decided that some means should be found, or some approach developed that could create heightened consciousness of the County and its work.

## FINDINGS

A number of approaches were investigated, but one of them had the undeniable appeal for the Committee of being simple, graphic, and all but certain to be successful.

What the Committee found in its investigation was the absence, anywhere in the County, of the kind of visitor center which not only provides information but offers the sorts of items — souvenirs such as cups, pins, tee shirts, caps and the like — which, emblazoned with an appropriate design, appeal so much to everyone these days, local resident and tourist alike.

It occurred to the Committee that such a center, developed and staffed by volunteer effort, would accomplish two important things if it could offer for sale a variety of souvenir items tastefully decorated with the County seal and/or other appropriate logos.

First, such an approach would enhance awareness of the County as these items are used by local residents and carried to all parts of the globe by tourists.

Second, the approach could be expected to have at least a modest potential for producing revenue, over and above operating costs, which could be used to help offset the cost of other County programs.

These findings have led the Committee to conclude that establishment of such a center should be recommended, and that items should be sold there which enhance awareness of the County among citizens and visitors.

Because of its special concern for juvenile justice issues, the Committee will recommend that any revenue which the center might produce be earmarked to help fund one of the County's most necessary and needed juvenile justice units: the Sexually Abused Child Detail of the Los Angeles County Sheriff's Department.

## RECOMMENDATIONS

37. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS AUTHORIZE THE ESTABLISHMENT OF A LOS ANGELES COUNTY VISITOR CENTER/SOUVENIR STORE TO BE OPERATED AND STAFFED BY VOLUNTEERS.*
38. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS ESTABLISH A TASK FORCE TO DEVELOP, IMPLEMENT, AND OVERSEE THE OPERATION OF THE VISITOR CENTER/SOUVENIR STORE.*
39. *THE GRAND JURY RECOMMENDS THAT THE VISITOR CENTER/SOUVENIR STORE BE PERMITTED TO ACQUIRE, STOCK, AND SELL ITEMS WHICH BEAR THE LOS ANGELES COUNTY SEAL AND/OR OTHER APPROPRIATE LOGOS.*
40. *THE GRAND JURY RECOMMENDS THAT PROCEEDS FROM THE SALE OF SUCH ITEMS BE USED, FIRST, TO OFFSET THE OPERATING COSTS OF THE VISITOR CENTER/SOUVENIR STORE, AND THAT, THEREAFTER, ANY REMAINING PROCEEDS BE EARMARKED TO HELP FUND THE SEXUALLY ABUSED CHILD DETAIL OF THE LOS ANGELES COUNTY SHERIFF'S DEPARTMENT.*

## FIELD TRIPS

### FEDERAL OFFICES

Department of Justice Immigration and Naturalization Service  
Detention and Deportation  
United States Border Patrol  
Federal Correctional Institution, Terminal Island

### STATE OFFICES

Department of Corrections, California Institution for Men, Chino  
State Social Services Child Abuse Prevention  
Department of the Youth Authority  
Fred C. Nelles School  
Youth and Adult Correctional Agency

### LOS ANGELES COUNTY OFFICES

Chief Administrative Office  
Capital Projects Division  
Finance Division - Justice Team

**Public Affairs Office**  
**Child Advocates Office - The Superior Court**  
**Department Chief Medical Examiner-Coroner**  
**District Attorney - Juvenile Division - Child Abuse Section**  
**Inter-Agency Council on Child Abuse and Neglect**  
**Purchasing and Stores Department**  
**Department of Health Services**  
**Data Processing Department**  
**Countywide Criminal Justice Coordinating Committee**  
**Los Angeles County Sheriff's Department**  
    **Communications Center**  
    **Juvenile Investigations Bureau**  
    **Narcotics Prevention Unit**  
    **Child Abuse Detail**  
    **Youth Services Bureau**  
    **"SANE" Narcotics Prevention Unit**  
    **Vice Bureau**  
    **Marina del Rey**  
**Children's Roundtable**  
**Auditor-Controller**  
**Public Defender**  
**Community Development Department**  
**Department of Beaches and Harbors**  
**Arborea and Botanic Gardens**  
**Superior Courts - Juvenile Courts**  
**County Clerk/Executive Office**  
**Board of Supervisors**  
**Department of Mental Health**  
**Department of Health Services**  
**Los Angeles County Board of Education**  
**Department of Public Social Services**  
**Probation Department**  
    **Eastlake Juvenile Hall**  
    **Los Padrinos Juvenile Hall**  
    **San Fernando Juvenile Hall**  
    **Camp C.B. Afflerbaugh**  
    **Camp David Gonzales**  
    **Camp Karl Holton Placement Center**  
    **Camp Kilpatrick**  
    **Camp William V. Mendenhall**  
    **Camp Mira Loma**  
    **Camp Kenyon J. Scudder**  
    **Camp John Munz**  
    **Camp Joseph M. Paige**

Camp Glenn Rockey  
Camp Joseph Scott  
Camp Barley Flats  
Camp Louis Routh  
Dorothy F. Kirby Center  
David V. Kenyon Juvenile Justice Center  
Department of Children's Services  
Bureau of Program Resources  
Bureau Protective Services  
MacLaren Children's Center  
Department of Community and Senior Citizens Services

#### **LOS ANGELES CITY OFFICES**

Los Angeles Police Department  
Juvenile Division  
Gang Awareness - Gang Activities Section  
DARE Program - Juvenile Division - Narcotics  
CAPE Child Abuse Prevention - Education - Juvenile Division  
Crime Prevention Unit  
Hollywood Detectives  
Bureau of Special Investigation  
Public Affairs Section  
Sexually Exploited Child Unit  
West Los Angeles Detectives  
Department of Airports, Airport Police - Los Angeles  
International Airport  
Drug Abuse Program Office

#### **BIBLIOGRAPHICAL NOTE**

Members of the Committee have read, studied and discussed numerous reports and recommendations issued by other organizations and associations, both governmental and private.

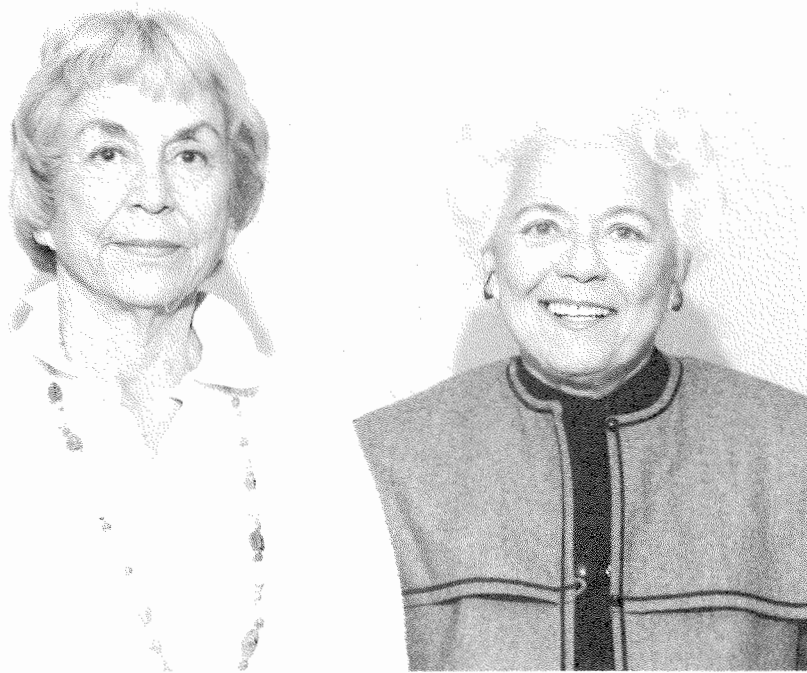
#### **HEARINGS AND INTERVIEWS**

Testimony was heard from over 300 representatives of the public, private, education, justice, and public relations sectors with diverse viewpoints, experiences and attitudes.

*Shirley Lertzman, Chairman*  
*Eugene Kaplan, Vice Chairman*  
*Sherman Broidy*  
*Janet Kaye*  
*Robert Lutz*  
*Lindsey Saunders*



LEGISLATIVE COMMITTEE



**LEGISLATIVE COMMITTEE**

Standing L to R: Martha Padve, Chair, Eugenie Kaplan

# LEGISLATIVE COMMITTEE

## PURPOSE

The Legislative Committee was established to track current legislation relating to the Grand Jury's civil and criminal functions or affecting Grand Jury selection and procedures.

## BACKGROUND

The Hawkins Decision, which entitles a defendant to a post-indictment preliminary hearing, has diminished the Grand Jury's role in the criminal justice process. As a result, its civil activities have increased proportionately; therefore, the awareness of proposed civil legislation is valuable to the Jury's investigative function.

The 1986-87 Grand Jury's Legislative Committee was formed late in its term and served principally as a liaison between the Legislative Section of the Chief Administrative Office and the Grand Jury as a whole.

## AREAS OF CONCERN

Many issues studied by the Grand Jury are the subject of proposed legislation which is under discussion in State Legislative Committees, and many issues are affected by proposed County Ordinances recommended by the Los Angeles County Board of Supervisors.

Specific legislation brought to the attention of the Grand Jury in this 1986-87 term were:

1. Hawkins vs. Superior Court (S.F. No. 23682, November 9, 1978) relating to post-indictment preliminary hearings.

The Grand Jury endorsed Senator Davis' proposal (Senate Constitutional Amendment No. 11) annulling the effect of the Hawkins decision.

2. Immigration Reform and Control Act of 1986

The Grand Jury requested an audit review of procedures for identifying the level and cost of services provided to undocumented aliens in Los Angeles County.

3. Assembly Bill No. 2674 amends sections of the Brown Act and imposes new requirements on all local government boards and commissions which are subject to the open meeting law.
4. An ordinance amending Title 2 of the Los Angeles County Code relating to Award of Contracts (Section 2.104.380 amended).

The Grand Jury felt that the removal of the cost effectiveness clause when awarding Proposition A contracts was improper and informed the Board of Supervisors of its objections. (Statement attached.)

5. Assembly Bill No. 149 (December 22, 1986) which among other provisions proposes that as of January 1, 1989, Grand Juries be required to submit a copy of their final reports to the State Legislature to be compiled and summarized in a report by the Legislative Analyst.

The Grand Jury voted to support the general concept of this provision of the proposed legislation.

6. Assembly Bill No. 1814 (March 5, 1987) which contained two areas of particular concern to County grand juries:
  - (a) The bill deletes the requirement that the Grand Jury report be submitted to the Board of Supervisors.
  - (b) The bill requires a two-thirds vote of all members of the Grand Jury in order to publicly release a report on the investigation of county offices or agencies.

The Los Angeles County Grand Jury voted to disapprove the entire bill as proposed.

The Legislative Committee also assisted the Government Operations Committee in the legislative portion of its study (January 1987, Los Angeles County Commissions and Committees) which recommends a "systematic sunset review of all non-mandatory commissions and committees."

#### **METHOD OF INVESTIGATION**

The Legislative Committee met with members of the Legislative Section staff of the County CAO to discuss their procedures and to determine the guidelines for a working relationship with them. The entire Legislative staff was cooperative, helpful, and prompt to respond to committee requests for information.

The Legislative Section researched legislation of interest to the Grand Jury. Copies of the bills were forwarded to the Legislative Committee and distributed to the appropriate jury committee for review and recommendation. The Legislative Section was informed of the action of the Grand Jury and included any input from the Jury in its analysis of legislation which, because of fiscal or policy impact, warranted a position to be taken by the Board of Supervisors.

## RECOMMENDATIONS

1. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY FORM A LEGISLATIVE COMMITTEE OR APPOINT A LEGISLATIVE REPRESENTATIVE EARLY IN ITS TERM.*
2. *THE GRAND JURY RECOMMENDS THAT THE FOLLOWING METHOD BY WHICH THE GRAND JURY CAN PROVIDE INPUT INTO THE COUNTY'S LEGISLATIVE PROCEDURES BE CONSIDERED:*
  - a. *THE GRAND JURY SHOULD REVIEW SPECIFIC PIECES OF LEGISLATION IN A MANNER THAT PERMITS TIMELY INPUT INTO THE ANALYSIS MADE BY THE LEGISLATIVE STAFF.*
  - b. *THE GRAND JURY SHOULD EITHER APPROVE IN CONCEPT OR OPPOSE IN CONCEPT THE GENERAL THRUST OF THE LEGISLATION AND INDICATE ANY NECESSARY AMENDMENTS IN A WRITTEN POSITION.*

*Martha Padve, Chairman*

*Eugenie Kaplan*

*Ben Norman (Mr. Norman served from September 22, 1986 to February 2, 1987)*



SOCIAL AND HUMAN SERVICES COMMITTEE



**SOCIAL AND HUMAN SERVICES COMMITTEE**

*Standing L to R:* Henry Rivas, Rosa Closs, Leslie Clark

*Seated L to R:* Concepcion Minsky, Ben Norman, Chair, Helene Moss



# SOCIAL AND HUMAN SERVICES COMMITTEE

## PURPOSE

The Committee undertook the task of examining issues which affect the daily lives of people in the community. Public social services for many people, including the homeless, are essential for actual sustenance of life and health. For others, especially the elderly, public social services made the difference between a drab existence, and one offering some amenities and hope. The Committee decided to concentrate on the following areas of concern:

- Cost of county services to undocumented aliens.
- The homeless.
  1. Condition of voucher hotels
  2. County-City Coordination for Enforcing Standards Compliance with Voucher Hotels
  3. Medical services in Skid Row
  4. Review of management of Weingart Center
- Child care services available for children of needy working parents.
- The mental health needs of the Black community, and the Department of Mental Health's current personnel practices regarding Blacks.

## A. COST OF COUNTY SERVICES TO UNDOCUMENTED ALIENS

It quickly became apparent to the Committee that a large part of the cost of social services was attributable to the number of undocumented aliens in the county. The actual number of such residents was undetermined; therefore their actual impact on county agencies could not be pinpointed. Even worse, since no actual figures on this population were available, the county was in a poor position to ask for reimbursement from federal or state sources for the services provided by the county.

The Committee studied the Rand Corporation's report "Current and Future Effects of Mexican Immigration in California," and met with its author, Kevin McCarthy. The Committee also reviewed the Southern California Research Council's report, "Mexico and Southern California," and met with its author, Professor James D. Likens.

It was clear that undocumented aliens had a significant impact on county budgets and that lack of accurate alien population figures was costing the county millions of dollars which were potentially reimbursable.

The Committee shared the information and insights it had gained during this initial phase with the entire Grand Jury who then voted to adopt the topic as an area of concern for the entire Jury. It was referred to the Audit Committee for further action. The Audit Committee in turn arranged for a study of the situation by a contract auditor. That study, Procedures for Identifying the Level and Cost of Services Provided by Los Angeles County for Undocumented Aliens by the Harvey M. Rose Accountancy Corporation, is discussed in the Audit Committee Report.

## **B. THE HOMELESS**

### **1. CONDITION OF VOUCHER HOTELS**

#### **BACKGROUND**

A lawsuit was filed in August 1986, against the County of Los Angeles on behalf of various homeless persons and the general public alleging that the County was placing some homeless people in uninhabitable hotels in violation of its own regulations.

The County Counsel and counsel for the plaintiffs had agreed to negotiating sessions to arrive at acceptable minimum standards for voucher hotels.

The Social and Human Services Committee learned that the negotiating sessions were stalled over various points and requested permission from both sides to attend the sessions. Permission was granted.

After a number of negotiating sessions attended by members of the Committee, the participants agreed to Minimum Standards for Voucher Hotels, and terms for a Preliminary Injunction.

On November 5, 1986 the Stipulation and Order was prepared for signature but was not signed by the County because of disagreement about the implementation date. The Director of the Department of Public Social Services (DPSS) proposed to implement the program by February 1, 1987. Counsel for the plaintiffs requested implementation by January 1, 1987, because of the urgency of accomplishing the improvements before the harsh weather expected in the winter months.

The Committee interceded, and on December 2, 1986, the Board of Supervisors took the following action:

.... By motion of Supervisor Edelman, seconded by Supervisor Dana, unanimously carried (Supervisor Schabarum being absent), the Board approved the Stipulation and Order regarding Preliminary Injunction ....

With this instruction from the Board, County Counsel signed the Stipulation and Order and the Superior Court made the Minimum Standards part of the court order.

Subsequently, both counsel for the plaintiffs and the County Counsel's Office stated that the entire tone of the negotiations changed once the Grand Jury representatives attended the sessions and that to a large extent the success of the negotiations was due to the Grand Jury presence.

#### **RECOMMENDATION**

1. *THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY MONITOR THE COMPLIANCE OF THE COUNTY WITH ALL THE TERMS OF THE SUPERIOR COURT CONCERNING VOUCHER HOTELS IN LOS ANGELES SKID ROW. (Stipulation, Terms, and Court Order available through County Counsel's Office.)*
2. **COUNTY-CITY COORDINATION FOR ENFORCING STANDARDS COMPLIANCE BY VOUCHER HOTELS**

#### **BACKGROUND**

Minimum standards for voucher hotels were established at the negotiating sessions between the County and the plaintiffs with Grand Jury representatives in attendance in the lawsuit filed against the County in behalf of the homeless.

However, no mechanism existed to fully implement the standards because there was no coordination of inspections of the affected buildings in Skid Row between Los Angeles County and the City of Los Angeles. Inspectors from the County Department of Health Services (DHS) are charged with the primary responsibility of determining whether a hotel is in violation of the standards. A report of violation from DHS would trigger action on the part of the County Department of Public Social Services (DPSS) to warn or remove the offending hotel from the approved list.

The problem arose because the Los Angeles City Fire Department and the City Building and Safety Department have jurisdiction over the hotels in Skid Row and they regularly inspected those buildings; but neither the City nor the County agencies shared information with each other when they found violations. The County had never been successful in setting up a meeting to address this.

## **METHOD OF INVESTIGATION**

The Social and Human Services Committee of the Grand Jury arranged a meeting in its offices attended by the following participants:

Captain Geoffrey Schroeder, Los Angeles City Fire Department  
David Caslaned, Los Angeles City Fire Department  
Richard Holquin, Los Angeles City Department of Building and Safety  
J.L. Carney, Los Angeles City Department of Building and Safety  
Frank Davanzo, Deputy County Counsel  
E. Schweid, Los Angeles County Department of Health Services  
Tom Ogi, Los Angeles County Department of Health Services  
Ben Norman, Los Angeles County Grand Jury  
Henry Rivas, Los Angeles County Grand Jury

The Grand Jury Committee stated that it planned to continue these meetings until the various City and County agencies formulated a procedure to cooperate with each other on sharing information on code violations in voucher hotels.

By the end of the meeting a procedure had been established and a memorandum from this Committee sent to each participant formalized the terms of agreement which had been reached. (See Appendix.)

## **RECOMMENDATION**

- 2. THE GRAND JURY RECOMMENDS THAT THE 1987-88 GRAND JURY MONITOR THE EFFECTIVE SHARING OF INFORMATION AMONG LOS ANGELES COUNTY AND CITY OFFICIALS CONCERNING CODE VIOLATIONS OF VOUCHER HOTELS BY INQUIRING OF THE COUNTY CHIEF ENVIRONMENTAL HEALTH OFFICER AT THE DEPARTMENT OF HEALTH SERVICES AND OF THE PLAINTIFF'S ATTORNEY, JON DAVIDSON AT IRELL AND MANELLA AS TO THE STATUS OF COOPERATION. THE 1987-88 GRAND JURY SHOULD INVESTIGATE ANY NEW PROBLEMS THAT MAY HAVE ARISEN.*

### 3. MEDICAL SERVICES IN THE SKID ROW AREA

#### BACKGROUND

On February 24, 1987 the Grand Jury presented a detailed report to the Board of Supervisors with the major finding that the health needs of the Skid Row community are not being properly met.

The following is a digest of the report submitted to the Board on February 24, 1987:

The Los Angeles County Department of Health Services (DHS) operates a medical clinic at the Weingart Center in Skid Row at 6th and San Pedro in space leased from the Center by the County. Weingart was selected as the location because it has adequate space and is located in the heart of the Skid Row area.

This clinic was originally intended to operate 24 hours a day because of the unique nature of the community it serves. It is now open only from 7:30 a.m. to 4:00 p.m., five days a week, but closed on weekends. The clinic primarily services the needs of the alcoholic rehabilitation program run by the Volunteers of America.

The Clinic has a full time staff of nine. Medical services are available by appointment only. The Clinic serves walk-ins for only two hours in the morning. It does not handle first aid or urgent or emergency medical problems. Those people are told they must go elsewhere, with no transportation provided. The "elsewhere" could be 15 miles away. Total patients seen by the clinic, by appointment or as walk-ins, are approximately 22 to 25 each day.

The spread of communicable disease in the Skid Row community has been a health concern for years. The incident of tuberculosis is rising. Acquired Immune Deficiency Syndrome (AIDS) is becoming more prevalent. Communicable disease in Skid Row is a potential threat to the entire Los Angeles community.

Although the medical clinic at Weingart Center has X-ray and laboratory equipment, these are not available to the general Skid Row community for diagnostic purposes. People are told they must go elsewhere, with no transportation provided.

After a thorough review, the Department of Health Services issued a report in May, 1986, titled "Proposal for Medical Services in Skid Row Area." Among the stated objectives of DHS for the Weingart Medical Clinic were the following:

- To provide first aid and primary care services to the general Skid Row community

- To improve the access of Skid Row homeless and residents to existing DHS facilities elsewhere
- To improve the detection, and early treatment, and referral of persons with communicable diseases in the Skid Row population.

The Social and Human Services Committee determined that none of these objectives were being met.

## **METHOD OF INVESTIGATION**

The Social and Human Services Committee of the Grand Jury inspected the medical clinic at Weingart. It also inspected the alternative medical facilities on Skid Row, including the Catholic Workers Hospitality Clinic, Para los Ninos, and the U.C.L.A.-operated clinic at Union Rescue Mission. Committee members conducted extensive interviews with professional personnel at each of these facilities. Medical needs were discussed with emphasis on needs of children and women.

A subcommittee attended meetings of the City and County Task Force on the Homeless. The Committee also conducted interviews with Dr. Caswell Evans, DHS; Anthony Rogers, Administrator of the Claude Hudson Comprehensive Health Center; Maxene Johnston, Director of Weingart Center; Police Commissioner Barbara Schlei, and Fire Commissioner Anne Reiss Lane.

## **FINDINGS**

The Grand Jury agrees with the DHS opinion that the health needs of the Skid Row community are not being met.

Space needs are solvable. There is ample additional space available in Skid Row for expansion of a medical clinic. The central location of the Weingart Center makes it the logical place for such expansion. In addition, Los Angeles County already has a major capital investment in the facility. It should be protected and expanded.

The Committee finds that the threat of spreading communicable diseases of all kinds is very real and increasing daily.

Aside from compassion for the medical needs of the Skid Row community, there is a self protection element for the general Los Angeles community which dictates prompt attention to the public health and personal health services needs of Skid Row.

The Committee also found that a walk-in facility at Weingart with greatly expanded hours is essential.

## RECOMMENDATIONS

3. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS IMMEDIATELY ALLOCATE THE NECESSARY FUNDS TO ACCOMPLISH THE ORIGINAL OBJECTIVES OF THE DHS IN ITS MAY, 1986, MEMORANDUM TITLED "PROPOSAL FOR MEDICAL SERVICES IN SKID ROW AREA."*
4. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT DHS TO NEGOTIATE FOR ADDITIONAL SPACE IN SKID ROW.*
5. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT DHS TO OPERATE THE MEDICAL FACILITY AT LEAST 16 HOURS PER DAY, FROM 7:30 A.M. TO 11:30 P.M., INCLUDING SATURDAYS.*
6. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT DHS TO PROVIDE FOR WALK-IN, PRIMARY, AND FIRST AID CARE, LEAVING THE FIRE DEPARTMENT MEDICS FREE TO ANSWER LIFE-THREATENING CALLS.*
7. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT DHS TO PROVIDE CLINIC TRANSPORTATION TO OTHER HEALTH CARE FACILITIES FOR URGENT CARE. THE GRAND JURY RECOMMENDS THAT A JITNEY OR STATION WAGON MAKE DAILY ROUNDS OF THE FACILITIES IN SKID ROW AND TAKE REFERRED PATIENTS TO THE CLAUDE HUDSON COMPREHENSIVE HEALTH CARE CENTER OR COUNTY USC MEDICAL CENTER.*
8. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT DHS TO REQUIRE SCREENING FOR TUBERCULOSIS AND OTHER COMMUNICABLE DISEASES AS A PART OF EVERY EXAMINATION.*
9. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF HEALTH SERVICES ARRANGE TO MAKE X-RAY AND LABORATORY FACILITIES BE AVAILABLE BY REFERRAL FROM OTHER HEALTH SERVICE AGENCIES IN SKID ROW WHICH DO NOT HAVE THE EQUIPMENT.*

RESPONSE BY THE DIRECTOR OF THE COUNTY DEPARTMENT OF HEALTH SERVICES TO THE BOARD OF SUPERVISORS CONCERNING THE GRAND JURY RECOMMENDATIONS IN ITS REVIEW OF MEDICAL SERVICES IN THE SKID ROW AREA. (Recommendations 3-9 above.)

On March 19, 1987 the Grand Jury received a copy of the response to its recommendations which the Director of Health Services made to the Board of Supervisors.

Excerpts:

3. Recommendation - The Board of Supervisors should immediately allocate the necessary funds to accomplish the original objectives of DHS in its May, 1986, memorandum, titled "Proposal for Medical Services in Skid Row area."

Response - The proposal referred to by the Grand Jury presented five objectives for addressing the unmet need for medical services in the Skid Row area. The objectives and their status are as follows:

- To provide medical care and referral services for alcohol and drug abuse agencies. This has been accomplished as part of the ongoing services of the Weingart Medical Clinic.
- To provide first aid and primary care services to the general Skid Row community. Medical walk-in services are now part of the ongoing services provided at the Weingart Medical Clinic. For fiscal year 1986-87, \$100,000 was allocated by the Board of Supervisors to expand medical services. The Medical Clinic used these funds to provide walk-in first aid and primary medical care services between the hours of 7:30 a.m. to 4:30 p.m.
- To improve the access of Skid Row homeless and residents to existing DHS facilities. This objective should be accomplished this fiscal year. The City of Los Angeles has awarded funds to set up a non-emergent transportation project in the Skid Row area. This project would provide patient pick-up and return between DHS facilities and Skid Row shelters. The City of Los Angeles Community Development Agency and Department of Transportation are working on contract language. The estimated date for this project to begin in late April or May 1987.
- To improve the detection, early treatment and referral of persons with communicable disease in the Skid Row population. This objective will require additional funds to employ public health outreach teams. DHS will be submitting a proposal requesting Special Needs and Priorities (SNAP) funds to offset the cost of staffing the outreach teams. If the State approves the proposal, this project could begin as early as June 1, 1987. If the State does not fund the project, then other County funds will need to be secured to finance the outreach effort.
- To enter into a space use and service agreement with UCLA School of Nursing. At the time this objective was included, the UCLA School of Nursing expressed considerable interest in relocating their Homeless Health Care program to the Weingart Medical Clinic. However, more recently, the UCLA School of Nursing has decided it would be in their best interest to relocate their program to the



remodelled St. Vincent Center which will have medical clinic facilities. Based on this change in direction, a formal referral mechanism between the UCLA Homeless Health Care Clinic and the Weingart Medical Clinic for x-ray and laboratory work-ups will be in place by the end of March 1987.

4. Recommendation - The Board of Supervisors should direct DHS to negotiate for additional space in Skid Row.

Response - DHS hired a facility planning consultant to review space utilization in the Weingart Center. Currently, the County leases space in the Weingart Center for Alcohol Rehabilitation, Mental Health and DPSS. The consultant report to the Department recommended that, because of the architectural limitations of the Weingart Center, any leasing and remodelling of additional space would not be advisable.

Based on the consultant's recommendation, a Capital Project request was developed for the purchase of another site, adjacent to the Weingart Center, for the construction of a primary care clinic to serve the Skid Row area. This Capital Project request will be submitted as part of the Department's Unmet Needs Budget. The estimated cost of constructing a primary care clinic using relocatable buildings is \$1.1 million.

5. Recommendation - The Board of Supervisors should direct DHS to operate the medical facility at least 16 hours per day from 7:30 a.m. to 11:30 p.m. including Saturdays.

Response - It is not feasible at this time to expand the hours of the medical clinic. The medical clinic currently operates from 7:30 a.m. to 4:30 p.m., which are the hours of highest demand. In order for the clinic to operate on an extended hour schedule, including Saturdays, an additional 12 positions would be required which represents a budget augmentation of \$480,000 for personnel, supplies and equipment. The Department will be including a request for additional funds for Skid Row health services as part of its 1987-88 Unmet Needs Package.

6. Recommendation - The Board of Supervisors should direct DHS to provide walk-in, primary, and first aid care, leaving the Fire Department Medics free to answer life threatening calls.

Response - This recommendation has been implemented. The Weingart Medical Clinic is providing medical walk-in, first aid and primary care services to homeless and Skid Row residents between the hours of 7:30 a.m. to 4:30 p.m. No one is being turned away without treatment or referral for treatment.

remodelled St. Vincent Center which will have medical clinic facilities. Based on this change in direction, a formal referral mechanism between the UCLA Homeless Health Care Clinic and the Weingart Medical Clinic for x-ray and laboratory work-ups will be in place by the end of March 1987.

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Response - DHS hired a facility planning consultant to review space utilization in the Weingart Center. Currently, the County leases space in the Weingart Center for Alcohol Rehabilitation, Mental Health and DPSS. The consultant report to the Department recommended that, because of the architectural limitations of the Weingart Center, any leasing and remodelling of additional space would not be advisable.

Based on the consultant's recommendation, a Capital Project request was developed for the purchase of another site, adjacent to the Weingart Center, for the construction of a primary care clinic to serve the Skid Row area. This Capital Project request will be submitted as part of the Department's Unmet Needs Budget. The estimated cost of constructing a primary care clinic using relocatable buildings is \$1.1 million (see Attachment I).

5. Recommendation - The Board of Supervisors should direct DHS to operate the medical facility at least 16 hours per day from 7:30 a.m. to 11:30 p.m. including Saturdays.

Response - It is not feasible at this time to expand the hours of the medical clinic. The medical clinic currently operates from 7:30 a.m. to 4:30 p.m., which are the hours of highest demand. In order for the clinic to operate on an extended hour schedule, including Saturdays, an additional 12 positions would be required which represents a budget augmentation of \$480,000 for personnel, supplies and equipment. The Department will be including a request for additional funds for Skid Row health services as part of its 1987-88 Unmet Needs Package (see Attachment II).

6. Recommendation - The Board of Supervisors should direct DHS to provide walk-in, primary, and first aid care, leaving the Fire Department Medics free to answer life threatening calls.

Response - This recommendation has been implemented. The Weingart Medical Clinic is providing medical walk-in, first aid and primary care services to homeless and Skid Row residents between the hours of 7:30 a.m. to 4:30 p.m. No one is being turned away without treatment or referral for treatment.

Subsequent to the review made by the auditors, the Grand Jury, based on findings in the auditor's report, adopted the following additional recommendation.

## **RECOMMENDATION**

10. *THE GRAND JURY RECOMMENDS THAT BECAUSE LOS ANGELES COUNTY CONTRIBUTES SUBSTANTIAL SUMS OF MONEY TO THE MAINTENANCE OF WEINGART CENTER, THE BOARD OF SUPERVISORS SHOULD REQUEST THAT A REPRESENTATIVE CHOSEN BY THE BOARD OF SUPERVISORS BE APPOINTED TO THE BOARD OF WEINGART CENTER.*

## **C. CHILD CARE IN LOS ANGELES COUNTY**

### **BACKGROUND**

In response to the growing need for child care facilities in Los Angeles County, the Social and Human Services Committee of the 1986-87 Grand Jury examined the role that the county has taken in providing these services to needy working parents. A 1986 exhaustive survey of both child care needs and availability in Los Angeles County was undertaken by Crystal Stairs Inc., a private, non-profit Resource and Referral Agency organized to help working families with their child care needs. Most of its efforts are supported through Federal and State contracts. The survey revealed that the county needs an additional 70,588 pre-school spaces (infancy to five years of age) and 193,237 school age spaces (6 to 13 years of age).

Special emphasis was given to the May, 1986, report of the Los Angeles Roundtable for Children, The Children's Budget of Los Angeles County Government. The Roundtable was established in 1983 by the faculty of the USC School of Social Work and is composed of state, county, and city administrators from private professional agencies and volunteer leaders of civic organizations concerned with children. The report of the three-year study of the funding of the County's Children's services provides basic information to decision makers involved with children's issues.

The study found that the programs comprising the Children's Budget primarily serve at-risk children; i.e., those endangered by poverty, illness, or handicapping conditions; by child abuse and neglect; and by conflict with the law. As stated in that report, ". . . dollars invested in children's programs are pre-requisite to delivery of needed and adequate quality services."

## FINDINGS

Upon completion of the May, 1986, Children's Budget of Los Angeles County Government, the report was submitted to the County Chief Administrative Office and also to the three departments now responsible for child care programs: the Department of Children's Services, the Department of Public Social Services, and the Department of Community and Senior Citizen's Services. Included in this report are recommendations formulated by the Children's Roundtable addressing child care services in the County. After review and investigation of the circumstances upon which the recommendations are based, the Grand Jury endorses those recommendations, which are reproduced verbatim as follows:

1. THE CAO AND THE THREE DEPARTMENTS INVOLVED IN CHILD CARE SERVICES SHOULD TAKE IMMEDIATE STEPS TO IMPROVE COUNTY GOVERNMENT-RUN CHILD CARE PROGRAMS BY ESTABLISHING A TASK FORCE TO:

- assess existing resources and make recommendations as to the most effective on-going mechanism for improving and monitoring County-run child care programs;
- plan for better coordination between Departments on the upcoming implementation of GAIN, as well as in administration of existing programs including those serving abused and neglected children; and
- assure full utilization of available funds.

The Roundtable recommends that the Task Force consider some findings of this study in regard to each of its major changes recommending an on-going mechanism for program improvement, planning for interdepartmental collaboration and ensuring resource utilization.

2. AN IMPROVED PROGRAM DATA MECHANISM

Collecting information on child care programs was one of the most difficult tasks of this study, even though in many cases County administrative and budget staff were willing to help. The programs are small, complex and administered through many different budget and program units; apparently no one commands the overview or has access to information on all aspects of this service area. Systematic data collection focused on child care would provide this overview as well as the detailed information necessary to help ground better decision making. Systematic valid and reliable data would provide a baseline for assessing trends, changes and necessary program improvements.

### 3. INTERDEPARTMENTAL COLLABORATION THROUGH A COUNTY CHILD CARE MANAGEMENT COMMITTEE

We believe that one of the reasons why County government has not pursued more aggressive child care policies and provided adequate monitoring of child care funding is the absence of any clearly defined administrative leadership for child care within the County structure.

Three Departments are now responsible for child care programs, which represent relatively small proportions of their budgets – the Department of Children's Services, the Department of Public Social Services and the Department of Community and Senior Citizens' Services. With significant additional state funds coming to the County to provide mandated child care for children of participants in the Greater Avenues for Independence (GAIN) program adopted by the State in 1985, leadership is even more crucial. A county Child Care Management Committee including administrators from these three departments and the Chief Administrative Office should be established to provide such leadership.

It may also be necessary to include representatives of other County Departments which are affected by child care shortages in the County. For example a recent study by City and County librarians documented the pressures faced by libraries as thousands of children are regularly left unattended after school at libraries around the County. It may be that other County programs, such as museums, beaches, parks and recreation centers, also need to plan for increased numbers of unattended children.

This Task Force should be given a time-limited mandate (of perhaps 9 - 12 months) within which it should address and report its recommendations on this agenda. Further, the Task Force should include both high-level department representatives and knowledgeable child care professionals who do not work for the County. Current County-run child care programs make up only a small portion of the publicly-subsidized child care services in Los Angeles County and it is already difficult to ensure effective coordination between Department personnel and community based child care programs. Systems problems will undoubtedly increase with the implementation of the child care provisions of GAIN. An informed estimate maintains that the County will need more than fourteen times as many schoolage child care slots as are currently licensed to implement GAIN; there are 7,000 licensed slots now and projections show need for 100,000 slots.

Given the importance of the issues and the scope of the charge, it is crucial that the Task Force include knowledgeable child care professionals and representatives of the County's ten child care resource and referral agencies along with high-level departmental representatives. The chair of this group should be a top administrator from one of the three Departments or a representative of the Chief Administrative Officer but it must be an administrator with standing and clout.

#### 4. FULL RESOURCE UTILIZATION

Clearly the County must take aggressive steps to assure that all available child care funds are used appropriately to provide high-quality child care services for at-risk children. Countywide need for child care is too great to allow continuing failure to utilize allocated funds. The Task Force should call on the resources of the State Department of Social Services, the State Department of Education's Child Development Division and State representatives of JTPA, (Joint Training and Partnership Act) to clarify responsibilities and help plan for improved utilization of allocated dollars.

#### RECOMMENDATION

11. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS DIRECT THE APPROPRIATE COUNTY DEPARTMENTS TO IMPLEMENT THE RECOMMENDATIONS FORMULATED BY THE CHILDREN'S ROUNDTABLE.*

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**D. MENTAL HEALTH NEEDS OF THE BLACK COMMUNITY  
AND DEPARTMENT OF MENTAL HEALTH  
CURRENT PERSONNEL PRACTICES REGARDING BLACKS**

**BACKGROUND**

The Los Angeles County Department of Mental Health is responsible for developing a comprehensive mental health services system for the people of Los Angeles County. Priority is given to persons who are severely and/or chronically mentally ill and cannot obtain care in the private sector. Through a system of directly operated and contract agencies, a full range of services is provided including acute inpatient care, day treatment services, activity centers, outpatient programs, rehabilitation services, and prevention and community education efforts, as well as 24-hour psychiatric emergency services. The services are provided in over 100 different locations throughout the county.

**AREAS OF CONCERN**

The Afro-American Subcommittee of the Los Angeles County Department of Mental Health gave a presentation to the Social and Human Services Committee of the 1986-87 Grand Jury "Black Mental Health Needs," and summarized concerns of the Afro-American Subcommittee related to the following issues.

1. Is the Department providing mental health services to the Black community in proportion to its need?
2. Is the Department providing the appropriate types of services to the Black community?
3. Is the Department discriminating against Blacks in its hiring and promotion practices?

After reviewing the Afro-American Committee information, the Social and Human Services Committee of the Grand Jury (hereafter "The Committee") decided to study the Black mental health needs and the current operation of the Department of Mental Health as it relates to the concerns brought to our attention. The Committee decided to seek answers to the above questions and to include the following aspects in the study:

1. Whether the Index of Relative Need currently being used by the Department results in an inadequate level of service to the Black community.
2. Whether the Black community is served by an appropriate level and number of programs of all types (not just acute types).

3. Whether the Department has engaged in discrimination against Blacks in its hiring and promotion practices for its professional staff and administrative staff.
4. Whether the Department is making inappropriate referrals to acute hospitals for Black clients.
5. Whether the Department has equitable Black representation on community boards and committees.

## **PURPOSE OF STUDY**

The purpose of the study was to determine whether the concerns brought to the Grand Jury by the Afro-American Subcommittee had merit.

## **METHOD OF INVESTIGATION**

The three primary methods of data gathering were: (1) interviews, (2) review of studies and reports, and (3) attending meetings.

### **1. INDEX OF RELATIVE NEED**

## **FINDING**

The County of Los Angeles is divided into eight service areas for mental health programs. Service Area 5 contains about 30% of the Black population in the State and 56% of the Black population of the County. An Index of Relative Need is utilized to allocate mental health services to the various service areas. The LACDMH currently determines this index based only on population and poverty factors. Stress factors such as unemployment, poor housing, crime, female-headed households and density are not taken into consideration. These factors are strongly related to increased admissions to psychiatric facilities.

Blacks have the highest need for mental health services in terms of social and economic indicators. There is no primary focus by the county to formally develop and implement a plan to address the unique mental health needs of this population. Because the County of Los Angeles Mental Health Department is a public agency, it should provide services to the various groups and populations within its jurisdiction based on need.

It is evident that the Index of Relative Need currently being used by the Department results in an inadequate level of service to the Black community.



## RECOMMENDATIONS

12. *THE GRAND JURY RECOMMENDS THAT THE COUNTY DEPARTMENT OF MENTAL HEALTH PROVIDE PROGRAMS BASED ON THE NEEDS OF THE POPULATION IT SERVICES.*
13. *THE GRAND JURY RECOMMENDS THAT THE COUNTY DEPARTMENT OF MENTAL HEALTH UTILIZE AN "INDEX OF RELATIVE NEED" BASED UPON STRESS FACTORS SUCH AS: POOR HOUSING, UNEMPLOYMENT, CRIME, FEMALE-HEADED HOUSEHOLDS, AND DENSITY, ALONG WITH POPULATION AND POVERTY.*

## 2. UTILIZATION AND CONTINUUM OF SERVICES

### FINDING

Department statistics indicate that Blacks consume a disproportionate amount of mental health resources in dollar amounts, and therefore, the Department calls it "over utilization of services." Closer scrutiny of Black utilization patterns indicates that Blacks tend to seek service or be referred during crises, and that a large number are sent to acute hospitals on an involuntary basis. This is the most restrictive and most costly modality. As reported by the Afro-American Subcommittee and Service Area Advisory Committee 5 (SAAC5), a large number of such referrals are inappropriate and could and should be handled at a different level. The same pattern is evident in inappropriately diagnosing Black clients. According to the studies reviewed, there is a consensus among Black mental health professionals that this pattern is the result of an insufficient number of Black intake workers and an overall lack of sensitivity to the culture and needs of Black clients.

The Department Director agrees that in addressing the specific needs and concerns for Service Area 5, a realistic and appropriate continuum of care does not exist there. Services, at this time, appear to be clustered in the areas of outpatient treatment, crisis evaluation, and inpatient treatment. It appears that these services are available and accessible. There are fewer resources available for preventive programs or transitional and long-term residential programs.

### RECOMMENDATIONS

14. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH RECRUIT PERSONS WHO ARE KNOWLEDGEABLE AND EXPERIENCED ABOUT THE MENTAL HEALTH NEEDS OF BLACKS IN ORDER TO MAKE APPROPRIATE REFERRALS TO THE CORRECT LEVEL OF CARE.*

15. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH PROVIDE ONGOING TRAINING TO ALL LEVELS OF STAFF IN ORDER TO INCREASE THEIR AWARENESS OF THE UNIQUE LIFE EXPERIENCE AND CULTURE OF BLACKS.*
16. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH EXAMINE CLOSELY AND IF NECESSARY, CHANGE THE DIAGNOSES GIVEN TO BLACK CLIENTS; A REQUIREMENT OF ONGOING TRAINING IN THIS AREA ON A REGULARLY SCHEDULED BASIS WOULD BE BENEFICIAL TO PROFESSIONALS INVOLVED IN MAKING DIAGNOSES.*
17. *THE GRAND JURY RECOMMENDS THAT BOARD OF SUPERVISORS DIRECT THE DEPARTMENT OF MENTAL HEALTH TO INCLUDE PREVENTIVE PROGRAMS, TRANSITIONAL, AND LONG-TERM RESIDENTIAL PROGRAMS IN THEIR PRESENT SERVICE TO THE BLACK COMMUNITY.*

### **3. DEPARTMENT HIRING AND PROMOTION OF BLACK PROFESSIONALS**

#### **FINDING**

There are fifty eight counties in the State of California. According to Mr. Quiroz, Director of the Los Angeles County Department of Mental Health, six of the fifty eight counties' Mental Health Directors are ethnic minorities, of which one is Black. The Director of Los Angeles County Mental Health Department is Hispanic. There are no Blacks included in the top five (5) executive positions of the Department of Mental Health. Although Claudewell Thomas, M.D., a Black physician is a Deputy Director, Mental Health, he is far removed from the decision-making process at Mental Health Headquarters. Since he is physically located at Augustus F. Hawkins Mental Health facility his primary responsibility is the day-to-day operations of his program.

There is currently a Caucasian acting deputy director of the Los Angeles County Department of Mental Health Children and Youth Services Bureau. This position was held by Dr. Rose Jenkins, a Black psychiatrist, until she died last year. At the time the Committee interviewed Mr. Quiroz no official recruitment was in progress to fill this position. The Committee is unaware of the Director's intention in regard to actively recruiting a deputy director who is Black.

Historically, Black employees have been in the Department longer than any other minority group, yet promotions to decision-making positions do not appear to be in parity to the Black population within the County.

Blacks are a high service group on a countywide basis, and if there are no Black decision makers at the appropriate level, SAAC5 believes that relevant services will not be

developed and delivered. SAAC5 is concerned because of the critical need for relevant programs for Blacks and Black participation at a decision-making level. There is an extreme need for Black decision-making authority as part of the Department of Mental Health Management Team located a Mental Health Headquarters.

## RECOMMENDATIONS

18. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH DEVELOP, WITH RESPONSIBLE BLACK INPUT, AN AFFIRMATIVE ACTION PLAN TO HIRE OR PROMOTE BLACKS TO DECISION-MAKING POSITIONS AT HEADQUARTERS.*
19. *THE GRAND JURY RECOMMENDS THAT THE DEPARTMENT OF MENTAL HEALTH DEVELOP A MECHANISM THAT ASSURES THAT BLACK INPUT IS INCLUDED IN THE DECISION-MAKING PROCESS WITHIN EACH FUNCTIONAL MANAGEMENT UNIT OF THE DEPARTMENT.*
20. *THE GRAND JURY RECOMENDS THAT THE SUCCEEDING GRAND JURIES MONITOR THE PROGRESS MADE BY THE DEPARTMENT IN RELATION TO THE ABOVE RECOMMENDATIONS.*

## 4. BLACK REPRESENTATIVES ON THE MENTAL HEALTH ADVISORY BOARD

### FINDING

The Los Angeles County Mental Health Advisory Board operates under authority of Section 5604-5606 et seq. of the Welfare and Institutions Code; Board Order No. 37 of October 29, 1957; and Board Order No. 2 of February 15, 1977.

The Code states in part,

The Board of Supervisors appoints seventeen members to serve a three year term. The composition of the mental health advisory board shall reflect the minority population found in the county. If under-representation exists, a statement shall be included in the 1979-80 mental health plan and continuously thereafter as to ways equitable representation will be achieved and a timetable for achieving equitable representation.

According to the Department of Mental Health statistics the Black population of the County is thirteen percent (13%) of its entire population. There is currently only one

Black member on the Mental Health Advisory Board; based on population that is under-representation in that category. Of the seventeen (17) Board members, three (3) are ethnic minorities -- one Filipino, one Black and one Cuban. Presently there are two vacancies.

Because the Los Angeles County Mental Health Advisory Board has the responsibility to review and evaluate the community's mental health needs, services, facilities, and special problems of all races, there is a need for appropriate ethnic minority representation. As stated it is imperative to have Black representatives with a countywide responsibility and scope, and also to bring to the Board the unique mental health needs of the Black population.

### **RECOMMENDATIONS**

21. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS APPOINT AT LEAST THREE (3) BLACKS TO THE MENTAL HEALTH ADVISORY BOARD ON AN ONGOING BASIS.*
22. *THE GRAND JURY RECOMMENDS THAT THE BOARD OF SUPERVISORS APPOINT MEMBERS TO EXISTING VACANCIES TO COMPLETE THE REQUIRED NUMBER ON THE MENTAL HEALTH ADVISORY BOARD.*

### **MEETINGS HELD**

Mental Health Advisory Board: 10/23/86; 2/26/87; 3/26/87  
Service Area Advisory Committee Service Area 5: 2/2/87; 2/5/87; 4/2/87

### **RESPONSE**

A response was received from Roberto Quiroz, M.S.W., Director of Mental Health. See Appendix.

### **PERSONS INTERVIEWED**

Roberto Quiroz, Director, Los Angeles County Department of Mental Health (LACDMH)  
Allan Rawlands, Assistant Director, LACDMH  
Eddie M. Lamon, Chairperson, Service Area Advisory Committee Service Area 5  
Don Pool, Legislative Committee Chairperson, Service Area 5

Troy Johnson, Chairperson, LACDMH, Afro-American Subcommittee  
Clyde Johnson, President, Black Employees Association  
Claudewell Thomas, M.D., Deputy Director, LACDMH  
Cecilia Polaski, Acting Personnel Officer, LACDMH

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- Edmund Edelman, County Supervisor. Reply to Eddie Lamon regarding Service Area  
5 Advisory Committee's concerns regarding Mental Health Services within her  
community. December 15, 1986.

*Ben Norman, Chairman*  
*Concepcion Minsky, Vice Chairman*  
*Leslie Clark*  
*Rosa Closs*  
*Mary Evans*  
*Helene Moss*  
*Henry Rivas*



AD HOC COMMITTEES

## **EDITORIAL/CONTINUITY COMMITTEE**

This Grand Jury decided to assign the two unrelated functions indicated by the title to one committee because the heaviest demands of each occur during different periods of the term.

### **CONTINUITY**

Early on, the Committee tabulated the concerns of the five past Grand Juries. It compiled an inventory of the financial audits performed by the office of the Auditor-Controller and of the management audits of aspects of county government performed by the office of the Chief Administrative Officer and by the Economy and Efficiency Commission during the same period.

The Committee then requested the texts of the audits and responses from the respective offices. With this information on hand the Grand Jury members could quickly identify those areas of government that have not been reviewed in recent years.

Even in the case of recent audits, the Committee made inquiries of departments as to the status of the implementation of recommendations.

For current audits the Committee attended and/or received the minutes of the monthly meetings of the recently formed County Audit Committee. This group reviews the deficiencies revealed by audits of various departments and works with department heads to ensure implementation of recommendations for changes. At this committee's request the succeeding Grand Jury will receive a summary of the status of those audits provided by the Chief Administrative Office staff assigned to the County Audit Committee.

Finally, for continuity to be even more effective each committee of this Grand Jury was asked to review the status of the implementation of recommendations of the 1985-86 Grand Jury which pertained to each committee's areas of concern. It is the hope of this Committee that each succeeding Jury will follow this practice in order to ensure that the work done by each Grand Jury does not end with the submission of its final report.

### **EDITORIAL**

As an earlier Grand Jury succinctly phrased it: "The primary function of the Editorial Committee is the coordinating, editing and publishing of the annual Grand Jury Final Report." This brief summation fails to communicate the many indispensable aspects of the process.



Arranging for publication requires the close collaboration of the Committee with Kathy Spann, the Grand Jury secretary, and the graphics and photography staff of the Chief Administrative Office, Public Affairs Division, and the specialists of the Budget and Support Service Section of the Superior Court for the typing, typesetting, and layout.

The Committee provided the specifications for the Request for Proposal (RFP) required for the competitive bidding for the printing job. The scheduling calendar for each stage was formulated and disseminated to the Grand Jury committees six months before the final deadlines with follow-up reminders.

Each committee was provided with a general outline of the suggested format for their reports and enforced the format on the final copy. Each was also supplied with a routing slip for the prescribed approvals of the content of the committee reports.

The Committee also did the necessary editorial review of interim reports submitted during the course of the term.

*Doris Seward, Chairman*

*Ernest Sorotskin, Co-Chairman*

*Martha Padve*

*Ruth Slater*

## TRANSPORTATION COMMITTEE

In December, 1986 the Board of Supervisors formally requested this Grand Jury to investigate conditions at the Southern California Rapid Transit District (SCRTD). After satisfying itself that there was a need for such an investigation, and that it would be in the public interest, and after the County Counsel stated that the Grand Jury had authority to conduct it, the Grand Jury voted to initiate a study of the indicated problems by an Ad Hoc Committee. The Foreman named Robert C. Lutz as Chairman.

Interviews were conducted with persons at all levels of management, including the SCRTD Board, employees and former employees as well as members of the public. Various proposals for reform and legislation at the State level were reviewed and RTD Board meetings and legislative hearings were attended. Alleged criminal matters were reviewed preliminarily to ascertain whether other committees or agencies should be contacted. All of these matters were resolved by such referrals.

The Committee concluded its investigation with a response to the Board of Supervisors, a copy of which follows.

*Robert C. Lutz, Chairman*  
*Sherman Broidy*  
*Leslie Clark*  
*Rosa Closs*  
*Mary Evans*  
*Homer Fletcher*  
*Shirley Lertzman*  
*Daphne Lewis*  
*Concepcion Minsky*  
*Ben Norman*  
*Henry Rivas*  
*Lindsey Saunders*

# COUNTY OF LOS ANGELES

1986-87 GRAND JURY

13.303 CRIMINAL COURTS BUILDING  
LOS ANGELES, CALIF. 90012  
974-3993

April 1, 1987

Honorable Board of Supervisors  
383 Hall of Administration  
500 West Temple Street  
Los Angeles, California 90012

Dear Supervisors:

Your Board has requested that the Grand Jury look into the organization, management, expenditures and other related management problems of the Southern California Rapid Transit District (SCRTD).

In response the Grand Jury formed a Special Committee to investigate various aspects of the perceived problems at SCRTD.

This response recognizes that the Board of Supervisors is wearing the "hats" of only part of the appointive power to SCRTD, and that there are others wearing similar "hats." We also recognize that between your Board and Mayor Bradley, there are sufficient appointive powers to have a majority on the SCRTD Board and thus control the policy and actions of SCRTD.

The Grand Jury committee (hereafter "The Committee") considered the possibility of commissioning special studies or audits of SCRTD. We decided against this approach because there is a whole gamut of special studies already available:

- task forces and commissions
- ad hoc committees
- white paper studies
- audits (internal and external)
- legislative hearings
- legislative counsel opinions
- county counsel opinions
- attorney general's opinion
- private and public attorneys
- citizen groups
- university departments
- union and labor studies

Thousands of pages have been written, and countless thousands of hours have been devoted to studies and analyses of the problem.

Honorable Board of Supervisors  
April 1, 1987  
Page 2

Daily new plans and formulas evolve which require constant revision of any comparisons of plans that could be made by this committee or any other group.

We feel that the countless thousands of hours already devoted to studies and the work product of thousands of pages give ample information upon which to act.

We are asking the Board of Supervisors and the other appointive powers to put political considerations aside and, with the majority they control, put the SCRTD house in order.

As we started our investigation the committee gathered and analyzed information through source documents, attendance at legislative hearings, and review of historical background on how transit issues have been handled in Los Angeles County and the State. The committee also examined the lines of authority presently governing transit agencies operating in the County. These include SCRTD, Los Angeles County's Transportation Committee and the public transportation structure of 13 other local jurisdictions having both bus and rail systems.

In addition the committee attended meetings of the SCRTD Board and conducted personal interviews with SCRTD Board members, present and past management employees and other interested persons.

The concerns regarding public transportation in Los Angeles County appear to fall into the following areas, listed in order of urgency:

1. Operational problems of SCRTD;
2. Split responsibility between SCRTD and LACTC for construction of rail systems;
3. Responsibility and provision for accountability of transit agencies to the public.

Concerns number two and three are matters which fall outside the jurisdiction of the Board of Supervisors.

The State Legislature has the statutory authority over transit districts in California. Existing state law established both SCRTD and LACTC and prescribes the size, power, and duties of the governing bodies.

It is clear that concerns number two and three can only be addressed at the State level, which has jurisdiction over those matters.

It does not appear to be fruitful for the Grand Jury, or for the Board of Supervisors to spend time investigating those matters. The Board cannot change the split responsibility between SCRTD and LACTC--it does not have that authority. The Board cannot change the responsibility and accountability of the various transit agencies--it does not have that authority. Those matters will be settled by the State Legislature, and no matter which plan is finally adopted, it will be some time before it can be implemented, but current proposed legislation envisions a January 1, 1988, effective date.

There remains the concern that the Grand Jury considers the most immediate and most urgent--operational day to day problems at SCRTD and the urgency to "tighten the ship" until the legislature acts.

This is an area where the Board of Supervisors does have jurisdiction and can effect changes quickly and dramatically.

There is agreement in many of the current studies that severe operational problems exist at SCRTD. Even the General Manager and the SCRTD Board have acknowledged that the problems are real.

There are problems in the safety and maintenance of equipment, in the communication between managers and subordinates, in absenteeism and attitude of drivers, in driver training, in procedures on competitive bidding for new equipment, and in general allocation of resources.

In any organization, corporate or municipal, when there are operational problems, one must look to management for an explanation and correction of the problems.

One looks first to the general manager of the organization as the person implementing policy. If that person is not able to recognize and correct the problems, one looks to the body to which he reports.

In the present situation the Board of the SCRTD is charged with the responsibility for setting and overseeing policy for the district. The Board hires a general manager to implement its policies.

Honorable Board of Supervisors  
April 1, 1987  
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Since there are operational problems at SCRTD, either the policies set by the SCRTD Board are at fault or their implementation by the general manager is at fault.

If the policies set by the SCRTD Board are at fault, the policies should be changed, or the Board should be replaced.

If the implementation by the general manager is at fault, and he is not capable of changing his implementation, the general manager should be replaced.

The Board of Supervisors appoints five members of the 11 member SCRTD Board. If the Supervisors are not satisfied with the performance of the SCRTD Board, either for its policies or its inaction in regard to the general manager, the Board of Supervisors has the power to change its appointees.

If the Board of Supervisors' appointees to the SCRTD Board vote in accordance with the Supervisors' expressed positions, it would take only one additional vote to make changes in the SCRTD operation. It is the opinion of the Grand Jury that obtaining one additional vote from among the appointees of various cities on the SCRTD Board would not be difficult.

#### CONCLUSIONS

The Grand Jury decided not to get mired in the day to day problems at SCRTD but instead to concentrate on responsibility and accountability.

Ultimate responsibility for the operational dysfunction of SCRTD lies with inadequate monitoring and supervision of those charged with making and implementing policy--inadequate monitoring and supervision of the general manager and the SCRTD Board.

We reiterate our findings:

--If the policies set by the SCRTD Board are faulty, the policies should be changed or the Board replaced.

--If the implementation by the general manager is at fault, the general manager should be replaced.

The Board of Supervisors and the other appointive powers clearly have the power to effect changes in the operation of SCRTD. It does not need further studies, audits, or investigations to make such changes. The SCRTD problem is a case where the bottom line is actually the top line--where the Board of

Honorable Board of Supervisors  
April 1, 1987  
Page 5

Supervisors and the other appointive powers have the ultimate responsibility for the way the SCRTD is operated and the power to change the operation if there is a problem.

To sum up with a cliché:

"if it ain't broke, don't fix it"

with its corollary:

"if it is broke, fix it."

The cries of anguish from the press, public officials, and most importantly the consumer public, give empirical evidence that regarding the SCRTD, "It's broke" and needs fixing.

The SCRTD problems are real and must be addressed immediately and without equivocation in order to retain any semblance of public support.

The Grand Jury awaits your comments and actions on this matter.

Sincerely,

EDWARD E. ROSEMAN  
Foreman

EER:ks

APPENDICES



PURPOSE OF REVIEW OF THE AUDIT OF UNDOCUMENTED  
ALIENS IN LOS ANGELES COUNTY

The 1986-87 Los Angeles County Grand Jury is undertaking a review of the effectiveness of the County's procedures for identifying the level and cost of services provided undocumented aliens, and for receiving equitable reimbursement from other levels of government for those services. It is predicted that the new federal legislation regarding immigration will not alleviate the burden on the county.

The Grand Jury states unequivocally that this review is in no way an attempt to identify or target any ethnic or minority group or subgroup of the community for the purpose of reducing or inhibiting the furnishing of needed services. Preliminary indications are that the County does not presently maintain satisfactory records to identify the true cost to the County of providing these services. As a result, it is believed that the County bears a disproportionate share of these costs.

This review attempts to strengthen and enhance the County's existing information collection system, while at the same time protecting the privacy of individuals and the confidentiality of the information collected. The purpose of such an improved information collection system is to identify and record data on the level and cost of services provided undocumented aliens by all county agencies and departments and to consolidate this information centrally within the County for planning and management purposes. The Grand Jury believes that the availability of comprehensive, valid and reliable information on the cost of services provided to this segment of the population will greatly improve the County's ability to make appropriate claims for reimbursement of its costs under present as well as future federal and state programs.

STATEMENT TO THE BOARD OF SUPERVISORSDECEMBER 9, 1986

Gentlemen, thank you for your time. My name is Martha Padve, Chairman of the Legislative Committee of the Los Angeles Grand Jury. I am here with my colleagues, Foreman Ed Roseman and Ben Norman to present a position voted on by the entire Grand Jury.

One of the functions of the Grand Jury is to follow up on recommendations of past juries. We are meeting that obligation on the issue before you, since the subject was addressed in the audit made by McManis Associates for the 1982-83 Grand Jury on contracting out of services under the provisions of Proposition A.

May I review some background, certainly familiar to all of you:

In his analysis of Proposition A on March 1, 1978 Harry Hufford, the then Chief Administrative Officer stated that "...should the measure be approved by the citizens, county programs should be evaluated to establish whether or not it would be more cost effective to provide them by a service consultant, instead of by county employees."

Supervisor Schabarum, then Chairman of the Board of Supervisors, signed the ballot rebuttal to the argument against Proposition A. The rebuttal states "...the opponents of Proposition A claim it will bring spoils and graft. Past contracting scandals have occurred because proper safeguards were not established and followed."

It is these safeguards we wish to address. The Grand Jury agrees with Supervisor Schabarum that proper safeguards are essential in the contracting out process and we applaud his efforts to build such protections into the enabling ordinance which he introduced.

That ordinance, in the section on Mandatory Prerequisites, lists as the number one requirement for contracting out, "The award of the contract will be cost effective." The motion to adopt the ordinance, with its safeguards, was made by Supervisor Schabarum and adopted unanimously by the Board.

There does not seem to be any disagreement about the need for safeguards when considering contracting out.

As guardians of the public interest, the County Grand Jury is particularly concerned that there be no perception by the voters that public employees and elected officials are vulnerable to temptations. The Grand Jury is taking no position on the concept of contracting out. Our concern is only for retaining safeguards when contracting out is done.

We suggest that eliminating the requirement for a finding of cost effectiveness, seriously weakens the built-in protections of the present ordinance, and plays into the hands of those opponents of contracting out who all along have claimed that corruption would result.

The Grand Jury feels strongly that cost effectiveness was an important safeguard built into Proposition A and into the County ordinance, and that it remains an important safeguard and should be retained.

COUNTY OF LOS ANGELES

APPENDIX C

1986-87 GRAND JURY

13-303 CRIMINAL COURTS BUILDING

LOS ANGELES, CALIF. 90012

974-3993

MEMORANDUM

TO: ALL PARTICIPANTS LISTED BELOW

FROM: BEN NORMAN, CHAIRMAN  
SOCIAL & HUMAN SERVICES COMMITTEE  
1986-87 LOS ANGELES COUNTY GRAND JURY

SUBJECT: PROCEDURE FOR CONCERNED DEPARTMENTS TO SHARE  
INFORMATION CONCERNING CODE VIOLATIONS BY  
HOTELS ON THE DEPARTMENT OF PUBLIC SOCIAL  
SERVICES APPROVED VENDOR LIST

DATE: NOVEMBER 7, 1986

PRESENT: Captain Geoffrey Schroeder, Los Angeles Fire Department  
David Caslaned, Los Angeles Fire Department  
Richard Holquin, Department of Building and Safety  
J.L. Carney, Department of Building and Safety  
Frank Davanzo, Deputy County Counsel  
E. Schweid, Department of Health Services  
Tom Ogi, Department of Health Services  
Ben Norman, Los Angeles County Grand Jury  
Henry Rivas, Los Angeles County Grand Jury

AGREEMENTS:

Fire Department

1. Department of Health Services will provide Los Angeles Fire Department with list of approved hotels. List will be up-dated monthly.
2. Los Angeles Fire Department conducts a yearly thorough inspection of all hotels.
3. Department also conducts a quarterly inspection, at night, which concentrates on life threatening situations.
4. Department responds to complaints (including complaints it may receive from Department of Health Services) within 72 hours.
5. Local fire stations conduct inspections, issue report of violations, and check to see that violations have been corrected. Major violations must be corrected immediately. Others are given three to four weeks.

6. If violation is not corrected, Captain Schroeder's office is notified. At that time Captain Schroeder's office will notify Mr. Schweid at Department of Health Services of violation. Violations will be reported to Mr. Schweid by telephone.
7. On request for new hotel to be added to approved list, Department of Health Services will add a fire department clearance, and Captain Schroeder's office will furnish any information it has on outstanding violation by such hotel.

Department of Building and Safety:

1. Department of Health Services will provide department with list of aproved hotels. List will be up-dated monthly.
2. Department does not now conduct regular inspections.
3. Department will respond to complaints (including any from Department of Health Services). Emergency complaints will be handled immediately. Average time to handle other complaint is ten days.
4. Department will maintain records and respond to Department of Health Services request for questerly reports.
5. Department is preparing budget to regularly do quarterly inspections of vendor hotels. Increased staff will be utilized for needed additional inspections of other facilities.
6. Before request for additional funding is submitted to city council, it will be presented to the Grand Jury for any recommendations the jury may wish to make to the city council.

BN:ks

ROBERTO QUIROZ, M.S.W.  
 Director  
 (213) 738-4601



DEPARTMENT OF MENTAL HEALTH

2415 WEST SIXTH STREET, LOS ANGELES, CALIFORNIA 90057

May 13, 1987

TO: Rosa L. Closs  
 Social and Human Services Committee  
 Los Angeles County Grand Jury

FROM: Roberto Quiroz, M.S.W. *R.Q.*  
 Director of Mental Health

SUBJECT: GRAND JURY REPORT ON MENTAL HEALTH NEEDS OF BLACKS

The Los Angeles County Department of Mental Health has reviewed the preliminary report from the Grand Jury on the mental health needs of Blacks and it welcomes the positive input which has been provided. The report quite accurately identifies some areas where the system must work toward improving ongoing program planning, development, and implementation efforts for minority consumers. As a public mental health system, the Department is committed to providing services to those who are least able to purchase them and to the most severely and chronically mentally ill. The County's minority populations, including the Black population is viewed as a priority group for the development of mental health services.

The Department recognizes the need to constantly review and evaluate its operations to ensure relevance, appropriateness, and a high degree of productivity. As the system reviews existing programs, policies, and practices, the re-focusing of programs will and should produce a better balanced system of care. This re-focusing process must be sensitive to and cognizant of the needs of the groups to be served. The Department's new planning process calls for a tremendous amount of community participation in the planning of services for all consumers. It will be important for representatives of the Black community to actively participate in this process to ensure that the unique needs of this target group are adequately addressed.

In this process a number of factors must be discussed and seriously considered. For example, the issues of daily life which impact on the Black utilization of acute/emergency mental health services must be clearly identified. While planning tools such as the Index of Relative Need must be recomputed for the Service Area organizational set-up, it must also be completely discussed and

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understood. While this tool is a fairly reliable descriptive vehicle, it is not the determinant in the allocation of funds. Its recomputation will provide a more accurate view of the geographic area to be served.

Training, recruitment, and retention issues are all very important to the successful operation of a public system of care. Unique needs will be fully reviewed in the development of future training programs. Periodic training offerings should be provided to heighten staff sensitivities and to increase their awareness of unique needs. Training efforts should also address the issue of accurate diagnostic practices which are not negatively influenced by race or ethnic origin. Specific avenues of recruitment should be explored to ensure that experienced Black professionals are brought into the system on a continuous/as needed basis. The system should have an active affirmative action committee which monitors ongoing personnel practices to ensure that the system's integrity is maintained as it strives for parity.

The entire system is lacking in a sufficient amount of available treatment resources. While a full range of services is available to all of our consumers, including Blacks, it is obvious that they do not exist in sufficient quantity to meet the total needs of the community. There is a need for many more services than currently exist in the system.

The Department agrees that every effort should be made to ensure that the Mental Health Advisory Board is ethnically representative of the County which it represents. It appears that this body is working toward that kind of equity as vacancies arise. However, final appointments are made by the members of the Board of Supervisors. Therefore, this group attempts to keep the Board apprised of the current ethnic make-up and to make recommendations regarding that needed racial/ethnic balance.

The Grand Jury's report identifies some areas/issues which are obviously important and which require further study. The system is in the process of addressing these areas/issues in a logical and systematic fashion to ensure that all of its consumers and potential consumers may receive appropriate, sensitive, and relevant service in its charge to serve the severely and chronically mentally ill of Los Angeles County.

RQ:sdj

