

GRAND JURY

COPY

LOS ANGELES COUNTY

GRAND JURY



FINAL REPORT

1987-88

HONORABLE JACK E. GOERTZEN

FINAL REPORT
LOS ANGELES COUNTY GRAND JURY
1987-88



LOS ANGELES COUNTY BOARD OF SUPERVISORS

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DEANE DANA, FOURTH DISTRICT
MICHAEL D. ANTONOVICH, FIFTH DISTRICT

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GRAND JURY 1987-88

Standing Back Row L to R: Brian E. Heyman, Robert V. Armstrong, William R. Downs, Benjamin Lench,
 John R. Burnett, Julian W. Stahl

Standing Middle Row L to R: Irene A. Arredondo, Frank Monteleone, Jerry J. Hunt, Sylvia Stern, Paul O. Wirth,
 Mary C. Berg, Lela R. Cohn, Samuel M. Paschal, Hazel McIntosh, David D. Schwartz

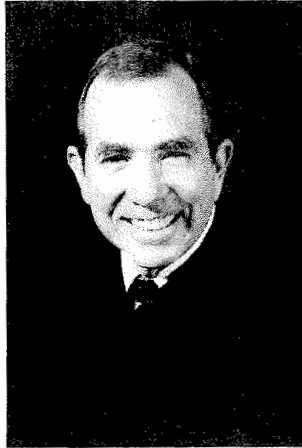
Seated L to R: Miyo Himeno, Annie L. Davis, Rene M. Wilson, Manuel A. Gallegos, Carolyn Murphy Mijner,
 Evelyn F. Schreiber, Franklin A. Bereny

1987-88 GRAND JURY ROSTER

<u>Member</u>	<u>Community</u>	<u>Nominating Judge</u>
Robert V. Armstrong	Pomona	Robert P. Schiferman
Irene A. Arredondo	Burbank	Raymond Cardenas
Franklin A. Bereny	Los Angeles	Madeleine I. Flier
Mary C. Berg	Tarzana	Martha Goldin
John R. Burnett	Hacienda Heights	Robert B. Lopez
Lela R. Cohn	Los Angeles	Fred Rimerman
Annie L. Davis	Los Angeles	William R. Clay
William R. Downs	Rancho Palo Verdes	W. H. Winston, Jr.
Manuel A. Gallegos	Whittier	Charles E. Frisco
Brian E. Heyman	Downey	Robert M. Letteau
Miyo Himeno	Monterey Park	Kathryn D. Todd
Jerry J. Hunt	Glendale	Philip F. Jones
Benjamin Lench	Rancho Palos Verdes	Mariam A. Vogel
Hazel McIntosh	Studio City	Jack W. Swink
Carolyn Murphy Milner	Los Angeles	Bonnie L. Martin
Frank Monteleone	Whittier	Ramona Godoy-Perez
Samuel M. Paschal	Compton	Sara K. Radin
Evelyn F. Schreiber	Beverly Hills	Jack Newman
David D. Schwartz	Sherman Oaks	Martha Goldin
Julian W. Stahl	Torrance	Richard Adler
Sylvia Stern	Los Angeles	Michael Berg
Rene M. Wilson	Pasadena	Barbara J. Johnson
Paul O. Wirth	Beverly Hills	Ricardo A. Torres



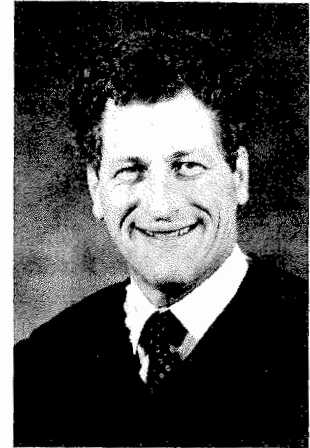
Honorable Jack E. Goertzen
Presiding Judge,
Superior Court
1987 - March 1988



Honorable Richard P. Byrne
Presiding Judge,
Superior Court
Beginning April 1988



Honorable Aurelio Munoz
Supervising Judge,
Superior Court
1987



Honorable David Horowitz
Supervising Judge,
Superior Court
1988



Standing L to R: Kathy Spann, Staff Secretary, Anita Williams, Bailiff
Seated L to R: Wendy J. Moss, Legal Advisor, Lois Johnson, Court Reporter
Not Present for Picture: Samuel E. Stokes, Investigator, 1987
Ruth Ruiz, Investigator, 1988

FOREMAN'S STATEMENT



Foreman Manuel A. Gallegos

The 1987-88 Grand Jury is pleased to present its Final Report to the Board of Supervisors and to the citizens of Los Angeles County. The report is an accounting of the Grand Jury's work, its deliberations, findings, and recommendations. During the year, investigations and studies were made of many of the most critical and sensitive areas facing Los Angeles County. These included such topics as solid waste disposal, water treatment, the homeless, the mentally ill, drug abuse among youth, redevelopment agencies, juvenile justice centers, and emergency preparedness to name but a few. In addition, approximately 75 citizen complaints were received and investigated; several indictment hearings were presented by the District Attorney; and 12 formal audits were conducted by the firm of Deloitte Haskins and Sells. The Jury culminated its year with the completion of two projects which will greatly benefit future grand juries -- a manual entitled "Guidelines for Los Angeles County Grand Jurors"

and the development and presentation of a four-day orientation program for incoming jurors.

None of this work would have been possible without the support and guidance of Judge Aurelio Munoz and Judge David Horowitz who served as our Supervising Judges. Nor would the work have been accomplished, timeliness met, and the routine of the office conducted so efficiently and effectively without the very capable assistance of our staff secretary, Mrs. Kathy Spann. It is for Mrs. Wendy Moss, Legal Advisor, to whom we reserve our special thanks and appreciation. Her advice and counsel during the year was invaluable; her scheduling of tours and speakers provided the jurors with a wealth of information about Los Angeles County, and her friendliness and sense of humor helped all of us during more pressing times of stress.

Serving on the Grand Jury has been an honor and a privilege. This was particularly true because of the good fortune to serve with an exceptionally talented and dedicated group of men and women. All assumed their responsibilities with enthusiasm, dedication, and resolve. It was an enjoyable, interesting, and educational experience.



OFFICERS' CABINET

Standing L to R: Rene M. Wilson, Foreman pro tem, Carolyn Murphy Milner, Secretary pro tem

Seated L to R: Miyo Himeno, Secretary, Manuel A. Gallegos, Foreman, Annie L. Davis, Sargeant-at-arms

OFFICERS' CABINET

The Grand Jury officers met weekly with the foreman to plan general session agendas, discuss and schedule activities, share information, and formulate solutions to problems and concerns. Through this involvement, the officers were fully informed about Grand Jury operations and contributed greatly to internal communications.

AUDIT, CONTRACTS AND MANAGEMENT COMMITTEE



AUDIT, CONTRACTS AND MANAGEMENT COMMITTEE

Standing L to R: Rene M. Wilson, Franklin A. Bereny, Chair, Jerry J. Hunt
Seated L to R: Benjamin Lench, Brian E. Heyman

AUDIT, CONTRACTS AND MANAGEMENT COMMITTEE

PURPOSE (1)

The California Penal Code gives the Grand Jury responsibility and authority to investigate and report on management policies and fiscal operations of county offices and departments and, within the County of Los Angeles, special districts, joint powers authorities, incorporated cities, redevelopment agencies, housing authorities, incorporated cities, redevelopment agencies, housing authorities, special purpose assessing or taxing districts, the local agency formation commission, and non-profit corporations established by, or operated on behalf of, a public entity.

Over half of the annual budget of the Grand Jury is designated to cover the work of an experienced contract auditor (or auditors) to assist the Grand Jury in investigations. In 1987-88, the selection process, recommendation to the Grand Jury, assignment of audits, and overseeing of the auditor contract was given to the Audit, Contracts, and Management Committee.

SELECTION OF AN AUDITOR

Early in the fall of 1987, letters were mailed to highly qualified certified public accounting firms in the Los Angeles area representing full service accounting and experience in the performance of government and management audits. A total of seven firms were interviewed at length. Following use of a rating form and many hours of committee discussion, the name and background of Deloitte Haskins & Sells (DH&S) was placed before the Grand Jury as the committee's recommendation. With the Grand Jury's approval of DH&S the first of October and the signing of the contract by the appropriate parties, the job of the contractor began at once and was defined as that of investigating and reporting on operations, accounts, records, and functions as instructed by, and under the jurisdiction of, the Grand Jury.

SELECTION OF AUDITS

The 1987-88 Los Angeles County Grand Jury was organized so that the requests for specific subjects for contract audits were initiated by committees and, once underway, DH&S' subject audit teams made reports and received direction from the various committees. The Audit, Contracts, and Management Committee, however, retained for itself the management and coordinating role, first receiving the written audit requests outlining reasons and proposed scope from committees along with their presentations; making suggestions for adjustments or for more research as needed; securing quotations on hours and cost; and presenting all subjects to the Grand Jury for approval. The committee then assigned subjects to the audit firm with scheduled

time periods and monitored progress through weekly written reports and meetings with DH&S. Before the auditor began his work in any area, a letter from the foreman was sent to the agency or department head informing him/her that as a part of its responsibilities, the Grand Jury conducts reviews of various county government operations, that the Grand Jury has employed DH&S to assist in these reviews, and that he/she will be contacted in the near future to begin an audit of that department or agency. The purpose of the audit was also stated.

The following contract audits were undertaken in 1987-88 and are reported under the committee name appearing in parenthesis. Number 6 stemmed from a request by the 1986-87 Grand Jury for a follow-up review, but also introduced timely new areas for investigation. All were undertaken with knowledge that there was no duplication of a recent review of the specific area by past grand juries, by the County Chief Administrative Officer (CAO), or by the County Auditor-Controller.

1. Solid Waste (Environment Committee)
2. Contracting Mission Services (Audit, Contracts, and Management Committee)
 - A. Paramedics
 - B. Courier Mail
3. Sufficiency of Adult Mental Health Beds (Health and Hospitals Committee)
4. Availability, Costs and Quality of Prenatal Care (Health and Hospitals Committee)
5. County Disaster Preparedness (Personal and Property Safety Committee)
6. County Purchasing System (Audit, Contracts, and Management Committee)
7. In-Home Support Services Program Evaluation (Social Services Committee)
8. Management Review of Comprehensive Health Centers (Health and Hospitals Committee)
9. Homeless Study (Social Services Committee)
10. Community Redevelopment Agencies (Government Operations Committee)
 - A. Pomona
 - B. Irwindale
11. Low Income Housing (Social Services Committee)
12. Assessor's Office (Government Operations Committee)

The Assessor's post is an elective office, and the department is part of county government. The law is clear that the department is within the jurisdictional reviewing responsibility of the Grand Jury, but only may be reviewed with the consent of the Board of Supervisors. A request was made to the Board Chairman in December and the Board of Supervisors consented to a Grand Jury audit of the Assessor's Office at its last Tuesday meeting in January. The DH&S contract was amended to include this timely audit of the newly elected Assessor's Office.

PUBLICATION OF AUDIT REPORTS

Reports of the contract auditor were published together in a hardbound cover for distribution to the presiding judge, supervising judge, each county supervisor, the chief administrative officer, county counsel, auditor-controller, and appropriate others. Individual subject reports

were received from the contract auditor for the Grand Jury's discretionary distribution. Criteria were developed by the Audit, Contracts and Management Committee to assist the Grand Jury in determining the release of one or more individual audit reports as interim reports prior to June 1988.

PURPOSE (2)

The second purpose of the Audit, Contracts, and Management Committee was to inquire into several areas of concern assigned to it by the Grand Jury and any citizen complaints the Grand Jury received which related to the specific purposes for which the committee was formed.

BACKGROUND

The major areas assigned to the committee -- Contract Awards and Cost Efficiency of Privatization -- lent themselves especially well to contract audit investigations. The other subjects were determined to be either outside the jurisdiction of Los Angeles County, had been recently reviewed, or had too many or changing variables for the scale of investigations possible by the Grand Jury.

The first major area was recommended by the 1986-87 Grand Jury and was suggested as a continuation of the past Grand Jury's study of Los Angeles County Purchasing Procedures. The second, privatization, had been studied extensively since approval by county voters in 1978 except for the area of mission services.

AREAS INVESTIGATED

A. AVAILABILITY OF COUNTY AUDITS AND IMPLEMENTATION OF RECOMMENDATIONS

FOCUS/ISSUE

On recommendation of the 1983-84 Grand Jury, the Los Angeles County Chief Administrative Officer (CAO) agreed to furnish the Grand Jury July 1 of each year abstracts of county-sponsored audits for the five preceding years. The purpose was to alleviate the possibility of grand jury duplication of existing efforts. When abstracts were not forthcoming in July 1987, the reported reason was that with the merging of various departments, the CAO was unable to reconcile information in order to provide abstracts.

METHOD OF INVESTIGATING

The Board of Supervisors had established their own Audit Committee as a result of a Grand Jury recommendation in 1983 to help correct the so-called "receive and file" attitude toward audit recommendations. Composed of representatives of the five Board offices, it reviews audits, mediates differences of opinion, monitors progress, and oversees implementation of audit recommendations.

In September 1987, the Grand Jury Audit, Contracts, and Management Committee met with Burke Roche, Chair of the Board of Supervisors' Audit Committee, and Tyler McCauley, Chief of the Audit Division of the Auditor-Controller's Department. Through questions and discussion, Grand Jury members learned that

- In March 1986, the Board of Supervisors, acting on a recommendation of the CAO, halted the 10-year schedule of conducting management audits of county departments;
- In July 1987, the CAO's responsibility for management audits was transferred to the Auditor-Controller, giving that office responsibility for management, operational, and fiscal audits and for follow-through, including recommendations of the Grand Jury;
- The Board of Supervisors has requested a schedule of management audits (both in-house and contracted-out) and this function may be resumed in the next budget year under the Auditor-Controller's Department; and
- One of the following could be furnished to the Grand Jury: a) Audit listing only for the 5-year span; b) Any specific audit reports desired by the Grand Jury; or c) Executive Summaries of Management Audits.

As a result, Executive Summaries of CAO and Auditor-Controller management audits from 1982-87 were furnished and compiled as a permanent library record supplementing the Grand Jury's own audit reports. The Grand Jury Organization Committee and Audit, Contracts and Management Committee also prepared a list of all audit subjects undertaken by Los Angeles County during this time period, along with dates, purpose and areas of findings and recommendations and distributed it for use by grand jury committees. In addition, a representative of the Audit, Contracts and Management Committee regularly observed and reported on monthly meetings of the Board of Supervisors' Audit Committee.

FINDINGS

1. It is of great benefit for the Grand Jury Audit Committee to have early contact with the Audit Division of the Auditor-Controller's Department for the sake of continuity, overview, and identification of possible areas for Grand Jury review.

2. The Board of Supervisors' Audit Committee progress is gradual, but its successes are obvious. During the 1987-88 year, 80 percent of the audit recommendations have been implemented, 10 percent are in process, and 10 percent are still not implemented. Even though a pay for performance plan, effective July 1987, has stimulated departmental compliance, the Grand Jury recognizes that an important impetus for implementing grand jury recommendations (with which the Supervisors have concurred) and other county audit recommendations comes from the Board of Supervisors' Audit Committee, supported by the Audit Division and the CAO's Special Investigations Unit.

COMMENDATION

The Grand Jury commends the Board of Supervisors' Audit Committee, the Chief of the Audit Division, Auditor-Controller's Department, and the Head of the Chief Administrative Office's Special Investigations Unit for their resolute and effective approach to overseeing the implementation of audit recommendations in county government.

B. CITIZENS' COMPLAINTS

Citizens' complaints received by the Grand Jury and referred to the Audit, Contracts and Management Committee were reviewed by all members. Both committee research, including conducting interviews, and assignment of the complaint to the Grand Jury investigator were used as investigative methods. Letters were sent to the complainants following the completion of the investigations.

C. CONTRACTING OF MISSION SERVICES: COURIER MAIL

FOCUS/ISSUE

The purpose of this study was to investigate the feasibility of contracting courier mail services as they are currently provided by the County of Los Angeles. Specifically, the courier service is a part of the Los Angeles County Messenger Mail and Automotive Services Division, Department of Facilities Management and Communication.

The messenger mail services is a "general fund" operation. This means the Messenger Mail Section services only county or county-related departments and is not a revenue generating program. Thus, all its monies come directly from the county's general fund.

The feasibility of contracting is determined through examining a series of issues. These issues serve as an evaluation of the ability of the private sector to provide courier/messenger services now performed by Los Angeles County. Briefly, these issues are:

- Cost Effectiveness
- Legal Authority and Issues
- Vendor Availability
- Service Delivery
- Impact of Contracting Out on Current County Staff
- Development of Vendor Performance Measures and Measuring Instruments
- Experiences in Contracting this Function in other Public Jurisdictions

METHOD OF INVESTIGATING

All information and data necessary to perform these analyses was obtained from four primary sources: 1) a literature search and document review; 2) personal interviews; 3) comparison survey with other Southern California counties; and 4) standard cost model as illustrated in the Los Angeles County Fiscal Manual.

FINDINGS

1. Due to 1) the lack of financial analysis the Department of Facilities Management must perform before certain costs can be obtained, and 2) the non-availability of current private companies who are currently providing this service for other public organizations, a determination cannot be made at this time as to whether contracting out the courier program of the Messenger Mail Section would be cost effective or not.
2. No legal/charter prohibitions are known to exist which would make it illegal to contract out courier services for the county.
3. The investigation found no vendors providing courier mail service for a Southern California county. However, there are a number of vendors who are interested in bidding on the service within certain cost and service level guidelines.
4. There is dissatisfaction on the part of other county departments with respect to the efficiency and performance of the Messenger Mail Section.
5. A dissatisfaction exists with regard to the limited resources the county has allocated to the Messenger Mail Section in terms of staff and vehicles.
6. The county would have only indirect control over the level of service provided by private vendors than existing public personnel.

7. Past contracting out of county services has resulted in some staff layoffs.
8. Contract vendors bids are evaluated, in part, on whether they plan to hire county personnel into their contracted service operations.
9. County policy is not to layoff full-time county employees without some assistance in finding other county employment or negotiating an arrangement for county employees to work for the contract vendor.
10. The county does not formally evaluate its own courier service performance. There are no job and/or service level measuring instruments used in evaluation efforts of the Messenger Mail Section, thus making possible contract monitoring a difficult task to accomplish.
11. Generally, all counties seem to be targeting 24 hours as an appropriate mail turnaround time. With the cost of United States postage continuing to rise, bulk mailing and presorting services cause a reduction in the United States postal rates that the county must pay. Thus, these services are becoming essential for budgetary reasons. Some counties have found contracting out for these special services to be advantageous.

RECOMMENDATIONS

1. **The Grand Jury recommends that the County of Los Angeles conduct a thorough financial analysis of the messenger mail services costs to determine an exact cost for the service. This would include all costs as outlined in Proposition A contracting model, as well as identifying the costs that other county departments incur when supplementing the Messenger Mail Section services.**
2. **The Grand Jury recommends that, following determination of cost feasibility, policies, procedures and certain county ordinances be revised by the County Board of Supervisors to allow non-county employees to handle sensitive materials with the requirement that they be bonded and insured.**
3. **The Grand Jury recommends that the County identify other bidders to participate in a Request for Proposal or Request for Information process for messenger mail services.**
4. **The Grand Jury recommends that the county reevaluate the currently allocated resources of the Messenger Mail Section and adjust for the level of service the departments require. Resources to provide a certain level of service should be assessed in relation to the county department's needs.**
5. **The Grand Jury recommends that if this service is contracted out, provisions be made to transfer current full- and part-time staff to other county positions that are compatible with the staff or to the contracting vendor.**

6. The Grand Jury recommends that the county develop specific performance measures and measuring instruments for current messenger mail operations and to evaluate current levels of services using these tools. Once these measures are developed and tested, the Grand Jury suggests that they become the contract monitoring measures for vendor performance evaluation.

NOTE: For the full text of this contract audit report, see the bound volume in the Grand Jury Office.

D. CONTRACTING MISSION SERVICES: PARAMEDICS

FOCUS/ISSUE

The feasibility of contracting paramedic services as currently provided by the County of Los Angeles Fire Department is the focus of this investigation. The other two departments which provide paramedic service -- Beaches and Harbors, Sheriff -- were excluded from this examination based on the small size of their paramedic operations.

The feasibility of contracting is determined through examining a series of issues which serve as an evaluation of the ability of the private sector to provide paramedic services now performed by the Los Angeles County Fire Department. Briefly, these issues are:

- Cost Effectiveness
- Service Delivery
- Contractor Availability
- Contract Monitoring
- Impact on County Staff and County Programs
- Legal Authority and Issues

METHOD OF INVESTIGATING

All information and data necessary to perform these analyses was obtained from four primary sources: 1) a literature search and document review; 2) personal interviews; 3) an informal telephone survey; and, 4) standard cost model as illustrated in the Los Angeles County Fiscal Manual.

FINDINGS

1. Contracting does not appear to be cost effective. It is estimated that avoidable cost to the county would approximate \$1,750,000 for Fiscal Year 1987-88, whereas, the cost of a contract to a private provider is estimated to be \$29,100,000. This difference (\$27,350,000) represents a potential cost increase, not cost savings, to the County of Los Angeles for contracting of these paramedic services. There are also other additional costs, such as emergency medical technician (EMT-1) training, reserve units, contract monitoring, and funding method that have not been calculated, but will increase the potential cost for contracting.
2. Contracting may likely reduce the current level of paramedic service provided by the Los Angeles County Fire Department. It is doubtful that private paramedics will be able to match the level of paramedic service currently provided because:
 - Private paramedics cannot perform forcible entry as can publicly employed firefighter paramedics;
 - Contracting may reduce the ability of the Los Angeles County Fire Department to make use of reciprocal aid agreements with adjacent cities;
 - Private paramedics will most likely provide transport thus limiting the availability of paramedics at the scene of an emergency;
 - Private paramedics who do not utilize existing fire stations may have higher response times;
 - Use of private paramedics may restrict the ability of the County of Los Angeles to respond to large emergencies or disasters; and
 - Los Angeles County management personnel in the Fire Department and other agencies may have less control over the level of service provided by private paramedics.
3. It appears no single paramedic company is large enough to cover the level of service currently provided by the Los Angeles County Fire Department.
4. Since multiple contractors will likely be necessary, contract monitoring will be difficult. The use of multiple contractors for paramedic service will most likely increase the difficulty for Los Angeles County to ensure an adequate and efficient delivery of the current level of service.
5. Employing private paramedics by the County of Los Angeles may negatively impact county staff and county programs. Contracting with private paramedics may reduce the

overall productivity of firefighter personnel who previously served as paramedics. Additionally, contracting may result in a lack of coordination between County of Los Angeles firefighter personnel and private paramedics at emergency scenes.

6. Though the County of Los Angeles appears to have the legal authority to contract, it is likely it would face a greater potential for public liability. The County of Los Angeles does not appear to be restricted by any federal or state statute from contracting paramedic services. Proposition A, an amendment to the County Charter in 1978, however, may restrict the County of Los Angeles from contracting because contracting may not be cost effective, and the capability of the county to respond to emergencies may be diminished. Even if permitted by law, contracting may increase the liability to the County of Los Angeles from failure of the contractor to provide paramedic services; failure from either negligence of employees or financial collapse of the company.

RECOMMENDATION

The Grand Jury recommends that the County of Los Angeles not contract with the private sector for paramedic services currently performed by the Los Angeles County Fire Department.

NOTE: For the full text of this contract audit report, see the bound volume in the Grand Jury Office.

E. REVIEW OF COUNTY PURCHASING SYSTEM

FOCUS/ISSUE

The purpose of this study was to evaluate the efficiency of the Los Angeles County's purchasing system. Deloitte Haskins & Sells (DH&S) was requested to review the county's compliance with recommendations made by the 1986-87 Grand Jury. DH&S was also requested to conduct efficiency reviews of the Los Angeles County Capital Asset Leasing Corporation's (LAC-CAL)/Bond Anticipation Notes (BANs) program and the proposed automated accounting and purchasing system (LACAPS). Additionally, DH&S reviewed the implications for efficiency and organizational effectiveness of the consolidation of the Purchasing and Stores Department into the Chief Administrative Office (CAO).

METHOD OF INVESTIGATING

The DH&S methodology for this review consisted of reviewing relevant documents; conducting interviews with representatives from county departments; comparing work methods with other public agencies; and documenting issues and concerns relevant to the scope of work.

FINDINGS

DH&S found that the internal services functions of the county are being redirected by the CAO to produce a positive impact on the services delivered to the public.

The purchasing function, as an element of the proposed Internal Services Agency (ISA), in the County of Los Angeles is currently undergoing substantial changes from prior methods of operations. In October 1987, the Purchasing and Stores Department was consolidated into the CAO. Subsequently, many new policy changes, in light of this consolidation, have been implemented or are being studied. A proposal under intensive review by the CAO and a Board of Supervisors'-approved task force is the delegation of purchasing authority to program departments. The task force, along with its subcommittees, is actively studying several issues to improve the general efficiency of the county's purchasing function.

In 1987, the county initiated the design and implementation of a new automated system LACAPS, which will consist of an accounting module and a purchasing module. LACAPS, once it is fully operational, is expected to increase the timeliness of payments to vendors; improve the tracking of purchase requisitions; and provide a system to readily match vendor invoices to purchase requisitions to the goods received.

The county has implemented the recommendations made from the 1986-87 Grand Jury study. The review also found that the CAO and Treasurer-Tax Collector have implemented an innovative financing technique, using LAC-CAL/BANs, to facilitate equipment acquisitions, reduce financing costs, and limit the cost to the county for bond issuances.

DH&S noted, however, certain considerations that are in need of examination and resolution. Specifically, the review found that:

- The implementation of the purchasing module of LACAPS has not been completed and is at least a year behind its original completion schedule of July 1988.
- The consolidation and potential decentralization of the Purchasing Department into the CAO has impacted the requirements for the purchasing module of LACAPS. In addition, DH&S found that the original implementation plan was more complex than the county expected, resulting in the delay in implementation.

- Non-supervisory and non-management level employees in internal service departments appear to be reacting to the changes (created by the consolidation efforts) by expressing feelings of anxiety about job security.
- The proposed changes in the Purchasing and Stores Department and in the county purchasing system may require amending the County Code and possibly the County Charter.

COMMENDATIONS

1. **The Grand Jury commends the county for taking an active interest in improving the purchasing function.**
2. **The Grand Jury commends the Chief Administrative Officer for strengthening the county organization by promoting clear organizational direction and giving program departments more control over their performance.**
3. **The Grand Jury commends the Treasurer-Tax Collector for implementing an innovative financing technique, using LAC-CAL/BANs, to facilitate equipment acquisitions, reduce financing costs, and limit the cost to the county for bond issuances.**

RECOMMENDATIONS

1. **The Grand Jury recommends that the Chief Administrative Officer provide the Board of Supervisors with the appropriate ordinances to implement the consolidation of Purchasing and Stores and Facilities Management Departments into the Chief Administrative Office.**
2. **The Grand Jury recommends that the Chief Administrative Officer and the Auditor-Controller conduct an operations review of the Purchasing and Stores Department. The purpose of the review would be to determine the specific requirements of LACAPS, in light of newly implemented organizational and policy changes.**
3. **The Grand Jury recommends that the Chief Administrative Officer request County Counsel to issue an opinion regarding the feasibility of decentralizing the county's purchasing system, given present County Charter and Code provisions, and to propose an amendment, if required, to permit decentralization.**
4. **The Grand Jury recommends that the Chief Administrative Officer and Auditor-Controller develop guidelines for the implementation of Ordinance 87-0172.**

5. The Grand Jury recommends that the Chief Administrative Officer and Auditor-Controller establish a task force to assist internal services departments in identifying and developing strategies to achieve productivity improvements, contain costs, and improve work methods.
6. The Grand Jury recommends that the Chief Administrative Officer and Auditor-Controller establish internal audit procedures to oversee the performance of departments in managing their own internal services needs.
7. The Grand Jury recommends that the Chief Administrative Officer give immediate attention to morale in internal services departments and develop a strategy to address job security concerns.

NOTE: For the full text of this contract audit report, see the bound volume in the Grand Jury Office.

CRIMINAL JUSTICE COMMITTEE



CRIMINAL JUSTICE COMMITTEE

Standing L to R: Carolyn Murphy Milner, Hazel McIntosh, Lela R. Cohn
Seated L to R: John R. Burnett, Chair, Robert V. Armstrong

CRIMINAL JUSTICE COMMITTEE

PURPOSE

The Criminal Justice Committee had the responsibility of reviewing and responding to the criminal complaints of citizens, of reviewing and responding to the District Attorney's requests for use of Grand Jury subpoena powers and for investigative and indictment hearings.

In addition, the committee examined and evaluated various aspects of the Los Angeles County criminal justice system and made recommendations.

AREAS INVESTIGATED

A. GRAND JURY HEARINGS

As of May 12, 1988 the committee received the following from the District Attorney's Office:

- Five requests for use of the grand jury subpoena powers,
- Four requests for grand jury investigatory hearings, and,
- Five requests for grand jury indictment hearings.

All of the above requests were granted and grand jury indictments were returned in four of the hearings.

B. CITIZENS' COMPLAINTS

FOCUS/ISSUE

The Criminal Justice Committee received, reviewed and took appropriate action on citizens' complaints which alleged criminal activity.

METHOD OF INVESTIGATING

Upon receipt from the foreman of a citizen's complaint, a letter of receipt was sent to the complainant. The complaint was assigned to a member of the committee for follow-up purposes. It was read and reviewed by each committee member and additional information was

requested when necessary. The committee utilized the assistance of the Grand Jury legal advisor and a representative from the Bureau of Investigations of the District Attorney's Office when appropriate. A final review was performed based on all the information and a letter of disposition sent to the complainant. The chairman then completed the Disposition of Complaints form, providing the appropriate background information, areas studied and reason(s) for the disposition. The form was given to the foreman for logging in the Disposition of Complaints log book.

FINDINGS

As of May 12, 1988 the committee had received and reviewed 30 citizens' complaints.

C. DRUG FORFEITURE LAWS

FOCUS/ISSUE

The Criminal Justice Committee desired to study the state drug forfeiture laws in comparison to the federal drug forfeiture laws.

Forfeiture is the legal procedure utilized by the government to obtain possession of confiscated or seized personal and/or real property.

If the amount of assets taken from drug dealers could be increased, it is anticipated that the following would result:

- Elimination of some of the drug profits might discourage some dealers from active participation in drug trafficking.
- Some street gangs engaged in drug trafficking would be weakened since they are more tightly governed by economics than by territory.
- These assets would be used by law enforcement to further "the war on drugs," from both the prevention and enforcement aspects.

METHOD OF INVESTIGATING

1. The committee obtained and read state legislation on drug forfeiture and was advised of federal laws pertaining to drug forfeiture.

2. The committee obtained and read the Suggested State Legislation written by the United States Senate and presented to the Council of State Governments in 1985.
3. The committee met with individuals from the District Attorney's Office, the Los Angeles Police Department and the Los Angeles Sheriff's Department and discussed with them the drug problem in general and drug forfeiture laws in particular.
4. Contact was made with, and information received from, the people involved with disbursing the state's share of funds derived from forfeiture.

FINDINGS

The Criminal Justice Committee learned that the law enforcement agencies were losing "the war on drugs" and that, perhaps, a generation has already been lost to drugs.

An example of how we are losing "the war on drugs" concerns the wholesale price of street drugs which has dropped sharply in the last few years (from \$60,000 to \$10,000 per kilo). Additionally, last year's seizures of 15,000 pounds of cocaine represents only 7-10 percent of the total quantity entering the Los Angeles area.

Slightly over one half of all the cocaine coming into the United States is coming through Los Angeles. The balance is coming in through Miami and New York.

A way to escalate "the war on drugs" is to take the profits away from drug dealers and to use the funds to further the battle. The state and federal laws which apply to drug forfeiture are very different in this regard.

There are two methods to forfeit funds. The first is administrative or non-judicial. As the name implies, this can be achieved without going through the courts. Under state law, this method can only be utilized if the assets are \$25,000 or less, including conveyances. Under federal law this method can be used up to \$100,000, with no limit on conveyances.

The second method occurs when the person from whom the assets were seized challenges the administrative forfeiture, or if the amount is over the above limits. Then the matter goes to the courts and becomes a judicial forfeiture proceeding.

The committee was advised by representatives of various agencies on the complex forfeiture laws. The committee understands that the following statements of the differences between the state and federal laws are a simplification of an intricate legal system.

1. Under state law there must be an underlying criminal charge before forfeiture proceedings can begin. Under federal law, no underlying criminal charge is needed to proceed. (i.e. As a result of a tip, a person is stopped and is found to have a large sum of cash and cannot offer a good explanation as to its source. Under federal law the cash may be seized and

forfeited without criminal charges being filed against the person who was carrying it. However, under state law this cannot be done, even if tests show traces of drugs on the money.)

2. The burden of evidence which must be met for a successful forfeiture varies between state and federal laws. Under state law the standard used is "beyond a reasonable doubt." Under federal law "probable cause" is the evidentiary burden.

An important difference in the laws lies in the area of who has the burden of proof. Under state law the claimant has no burden of proof. The People must prove the case "beyond a reasonable doubt." Under federal law the burden of proof shifts to the claimant and it must be by a "preponderance of the evidence." In essence the accused must prove his innocence.

3. Under state law "hearsay" evidence cannot be used, while under federal law it may.
4. Under state law when a third party comes forward and claims that the asset belonged to him, that he had no knowledge that the asset was being used for drug dealing, and that he had not consented to its use for drug dealing, it is up to the People to disprove that claim. Under federal law it is up to the third party to prove that he did not have knowledge that the asset was used for drug dealing and that he had not consented to its use for drug dealing.
5. Under state law any vehicles or other property (houses, jewelry, etc.) that are forfeited must be sold at public auction. Under federal law the vehicles or real property can be sold at auction or can be given to seizing agencies for undercover police use. Furthermore, under state law, if a vehicle is community property and the sole source of transportation for the defendant's immediate family, it cannot be forfeited. Also, if property is used as a family residence, for other lawful purposes, or is owned by two or more persons, one of whom had no knowledge of its unlawful use, it cannot be forfeited. This is not the case under federal law.
6. Under federal law a minimum of ten percent of the value of the forfeited items is retained by the federal government for administrative and prosecutorial uses. The balance is distributed to the seizing agencies in proportion to the efforts expended by the respective agencies. Under state law 10 percent is distributed to the prosecutorial agency, 20 percent to the state mental health program, five percent to the state NARCO fund (which, after expenses, could disburse funds to organizations like WE TIP, etc.) and 65 percent to the seizing agency or agencies.

It is possible for the federal government to adopt a case from the local seizing agency retroactively. The head(s) of the local agency or agencies must decide if it is in their best interest to keep all of the monies in the state or give 10 percent to the federal government and thus, receive more money for their agency or agencies. Under federal law a case

involving \$2,500 or more may be adopted, but lack of sufficient manpower requires some cases to be rejected. The local prosecuting agencies have a similar manpower problem.

Changing the state laws on drug forfeiture to conform with federal laws on drug forfeiture could increase the number of forfeiture cases that are prosecuted. Some of these cases now "fall through the cracks." It could also increase the off-budget monies that law enforcement agencies receive to escalate "the war on drugs."

RECOMMENDATION

The Grand Jury recommends that the Board of Supervisors use its influence to initiate and/or support legislation to change state drug forfeiture laws to conform with federal drug forfeiture laws.

D. TWO-WAY INTERACTING AUDIO-VIDEO PROCEDURES

FOCUS/ISSUE

The Criminal Justice Committee elected to study two-way interacting audio-video arraignment procedures to determine whether increased implementation would be advantageous to the operations of the Municipal Courts in Los Angeles County.

METHOD OF INVESTIGATING

1. The committee read about the various authorized pilot projects.
2. The committee visited the Glendale courtroom when the equipment was being used and met with the operators of the system.
3. The committee visited a courtroom in San Bernardino County, witnessed the arraignment procedure, and met with the court operators of the system. It also visited the central jail and witnessed arraignments to the other San Bernardino courtroom, met with the jail personnel who operate the system, and met with the San Bernardino County Municipal Court Administrator.
4. The committee visited South Bay Municipal Court in Torrance, observed the operation of the TV arraignment proceedings and interviewed the appropriate personnel.
5. The committee obtained and read numerous reports on the subject.

6. The committee interviewed Mr. Robert Mimura, the Staff Executive Director of the Countywide Criminal Justice Coordination Committee (CCJCC). The Technological Development Subcommittee of the CCJCC was established to explore potential application of the two-way interacting audio-video technology within the county criminal justice system.
7. The committee interviewed Mr. Frank Zolin, County Clerk/Executive Officer of the Superior Court, to obtain his opinions on the utilization of the TV arraignment system.
8. The committee interviewed Mr. Michael P. Judge, Deputy Public Defender, Division Chief, Central Superior Court, to obtain his opinions on the utilization of the TV arraignment system.

FINDINGS

In 1985, CCJCC of Los Angeles County approved two pilot projects to evaluate the use of closed circuit television in courts.

Glendale Municipal Court

In May 1986, the first of these two projects -- a two-way interacting audio-video (TV) arraignment project in the Glendale Municipal Court -- was implemented.

The purpose of this project was to test the feasibility and acceptance of using two-way interacting audio-video equipment to arraign in-custody defendants without their having to leave a secure jail facility.

In this project, the Sheriff's Transportation Department brings in-custody defendants from the Central Jail to the holding facility at the Glendale Police Department located across the street from the Glendale Municipal Court.

A special area for TV arraignment was constructed in the Trustee's Dormitory Section, including a holding facility, cubicles for defense counsel interviews and a TV camera area. The TV camera equipment is connected, via microwave equipment, to similar TV camera equipment in one of the courtrooms. An electronic facsimile transmission system was also installed to convey custody, release orders, waivers, and the like.

In order to advise the defendants of their constitutional rights, a VCR tape, recorded in English and Spanish, is played to the defendants in the jail arraignment area. Giving "rights" in this manner, as opposed to a judge giving the "rights" in court, saves court time.

From May 1986 through May 1987, over 90 percent of the defendants were arraigned in this manner.

The committee interviewed those involved with the project and they appeared to be satisfied with the operation of the two-way interacting audio-video system and they consider the project a success.

Since this project was not intended to show cost savings, no such identification or quantification was made.

The benefits of this project are widespread and include:

1. Increased security for the public and court personnel.
2. Better communication between the bench officer and the defendants.
3. Less physical discomfort to the defendants.
4. Defendants who are released leave earlier in the day.
5. Arraignments are completed in a more timely fashion which has improved calendar management and reduced court staff overtime.

South Bay Municipal Court

The second pilot project in Torrance, approved by the CCJCC in 1985, was to test a closed circuit TV link between the Sheriff's Crime Laboratory and five South Bay Municipal Court divisions. It provided for a criminalist to testify via live, interactive video in lieu of a personal court appearance in driving under the influence of drug and/or alcohol cases. Known as the Torrance Expert Witness Project, it was not successful for lack of acceptance by both prosecution and defense counsel mostly for constitutional reasons -- the right of a defendant to confront witnesses -- and the CCJCC agreed to terminate the project in the summer of 1987. At the same time, however, the CCJCC allowed the South Bay Municipal Court to convert the existing equipment and wiring to link two of its courtrooms to the court detention facility, located on the second floor of the court building. The purpose is to conduct video proceedings involving in-custody defendants.

In January, 1988, the South Bay Municipal Court began conducting in-custody court proceedings via two-way interacting closed circuit television in one misdemeanor courtroom which is linked to the courthouse detention area. The video network uses coaxial cable and utilizes an existing courtroom amplification system. A second courtroom is scheduled to be added to the circuit in March, 1988.

The South Bay Municipal Court has submitted concept papers to the State Judicial Council to support the expansion of video court proceedings to include the Torrance City Jail, Redondo Beach City Jail, and the Torrance Courthouse Basement Lock-up.

The committee visited the South Bay Municipal Court, observed the operation of the project and spoke with appropriate personnel. After first appearances, many in-custody arraignments result in own recognizance (OR) or bail release. Therefore, early court hearings facilitate early release and easing of overcrowded conditions in the court detention facility. The video technology has also served to aid and facilitate a more efficient means of handling high caseloads. Courtroom delays have decreased because now, as custody cases become ready, the bench officer interrupts the non-custody proceeding, switches on the camera and monitor and hears the in-custody case. Additionally, because detainees are generally fascinated with video technology, many detainees who were uncooperative and hostile, exhibit an unexpected attitude of cooperation when informed they are going "on camera."

The committee also observed that the arraignment and interview areas located in the detention facility on the second floor were very small, overcrowded and thus, could present problems. However, if the State Judicial Council approves the proposed expansion to the basement lock-up area, this would be alleviated.

Parker Center

The CCJCC is presently at work on obtaining the funds for two new projects:

1. Video arraignments between Division 30 in the Criminal Courts Building and Los Angeles Police Department's (LAPD) Parker Center.
2. Video filings from LAPD substations to Parker Center to the District Attorney's Office in the Criminal Courts Building.

GENERAL FINDINGS

In the study and review of the two-way interacting audio-video arraignment project in San Bernardino County and in the two existing projects approved by the CCJCC in Los Angeles County, located in the Glendale Municipal Court and the South Bay Municipal Court, the committee found that the projects are advantageous both to the defendants and the courts for many similar reasons.

Some of those reasons include:

- increased security
- better communication
- earlier defendant release
- easing of overcrowded detention facilities
- cooperation of defendants
- efficiency in handling caseloads
- decreasing courtroom delays

In addition to the above-mentioned advantages, other associated county agencies would be impacted positively by the expansion of the project countywide. Those agencies include: Sheriff's Corrections Division, Sheriff's Transportation Division, Marshal's Department, District Attorney's Office, Public Defender's Office, Alternate Defense Counsels, and court staff.

It is important to note that arraignments are only a portion of the types of proceedings that could be heard and seen via video. Additional proceedings include pretrial settlements, pleas, discovery motions, bench warrant pick-ups, bail reviews and any other non-contested, non-evidentiary hearings which may be agreed to by counsel.

COMMENDATION

The Grand Jury commends the appropriate staff and personnel involved with the two-way interacting audio-video arraignment projects in Glendale Municipal Court and South Bay Municipal Court for the successful implementation of the projects.

RECOMMENDATION

The Grand Jury recommends that the Board of Supervisors increase and expand the implementation of two-way interacting audio-video projects in the Municipal Courts of Los Angeles County.

APPENDIX

Drug Forfeiture Laws

PERSONS INTERVIEWED

Deputy District Attorney Eldon Pritikin, Deputy-in-Charge, Forfeiture Section, District Attorney's Office
Captain Robert Blanchard, Commanding Officer, Los Angeles Police Department, Narcotics Division
Gerald Clemons, Director, Department of Justice, Division of State Law Enforcement, Sacramento
Dr. D. Michael O'Connor, Director, State Department of Mental Health, Sacramento
John Lovell, Special Counsel, District Attorney's Office in Sacramento
June Clark, Legislative Assistant, District Attorney's Office in Sacramento
Captain Robert N. Wilbur, Unit Commander, Narcotics Bureau, Los Angeles County Sheriff's Department
Deputy Jack B. Brown, Financial Investigation Unit, Los Angeles County Sheriff's Department
Sgt. Ed Chenal, Narcotics Bureau, Financial Investigation Unit, Los Angeles County Sheriff's Department
Norman D. Boyer, Los Angeles City Legislative Representative in Sacramento
Lt. William C. Costleigh, Officer-in-Charge, Central Bureau Narcotics Division, Los Angeles Police Department
Det. Douglas C. Urschel, Field Enforcement, Central Bureau Narcotics Division, Los Angeles Police Department
R. Schirn, Head Deputy, Major Narcotics and Forfeiture Division, Los Angeles County District Attorney's Office
C. Hazell, Deputy District Attorney, Major Narcotics and Forfeiture Division, Los Angeles County District Attorney's Office
Sgt. Paul Marks, Training Division, Los Angeles Police Department
Robert C. Lutz, Municipal Court Commissioner
William McCarley, Chief Legislative Analyst, City of Los Angeles, in Sacramento

DOCUMENTS REVIEWED

Attorney General's Guidelines on Seized and Forfeited Property by Edwin Meese III, dated April 9, 1987
Forfeiture case statistics for 1986-87 from Los Angeles County Sheriff's Department
Los Angeles County Sheriff's Department drug arrests and seizures report from 1982 through 1986 by Deputy G. Rudolph
Los Angeles Police Department drug seizures 1982 through 1986 by A. Pacho
United States suggested State Legislation on Forfeiture, 1985
AB 2574 by Assemblyman O'Connell on drug fines
SB 2597, introduced by Senator Deddeh in 1988, to change state law on forfeiture proceedings
AB 4162, introduced by Assemblyman Katz in 1988, to change state law on forfeiture proceedings
AB 4523, introduced by Assemblyman Moore in 1988, to change state law on forfeiture proceedings
Report by Dr. D. Michael O'Connor, Director, State Department of Mental Health, Sacramento, November 13, 1987

Two-Way Interacting Audio-Video Procedures

PERSONS INTERVIEWED

Honorable Cheryl Krott, Presiding Judge, Glendale Municipal Court
Karla Olsen, Assistant Clerk-Administrative Officer, Glendale Municipal Court
Donna Cheney, Chief Deputy Clerk, Glendale Municipal Court
Carole Telfer, Deputy Public Defender, Los Angeles County
Merle Chandler, Jail Supervisor, Glendale Police Department
Honorable Philip Morris, Presiding Judge, Valley Division, San Bernardino County
Freddie Hancock, Municipal Court Administrator, San Bernardino County
Lt. Walter M. Hanson, San Bernardino Central Jail
Sgt. John Clifford, San Bernardino Central Jail
Carol T. Shearer, Administrative Analyst of San Bernardino County Administrative Office
Frank S. Zoljn, County Clerk/Executive Officer, Los Angeles County Superior Court
Robert Mimura, Executive Director, Countywide Criminal Justice Coordination Committee

Honorable Andrew C. Kauffman, Commissioner, Division 5, South Bay (Torrance) Municipal Court
Christopher Crawford, Court Administrator, South Bay Municipal (Torrance) Court
Victor Rockafellor, Deputy Marshal
Karl Gibb, Deputy Marshal
Michael P. Judge, Public Defender, Division Chief, Central Superior Court, County of Los Angeles

PLACES VISITED

Glendale Municipal Court
Glendale City Jail
San Bernardino County Valley Municipal Court in Fontana
San Bernardino County Central Jail in San Bernardino
South Bay Municipal (Torrance) Court

DOCUMENTS REVIEWED

1987 Annual Report of Judicial Council of California
Glendale Municipal Court's 8/86 Annual Report on TV Project
Glendale Municipal Court's 6/87 Annual Report on TV Project
San Bernardino's 8/87 Annual Report on TV Project
South Bay (Torrance) Municipal Courts' 6/87 year end report on *Video Expert Witness Pilot Project* by Christopher Crawford, Project Coordinator, Court Administrator
1981-82 Grand Jury Final Report of Santa Barbara County on *Court Vision System*
Report by Chief Probation Officer Allan M. Crogan of Santa Barbara County to State Assemblyman Dominic L. Cortese, April 7, 1982
Report by Chief Probation Officer Allan M. Crogan of Santa Barbara County to C. Campbell, Associate Director of the Pat Brown Institute of Beverly Hills, February 18, 1982
Report by Glen Mowrer, Public Defender, Santa Barbara County to C. Campbell, Associate Director of the Pat Brown Institute of Beverly Hills, February 16, 1982
Report by Wilbur F. Littlefield, Public Defender, Los Angeles County to C. Campbell, Associate Director of the Pat Brown Institute of Beverly Hills, March 3, 1982
The Court Manager report by Fredericka Hancock on Audio-video Project, October 1985
Robert Mimura report to Technological Development Subcommittee of Countywide Criminal Justice Coordinating Committee, February 4, 1987
Report by Captain B. Brinkerhoff, Commander, Central Detention Center to Penne Ryan, Division Manager, San Bernardino County Municipal Court, September 30, 1987
Report by Supervisor Edmund D. Edelman to Board of Supervisors regarding *Glendale Video Arraignment Pilot Project*, April 18, 1985
Report by Penne Ryan to Capt. Brinkerhoff, San Bernardino County, September 22, 1987
Report by Elizabeth G. Hill, Legislative Analyst, California Legislature to Bonnie Sowers, September 10, 1987
Report by Elizabeth G. Hill, Legislative Analyst, California Legislature to Honorable William Campbell, Chairman, Joint Legislative Budget Committee, September 10, 1987
Report by Freddie Hancock, Municipal Court Administrator, San Bernardino County to Laura Carter, Program Analyst, Legislative Analyst's Office, California Legislature and Alistair Carmichael, Court Management Analyst, Judicial Council of California, San Francisco, March 14, 1988
Report by Leonard J. Johnson, Deputy Chief, Bureau of Detention and Correction, Sheriff's Department, San Bernardino to Freddie Hancock, Municipal Court Administrator, San Bernardino, January 18, 1988
Report by Penne Ryan, Assistant Municipal Court Administrator, San Bernardino to Freddie Hancock, Municipal Court Administrator, San Bernardino, March 15, 1988
1983 Program Summary, Video Arraignment Program for San Diego County
Interactive Video Proceedings, Municipal Court, South Bay Judicial District, prepared for the Judicial Council Workshop, February 8-10, 1988

ENVIRONMENT COMMITTEE



ENVIRONMENT COMMITTEE

Standing L to R: Hazel McIntosh, Franklin A. Bereny, Evelyn F. Schreiber

Seated L to R: Brian E. Heyman, Chair, William R. Downs

ENVIRONMENT COMMITTEE

PURPOSE

The purpose of the Environment Committee of the 1987-88 Los Angeles County Grand Jury was to review existing, as well as proposed policies, practices, methods and technologies used by the county and large municipalities within the county, to collect, process and dispose of solid waste, hazardous waste and sewage in order to make specific recommendations to the Board of Supervisors and other elected officials.

BACKGROUND

Out of concern for public safety and the environment, the Grand Jury authorized the Environment Committee to investigate problems associated with the disposal of waste in Los Angeles County. The Environment Committee began its investigations August 18, 1987, and concluded them April 15, 1988.

To assist the committee in its investigation of solid waste disposal, the Grand Jury requested that its contract auditor, Deloitte Haskins & Sells (DH&S) conduct a study of the solid waste management practices of the County of Los Angeles, the City of Los Angeles and the City of Long Beach. The executive summary of the DH&S report is contained in this section.

AREAS INVESTIGATED

A. SOLID WASTE/REFUSE DISPOSAL

FOCUS/ISSUE

The purpose of this study was to evaluate the planning aspects of Los Angeles County's solid waste/refuse disposal program and to develop the type of information necessary to (a) assist decision-makers in making responsible decisions for the future, and (b) inform the public on the best overall solid waste management plan. DH&S also evaluated current studies on long-term solid waste/refuse disposal methods performed by the County of Los Angeles, Department of Public Works, the County Sanitation Districts, and city agencies. Additionally, DH&S evaluated recent environmental impact studies and the cost aspects of options studied by the county, the sanitation districts, and individual cities. It should be noted that the Grand Jury began its inquiry into this matter in August 1987, and the interest to formally examine the issue was based strictly on these initial efforts.

METHOD OF INVESTIGATING

The information and data necessary to perform this study was obtained from three primary sources: 1) review of relevant documents, 2) personal interviews, and 3) literature search. It was the intent of the Grand Jury, in conducting interviews and reviewing documents, to obtain the widest variety of information available on solid waste management. Consequently, the data collection efforts included discussions with not only professional staff from public agencies, but also policymakers and numerous community interest groups. The committee also invited all five members of the Board of Supervisors to share their views on solid waste management.

FINDINGS

Solid waste management in Los Angeles County is characterized by fragmented authority and decision-making processes. Consequently, planning is influenced by political considerations. It was observed that the diffused decision-making authority and other political considerations are negatively impacting the implementation of various solutions to the solid waste disposal situation. However, it was also observed that the planning documents, studies, and reports developed by the County of Los Angeles, the City of Los Angeles, and the County Sanitation Districts may not be providing the best available information for proper decision-making.

The other major findings are as follows:

- The County Solid Waste Management Plan (CoSWMP) is the key planning document; yet it is not an adequate document for decision-making and public information.
- Participation of the private sector in the planning process is inadequate.
- There appears to be a significant degree of mistrust in solid waste management agencies and in the political leadership at both the city and county levels.
- There is a lack of faith in elected officials and local jurisdictions to solve the county's waste disposal problems.
- Public education regarding the approaching solid waste disposal crisis is inadequate.
- The current recycling efforts of the City of Los Angeles and the County Sanitation Districts do not have a creative approach.
- Current descriptions of the county-wide wastestream lack sufficient detail for understanding and substantiating solid waste options and strategies.

- The report entitled "Solid Waste Management Status and Disposal Options in Los Angeles County," developed by the County Sanitation Districts, the City of Los Angeles, and the County of Los Angeles, does not provide adequate documentation or references to support the validity of statements and assumptions presented in the report. (Note: At the time of this study, the report was not in final form. However, it was understood there were no substantial differences between the draft report and the final report.)
- Solid waste management planning in Los Angeles County does not adequately address the financial aspects of solution implementation.

The specific details supporting these findings are discussed in Section III of the report by DH&S.

COMMENDATION

The Grand Jury commends the County of Los Angeles, County Sanitation Districts, and the City of Los Angeles, for combining their professional resources to develop the report on solid waste status and disposal options.

RECOMMENDATIONS

The information collected during the study indicates that the Los Angeles County community will soon be faced with a solid waste crisis. The decreasing availability of landfills and the difficulty in implementing other options has created the need for immediate, corrective actions. To address this situation, the Grand Jury makes the following recommendations:

1. **The Grand Jury recommends that the Los Angeles County Board of Supervisors and Los Angeles City Council initiate the development of an appeals board, with binding authority to make facility siting decisions, and to review challenged permitting decisions of local jurisdictions.**
2. **The Grand Jury recommends that the County of Los Angeles Department of Public Works assume a more active leadership role for solid waste management planning and actively facilitate meaningful participation of cities, the private sector and other interested parties. It is further recommended that comprehensive studies and implementation measures be immediately commenced by the County of Los Angeles Department of Public Works, County Sanitation Districts, and the City of Los Angeles Bureau of Sanitation to avert the impending shortage of waste disposal facilities.**
3. **The Grand Jury recommends that the Los Angeles County Board of Supervisors, Los Angeles City Council, and the County Sanitation Districts' Board of Directors take concrete actions to correct the degree of mistrust between elected leaders/agency professionals and citizen activists/environmental/community service organizations.**

4. The Grand Jury recommends that the County of Los Angeles Department of Public Works take concrete measures to involve the private sector in the upcoming revision of the County Solid Waste Management Plan. It is further recommended that the County of Los Angeles Department of Public Works, City of Los Angeles Bureau of Sanitation, and the County Sanitation Districts, in all future area-wide study reports, specifically describe the private sector's involvement in that study effort.
5. The Grand Jury recommends that the County of Los Angeles Department of Public Works, in conjunction with the County Sanitation Districts and the cities, and in full view of the private sector, initiate a comprehensive and coordinated general public education program to inform the public of: (1) the nature and immediacy of the disposal problem; (2) the range of management alternatives; and, (3) the positive impacts of waste reduction at the individual and commercial levels.
6. The Grand Jury recommends that the Los Angeles County Board of Supervisors, the County Sanitation Districts' Board of Directors and Los Angeles City Council jointly and concurrently pursue the creation and adoption of legislation that would provide more discretion to use funds for financial incentives, research, and development activities in local recycling efforts.
7. The Grand Jury recommends that the County of Los Angeles Department of Public Works, in conjunction with the County Sanitation Districts, develop multi-year cost projections for the implementation of solid waste management solutions and corresponding revenue projections for financing each of the proposed solutions and documented assumptions underlying each cost and revenue item.
8. The Grand Jury recommends that the County Sanitation Districts implement, as soon as possible, the collection of additional revenues to fund future solid waste disposal solutions.
9. The Grand Jury recommends that the County Sanitation Districts develop financial strategies (i.e., special tax, develop and earmark new local revenue), financing vehicles (i.e., Joint Powers Authority, public non-profit corporation) and evaluate the feasibility of general obligation and/or revenue bonds.
10. The Grand Jury recommends that the County Sanitation Districts form a public-private task force to study the issue of developing markets for recyclable materials, energy, and biogas.
11. The Grand Jury recommends that the County of Los Angeles Department of public Works, in the next revision of the County Solid Waste Management Plan, develop more detailed statements on roles and responsibilities for solid waste management; develop quantifiable measures to monitor the revised plans; and develop and present a section on financing, proposed solid waste solutions, alternatives and options.

12. The Grand Jury recommends that the County of Los Angeles Department of Public Works, in the upcoming revision of the County Solid Waste Management Plan, specifically address regional issues and identify a regional strategy for planning and implementing solid waste management solutions.
13. The Grand Jury recommends that the County of Los Angeles Department of Public Works, adopt a less technical approach to presentation of the next County Solid Waste Management Plan. It is further recommended that the county review County Solid Waste Management Plans from other counties for possible presentation formats.
14. The Grand Jury recommends that the County Sanitation Districts conduct a study to identify the specific and detailed components of the commercial and residential wastestreams. It is further recommended that the study identify the percentage each of the components contributes to their respective wastestreams.

The remaining recommendations (#15-28) pertain to the report entitled "Solid Waste Status and Disposal Options in Los Angeles County."

15. The Grand Jury recommends that the County Sanitation Districts, in conjunction with the County of Los Angeles Department of Public Works and the City of Los Angeles Bureau of Sanitation, take responsibility for implementation of recommendations # 16-28.
16. The Grand Jury recommends that decision-makers be made aware of possible limitations of the report on solid waste status and disposal options so they can determine whether further information is needed before reaching a decision on future solid waste plans and actions within Los Angeles County.
17. The Grand Jury recommends that details (including assumptions) of waste volume projections be provided to decision-makers.
18. The Grand Jury recommends that decision-makers be provided with more details on how remaining disposal capacity was derived.
19. The Grand Jury recommends that the technical and economic viability of additional landfill diversion alternatives -- being source reduction, compaction, and small waste-to-energy plants -- are evaluated in detail as part of the county's solid waste management planning process.
20. The Grand Jury recommends that decision-makers be provided with details on derivation of waste quantities in order to allow independent evaluation.
21. The Grand Jury recommends that potential means for maximizing recycling options are more thoroughly investigated. It is further recommended that such an evaluation include economic incentives to encourage waste separation at its source, especially from commercial/industrial generators.

22. The Grand Jury recommends that a study be conducted of the technical and economic feasibility and environmental issues associated with biogas generation, compost market, and volume reduction aspects of composting. It is further recommended that such a study include consideration of the volume of waste available for composting, apart from garden and yard material.
23. The Grand Jury recommends that considerable additional information be provided regarding the feasibility of incinerating between 14,000 to 30,000 tons per day, six days (i.e., up to 50 percent) of the solid waste within Los Angeles County.
24. The Grand Jury recommends that decision-makers be better informed of the technical feasibility and environmental acceptability of landfill expansion as a waste management option.
25. The Grand Jury recommends that evidence be quickly provided to allow independent confirmation of the waste generation and landfill capacities. It is further recommended that comprehensive studies and implementation measures be immediately commenced to avert the impending shortage of waste disposal facilities if the existing and projected waste volumes and disposal capacities are substantiated.
26. The Grand Jury recommends that, as part of a comprehensive solid waste management study, a detailed landfill site selection analysis be conducted within the county boundary. It is further recommended that if suitable sites are identified, the land and adjacent buffer zones be preserved for waste purposes via General Plan amendments.
27. The Grand Jury recommends that, as part of a solid waste management study, economic haul distances be calculated and described in a manner that would allow independent review.
28. The Grand Jury recommends that further studies be conducted to evaluate the feasibility of the rail haul option to determine if it is, in fact, a viable option.

NOTE: For the full text of this contract audit report, see the bound volume in the Grand Jury Office.

B. HAZARDOUS WASTE

FOCUS/ISSUE

The purpose of this study was to collect data on hazardous waste problems facing the county and to evaluate actions being taken by government agencies to solve hazardous waste disposal problems of homeowners and small quantity generators.

Newspaper articles have publicized the problems of disposing of hazardous and toxic wastes. Cases of illegal dumping in some remote areas of the county and in poorly policed industrial areas had been reported with alarming frequency.

METHOD OF INVESTIGATING

The Environment Committee collected data through the following committee activities:

- The committee was briefed by the Los Angeles County Department of Public Works staff on the Los Angeles County Hazardous Waste Management Plan.
- Attending a working session of the Los Angeles County Hazardous Waste Management Subcommittee.
- Attending a working session of the Los Angeles County Hazardous Waste Management Advisory Committee.
- Attending public hearings on the Draft Los Angeles County Hazardous Waste Management Plan (CoHWMP) and Environmental Impact Report (EIR) in the Harbor area and in the San Fernando Valley.
- Reviewing selected portions of the Draft CoHWMP.
- Attending public hearings on the California Thermal Treatment Service Proposed Incineration Project planned for Vernon in December and January, and reviewed a summary of the Bright and Associates Report on Environmental Risk Assessment for the project.
- Interviewing a member of the Environmental Crimes and OSHA Unit from the District Attorney's Office and a representative with equivalent responsibilities from the Los Angeles City Attorney's Office.
- Touring the BKK hazardous waste landfill site in West Covina to observe the closure requirements imposed on such facilities.
- Reading numerous articles relating to hazardous waste problems printed in Los Angeles County newspapers and technical journals.

FINDINGS

1. The small quantity generators of hazardous waste in Los Angeles County have an acute problem in finding a cost-effective means for safe, proper disposal.

The Draft CoHWMP projects a peak quantity of hazardous waste from small quantity generators in Los Angeles County, which is not disposed of at source, of 275,000 tons per year (TPY) by 1990. The only hazardous waste dumps available to the county are located at Casmalia and Kettleman Hills, hundreds of miles north. The cost to transport and dump small quantities of hazardous waste is prohibitive for small quantity generators. This results in many cases of illegal disposal in sewers, vacant lots, and remote sections of the county each year. If small quantities of hazardous wastes could be collected and consolidated into a reasonable size load, the cost of disposal could be significantly reduced. Penalties for illegal dumping must still remain high.

Some opponents of hazardous waste facilities in the Wilmington/Carson area indicated that mobile facilities to treat acceptable wastes provided a means for distributing more equitably treatment locales. Since a large volume of the wastes from small quantity generators are easily recycled, this is considered a feasible option toward improving neighborhood acceptance. Some sponsors of this concept have advocated the term SIMBY (some in many back yards) as the approach for offsetting the NIMBY (not in my back yard) syndrome.

The Grand Jury agrees with the hierarchy of hazardous waste management practices stated in the CoHWMP: reduction at the source; recycle to the highest/largest extent possible; and evaluate all generated waste prior to storing the residuals in a repository for possible retrieval at a later date.

2. Correct handling and disposal of household hazardous waste impacts almost every household in Los Angeles County.

The Draft CoHWMP reports that there are 25,000 TPY of household hazardous waste generated in Los Angeles County. Several cities in the county have initiated programs to assist the householder in disposing of these wastes. Los Angeles County and the City of Los Angeles have such programs in the planning stage. This is an important element in the county's hazardous waste management program.

3. Private industries desiring to provide hazardous waste processing facilities in the county are faced with a significant problem in siting these facilities. Little has been done to translate the types of products and risks into terms the population can readily understand.

Part of the reason for strong citizen resistance relates to the fact that the term "hazardous waste" portends danger, and the citizens of the county cannot comprehend from the term what products and risks are involved.

It is a general observation that the technical advances throughout the world to improve production rates for agricultural and manufactured products have resulted in the employment of more and more products that are considered hazardous when in use and/or when they become wastes. Many of these products do contain toxic constituents.

The general population tends to accept the use of these products and chemical compounds in their employment and/or homelife without questioning their contents -- many on a daily basis. However, these same people react negatively when any reference is made to disposal of the residue from these products. It is believed that the general population may never be able to relate the chemical compounds listed in the tables of hazardous and toxic wastes to the products, some familiar in the home, to which they readily accept exposure almost daily. The resulting communication problem illustrates an area that warrants special attention in order to counter the NIMBY syndrome.

It has been observed that some persons, including members of the media, tend to use the terms "hazardous" and "toxic" interchangeably. The term "toxic" is used more frequently when a negative point of view is intended. It was also observed that the EIR term has become so commonplace that those familiar with this type of analysis may not readily accept a Risk Assessment Analysis as being responsive and meaningful. This area of information exchange in regard to site planning should also be clarified as a means for reaching understanding.

RECOMMENDATIONS

- 1. The Grand Jury recommends that the Department of Public Works develop a program for accumulating and disposing of hazardous waste from small quantity generators, such that the cost of treatment and/or disposal can be distributed equitably among users.**
- 2. The Grand Jury recommends that the Department of Public Works investigate the feasibility of using mobile treatment methods for small quantity generators as a means of reducing long distance transportation and distributing the locales for processing of hazardous wastes.**
- 3. The Grand Jury recommends that the Board of Supervisors initiate private provider interest in mobile treatment facilities if this method is feasible.**
- 4. The Grand Jury recommends that the Board of Supervisors expedite the implementation of household hazardous waste collection and disposal programs.**
- 5. The Grand Jury recommends that the Department of Public Works initiate a continuing (repetitive) public information and education campaign to: (a) present information on hazardous waste products to the public in lay terms, e.g., related to trade name or generic commercial products wherever possible; (b) inform the public regarding those items often found in the home and/or garage that require special disposal controls; and to (c) inform the public of the methods for making hazardous waste products that are legal for disposal in landfills acceptable for disposal.**

C. SEWAGE

FOCUS/ISSUE

On numerous occasions during 1987 raw and partially treated sewage either spilled, overflowed or was diverted from the sewage system serving the City of Los Angeles and other cities, into storm drains, canals, Ballona Creek, the Los Angeles Harbor and the Santa Monica Bay, causing concern for public health and the environment.

As a result of extensive media coverage of these incidents, and the public concern surrounding them, a member of the jury brought the matter to the attention of the Grand Jury, which authorized an investigation by the Environment Committee. The investigation began August 15, 1987 and was concluded January 30, 1988.

The purpose of this investigation was to determine what action should be taken to prevent raw and partially treated sewage from spilling, overflowing or being diverted from the City of Los Angeles' sewage system, and to ensure that such action is taken expeditiously.

METHOD OF INVESTIGATING

In the course of its investigation, the Environment Committee visited the Hyperion Treatment Plant, the Jackson Avenue Overflow and Treatment Station, the Venice Pumping Station, a pumping station along Pacific Coast Highway in Pacific Palisades and the Terminal Island Treatment Plant.

In addition to visiting facilities where sewage spills, overflows and diversions occurred, the Environment Committee visited the Donald C. Tillman Water Reclamation Plant, which is also operated by the City of Los Angeles, and the Joint Water Pollution Control Plant, which is operated by the County Sanitation Districts of Los Angeles County, in order to broaden the committee's knowledge of sewage collection, handling and treatment practices.

The Environment Committee was briefed by senior staff from the Los Angeles Department of Public Works, interviewed members of the Sierra Club's Southern California Coastal Waters Task Force, heard from others concerned for the environment and reviewed written materials pertinent to the investigation.

FINDINGS

In 1987, the Los Angeles sewage system experienced twenty-three incidents in which raw or partially treated sewage either spilled, overflowed or was diverted into storm drains, canals, Ballona Creek, the Los Angeles Harbor and the Santa Monica Bay, according to the California Regional Water Quality Control Board, and the City of Los Angeles' Department of Public Works. These incidents occurred at the following locations.

Location of Incidents	Number of Incidents
Hyperion Treatment Plant	13
Pacific Palisades Pumping Station	3
Jackson Avenue Overflow and Treatment Station	2
Terminal Island Treatment Plant	2
Venice Pumping Station	1
South Central Los Angeles Sewer	1
Chatsworth Sewer	1
	23
Total	

The incidents involving the pumping stations, the Jackson Avenue Overflow and Treatment Station and the Hyperion Treatment Plant were of greatest concern to the committee.

Approximately 400 million gallons of sewage is treated at Hyperion then discharged into the Pacific Ocean each day. Three-quarters of the influent receives primary treatment, the remainder receives primary and secondary treatment. This treatment process removes solids (sludge) and digests bacteria. Under normal operating conditions, the treated sewage or effluent, is then pumped through a pipe by large centrifugal pumps, which discharges five miles offshore. These effluent pumps are driven by electric motors. When electrical service to the pumps is interrupted or dips, the pumps cease to operate and the treated sewage is diverted to a pipe which discharges one mile offshore, into the Santa Monica Bay.

Of the thirteen incidents that occurred at the Hyperion Treatment Plant ten were caused by power failure. Alternate electrical service was installed at Hyperion in 1987 to provide back-up power to the effluent pumps in the event primary power fails.

Power failure also caused raw sewage to spill from electrically-operated sewage pumping stations located along the Coastal Interceptor Sewer, which parallels Pacific Coast Highway in Pacific Palisades, and at the Venice Pumping Station. These stations pump up to 30 million gallons of sewage each day through the Coastal Interceptor Sewer to the elevation of Hyperion, where the sewage is treated. Sewage spilled from these pumping stations on four occasions in 1987.

Emergency power generators, which start automatically when primary power fails, have been installed at these locations, and plans call for emergency generators to be installed at other critical sewage pumping stations. Alternate electrical service has been installed at the Venice Pumping Station, as well.

An operator is on duty at all times at the Venice Pumping Station to monitor its status, and through telemetry, the status of each pumping station along the Coastal Interceptor Sewer. A technician makes daily inspections of each pumping station to service equipment and ensure normal operation.

Partially treated sewage overflowed from the Jackson Avenue Overflow and Treatment Station into Ballona Creek on two occasions in 1987. Stormwater in the sewer system caused these overflows, according to the Los Angeles Department of Public Works. The Jackson Avenue facility is designed to relieve hydraulic pressure on the North Outfall Sewer, which carries approximately 170 million gallons of sewage to Hyperion each day. When flow through the North Outfall Sewer threatens to exceed the treatment capacity of Hyperion, hydraulic pressure on the sewer is relieved by overflowing excess sewage into the facility. Sewage flows into tanks, with a combined capacity of one million gallons, where it is held until flow through the sewer decreases. The sewage is then pumped back into the sewer. Sewage exceeding the capacity of the holding tanks is screened to remove large solids and chlorinated to kill bacteria before flowing into Ballona Creek. Although this practice has been controversial with environmentalists, tests have shown that the bacteria level of storm water flowing down Ballona Creek is ten times higher than the bacteria level of the chlorinated sewage that overflowed from the Jackson Avenue facility.

As an extra measure of protection when an overflow occurs, an alarm is activated in a control room at Hyperion and an operator is immediately dispatched to the facility even though its operation is automated. An operator is on duty five hours a day during periods of high sewage flow, and whenever weather conditions indicate heavy rain. The facility has not overflowed sewage during dry weather since it was completed in June 1986.

The Jackson Avenue Overflow and Treatment Station apparently performs the function for which it was designed. The facility appears to be essential to maintaining the integrity of the North Outfall Sewer.

Approximately 39 million gallons of sewage -- less than ten percent of the volume of sewage treated at Hyperion in a single day -- either spilled, overflowed or was diverted from the Los Angeles sewage system in 1987. Most of that sewage was treated, and the Environment Committee has found that it posed less risk to public health and the environment than was generally perceived.

The Environment Committee believes the action taken by the City of Los Angeles to improve its sewage system in response to the sewage spills, overflows and diversions that occurred in 1987, has reduced the risk of such occurrences in the future to an acceptable level.

While the focus of this investigation was on sewage spills, overflows and diversions, the Environment Committee recognizes progress the City has made in improving its sewage system in order to comply with the amended consent decree in *United States of America and the State of California vs. City of Los Angeles*. Specifically, the City terminated sludge ocean discharge from Hyperion almost two months ahead of schedule on November 2, 1987.

However, the Environment Committee is concerned that with the phenomenal growth in population projected for Los Angeles, sewage production may exceed treatment capacity of the sewage system despite these improvements.

COMMENDATION

The Grand Jury commends the City of Los Angeles and staff from the Department of Public Works, Bureau of Engineering and Bureau of Sanitation for terminating sludge ocean discharge from the Hyperion Treatment Plant.

RECOMMENDATION

The Grand Jury recommends that a moratorium on sewer connections be imposed by the City of Los Angeles until the capacity of the Donald C. Tillman Water Reclamation Plant is increased and the North Outfall Sewer is replaced.

APPENDIX

(The Appendix for the contract audit report is not included below.)

Solid Waste

PERSONS INTERVIEWED

Orville E. McCollom, Deputy Director, Los Angeles County Department of Public Works
David Yamahara, Assistant Division Engineer, Engineering Services Division, Los Angeles County Department of Public Works
Roslyn Robson, Public Information Director, Los Angeles County Department of Public Works
Charles W. Carry, Chief Engineer and General Manager, County Sanitation Districts of Los Angeles County
Steve Maguin, Head, Solid Waste Management, County Sanitation Districts of Los Angeles County
John D. Eppich, Assistant Department Head, Solid Waste Management Department, County Sanitation Districts of Los Angeles County
Joseph Haworth, Information Officer, County Sanitation Districts of Los Angeles County
Don Avila, Assistant Information Officer, County Sanitation Districts of Los Angeles County
Deane Dana, Chairman, Los Angeles County Board of Supervisors
Peter F. Schabarum, Supervisor, First District, Los Angeles County Board of Supervisors
Hal Bernson, Councilman, Twelfth District and Chairman, Planning and Environment Committee, City of Los Angeles
Delwin A. Biagi, Director, Bureau of Sanitation, City of Los Angeles
Harvey K. Holden, Chairman, San Gabriel Valley Association of Cities' Solid Waste Management Task Force
Nancy Manners, Subcommittee Chairwoman, San Gabriel Valley Association of Cities' Solid Waste Management Task Force
Mary Lou Swain, Delegate, San Gabriel Valley Association of Cities' Solid Waste Management Task Force
Kenneth B. Kazarian, President, BKK Corporation
Anthony J. Licata, Vice President, Dravo Energy Resources, Inc.
Millard Rosing, President, The Sessler Company
Hy Weitzman, Executive Vice President, California Refuse Removal Council, Southern District

FIELD TRIPS

San Gabriel Valley Association of Cities' Solid Waste Management Task Force meeting, Rosemead, September 17, 1987
Solid and Hazardous Waste briefing by Los Angeles County Department of Public Works staff, Los Angeles, September 25, 1987
Solid Waste briefing and tour of Puente Hills Sanitary Landfill and Commerce Refuse-to-Energy Facility by County Sanitation Districts of Los Angeles County staff, October 1, 1987
Los Angeles County Solid Waste Management Committee meeting, Los Angeles, October 15, 1987
"Waste Management: The Challenge Confronting California" Conference at the Los Angeles Hilton Hotel sponsored by the California Waste Management Board and California Partnerships, Incorporated, October 23, 1987
Community Workshop on Citywide Recycling in the City of Los Angeles conducted by the Board of Public Works, October 26, 1987
San Gabriel Valley Association of Cities' Solid Waste Management Task Force meeting, Rosemead, October 29, 1987
Tour of Southeast Resource Recovery Facility in Long Beach by Dravo Energy Resources, Inc., staff, November 5, 1987
Tour of Glass Recycling Plant, South Gate, November 9, 1987
County Sanitation Districts of Los Angeles County Board of Directors' meeting, Whittier, November 25, 1987
Deloitte Haskins and Sells' interview of Kenneth B. Kazarian, President, BKK Corporation, Torrance, December 17, 1987
Meeting of the California Disposal Association, Downey, January 7, 1988

DOCUMENTS REVIEWED

1985-86 Los Angeles County Grand Jury Final Report
Comments on the Findings and Recommendations of the 1985-86 Los Angeles County Grand Jury from the Chief Administrative Office
1982-83 Los Angeles County Grand Jury Final Report
Chief Administrative Office's comments on 1982-83 Grand Jury Final Report

1981-82 Los Angeles County Grand Jury Final Report
Chief Administrative Office's response to the 1981-82 Grand Jury Final Report
Los Angeles County Solid Waste Siting Project Report, May 18, 1987, Department of Public Works, Waste Management Division
Los Angeles County Solid Waste Management Plan Triennial Review, Volume I: Non-Hazardous Waste, March 1984, and Revision A, August 1985, Los Angeles Department of Public Works, Engineering Services Division
Los Angeles County Solid Waste Management Plan Triennial Review, Volume II: Hazardous Waste Preliminary Draft, June 1986, Los Angeles County Department of Public Works, Waste Management Division
Residential Source Separation Feasibility in Los Angeles County, September 1987, County Sanitation Districts of Los Angeles County
Recycling 1988, Mandatory Recycling for the City of Los Angeles, September 1987, Department of Public Works, Bureau of Sanitation, City of Los Angeles
Market Prospects for Refuse-to-Energy Development in California, Paul R. Peterson and Daryl R. Mills, California Energy Commission and Edward R. Kaempf, Arthur Young and Company
Air Quality Monitoring Study, 1986, Oregon State University, Department of Agricultural Chemistry and Marion County Solid Waste Management Department
A Local Government's Experience with Mass Burn Technology from Conception to Construction, 1986, Department of Public Works, Marion County, Oregon
Integrated Air Pollution Control System for Southeast Resource Recovery Facility Report, September 1987, City of Long Beach, Department of Public Works
Resource Recovery Activities, October 1986, The United States Conference of Mayors
Power Magazine, October 1987, McGraw Hill Publications Company
Solid Waste Management Status and Disposal Options in Los Angeles County, Department of Public Works, Bureau of Sanitation, City of Los Angeles; Department of Public Works, County of Los Angeles; Solid Waste Management Department, Los Angeles County Sanitation Districts

Hazardous Waste

PERSONS INTERVIEWED

Kenneth R. Kvammen, Assistant Deputy Director, Waste Management Division, Los Angeles County Department of Public Works
Mike Mohajer, Supervising Civil Engineer III, Waste Management Division, Los Angeles County Department of Public Works
David Yamahara, Assistant Division Engineer, Engineering Services Division, Los Angeles County Department of Public Works
Roslyn Robson, Public Information Director, Los Angeles County Department of Public Works
Kieran Bergin, Division Engineer, County Sanitation Districts of Los Angeles County
John Lynch, Head Deputy, Environmental Crimes and OSHA Unit, Los Angeles County District Attorney's Office
J. Malcolm Toy, Senior Sanitary Engineer, Bureau of Sanitation, City of Los Angeles
Steve Tekowsky, Supervisor, Environmental Section, City Attorney's Office City of Los Angeles
Don Bright, Bright and Associates
Bryan A. Stirrat, P.E., Principal, Bryan A. Stirrat and Associates Consulting Civil Engineers
Ronald R. Gastelum, General Counsel, BKK Corporation
Kenneth B. Kazarian, President, BKK Corporation

FIELD TRIPS

Solid and Hazardous Waste briefing by Los Angeles County Department of Public Works staff, Los Angeles, September 25, 1987
County Hazardous Waste Management Plan Public Hearing conducted by the Los Angeles County Department of Public Works, Carson, November 5, 1987
County Hazardous Waste Management Plan Public Hearing, conducted by the Los Angeles County Department of Public Works, Van Nuys, November 12, 1987
California Department of Health Services Public Hearing on CTTS Hazardous Waste Incinerator Planned for Construction in the City of Vernon, Commerce, December 1, 1987

Los Angeles County Hazardous Waste Management Advisory Committee meeting, Alhambra, December 16, 1987
California Department of Health Services Public Hearing on Hazardous Waste Incinerator Planned for Construction in the City of Vernon, South Gate, January 11, 1988
Tour of BKK Landfill in West Covina and briefing on closure plan by BKK staff, March 17, 1988
Public Hearing on Draft County Hazardous Waste Management Plan and Environmental Impact Report conducted by the Los Angeles County Department of Public Works and moderated by the League of Women Voters, Wilmington, April 4, 1988

DOCUMENTS REVIEWED

1985-86 Los Angeles County Grand Jury Final Report
Comments on the Findings and Recommendations of the 1985-86 Los Angeles County Grand Jury from the Chief Administrative Office
1982-83 Los Angeles County Grand Jury Final Report
Chief Administrative Office's Comments on 1982-83 Grand Jury Final Report 1981-82 Los Angeles County Grand Jury Final Report
Chief Administrative Office's response to the 1981-82 Grand Jury Final Report
Los Angeles County Hazardous Waste Management Siting Project, September 1985, County Sanitation Districts of Los Angeles County and Los Angeles County Department of Public Works
Los Angeles County Solid Waste Management Plan Triennial Review, Volume II: Hazardous Waste Preliminary Draft, June 1986, Los Angeles County Department of Public Works, Waste Management Division
Environmental Risk Assessment, California Thermal Treatment Services' Hazardous Waste Incinerator, Vernon, California, Bright and Associates

Sewage

PERSONS INTERVIEWED

Steve Harrington, Commissioner, Board of Public Works, City of Los Angeles
Delwin A. Biagi, Director, Bureau of Sanitation, City of Los Angeles
Harry M. Sizemore, Assistant Director, Wastewater Collection and Treatment, Bureau of Sanitation, City of Los Angeles
Bradley Smith, Division Engineer, Wastewater Program Management Division, Bureau of Engineering, City of Los Angeles
Ralph Kennedy, Division Engineer, Hyperion Construction Division, Bureau of Engineering, City of Los Angeles
Donald L. Smith, Plant Manager, Hyperion Sewage Treatment Plant, Bureau of Sanitation, City of Los Angeles
Frank Wada, Division Head, Hyperion Environmental Division, Bureau of Sanitation, City of Los Angeles
Wayne Lawson, Assistant Area Construction Manager, Hyperion Construction Division, Bureau of Engineering, City of Los Angeles
Jim Langley, Plant Manager, Donald C. Tillman Water Reclamation Plant, Bureau of Sanitation, City of Los Angeles
Norman D. Hanson, Plant Manager, Terminal Island Treatment Plant, Bureau of Sanitation, City of Los Angeles
Charles B. Turhollow, Associate Sanitary Engineer II, Process Engineering, Bureau of Sanitation, City of Los Angeles
Lynn Hanami-Cummings, Sanitary Engineering Associate, Hyperion Construction Division, Bureau of Engineering, City of Los Angeles
Ramon L. Jellison, Wastewater Collection Supervisor II, Bureau of Sanitation, City of Los Angeles
Joe Ramirez, Electrician Supervisor, Bureau of Sanitation, City of Los Angeles
Joseph Haworth, Jr., Information Officer, County Sanitation Districts of Los Angeles County
Don Walsh, President, International Maritime, Incorporated
Larry Berg, Ph.D., Director, Institute of Politics and Government
David Brown, Ph.D., School of Medicine, University of Southern California
Ellen Stern Harris, Director, Fund for the Environment
Warren Roback, Editorial Writer, The Daily Breeze
Richard Simonetti, Chairman, Southern California Coastal Waters Task Force, Sierra Club
Doug Rogers, Treasurer, Southern California Coastal Waters Task Force, Sierra Club
Jeff Jones, Member, Southern California Coastal Waters Task Force, Sierra Club

FIELD TRIPS

- Panel discussion: Not In My Backyard! Not In My Biome! Los Angeles Chapter of the Oceanic Society, Marina Del Rey, September 23, 1987
- Briefing on City of Los Angeles Sewage System and tour of the Donald C. Tillman Water Reclamation Plant by Bureau of Sanitation staff October 14, 1987
- Briefing on Los Angeles County's Sewage System and tour of the Joint Water Pollution Control Plant by County Sanitation Districts of Los Angeles County staff, November 5, 1987
- Briefing on City of Los Angeles' Sewerage Improvement Program and tour of Hyperion Sewage Treatment Plant by Department of Public Works and Bureau of Sanitation and Engineering staff, November 19, 1987
- Tour of City of Los Angeles' Sewage Pumping Stations and Jackson Avenue Sewage Overflow Treatment Station by Bureau of Sanitation staff, December 3, 1987
- Tour of City of Los Angeles' Terminal Island Sewage Treatment Plant by Bureau of Sanitation staff, January 22, 1988
- Tour of City of Los Angeles' Jackson Avenue Sewage Overflow and Treatment Station and meeting with Sierra Club's Southern California Coastal Waters Task Force, January 30, 1988

DOCUMENTS REVIEWED

- Measures to Increase Water Conservation and Reduce Sewage Flows: A Ten-part Initiative for a Clean Santa Monica Bay and a Greater Los Angeles*, December 1987, Department of Public Works, City of Los Angeles
- Training Action Quarterly*, February 1988, Bureau of Sanitation, City of Los Angeles
- City of Los Angeles Clean Water Capital Improvement Program 1986-1998*
- North Outfall Replacement Sewer News*, June 1987, Department of Public Works, City of Los Angeles
- 1985-86 Los Angeles County Grand Jury Final Report*
- City of Los Angeles' Response to 1985-86 Los Angeles County Grand Jury Final Report*, Chief Administrative Office
- Our Polluted Bay: L.A.'s Sewage Ills*, January 1986, Los Angeles Times
- California Regional Water Quality Control Board reports

GOVERNMENT OPERATIONS COMMITTEE



GOVERNMENT OPERATIONS COMMITTEE

Standing L to R: Robert V. Armstrong, Julian W. Stahl

Seated L to R: Paul O. Wirth, Carolyn Murphy Milner, Chair, Benjamin Lench

GOVERNMENT OPERATIONS COMMITTEE

PURPOSE

The Government Operations Committee was established to consider requests from the 1987-88 Los Angeles County Grand Jury which relate to certain areas of interest in Los Angeles County Government and municipalities within the county. The committee also received, reviewed, and took appropriate action on complaints from citizens as they related to the committee's areas of responsibility.

AREAS INVESTIGATED

A. LEGISLATION COORDINATION

FOCUS/ISSUE

The Grand Jury elected to have a legislative coordinator who would be responsible for dissemination of literature relative to legislation in the City and County of Los Angeles and the State of California.

METHOD OF INVESTIGATING

The Government Operations Committee was assigned this responsibility and appointed one of its members to serve as the coordinator.

The Grand Jury received, on a timely basis, the following publications that reflected pending and completed legislation: Los Angeles County Board of Supervisors Agendas, Los Angeles City Council Agendas, Sacramento Newsletter, and "The Day in Sacramento" from the Los Angeles Times. These publications were circulated to Grand Jury members, for information purposes only.

B. LOS ANGELES COUNTY LIBRARY

FOCUS/ISSUE

The Government Operations Committee elected to examine and study management and operation of the Los Angeles County Library with emphasis on the safety of people and property in the event of a disaster.

METHOD OF INVESTIGATING

On October 15, 1987, the committee met with Linda F. Crismond, County Librarian. The purpose of the meeting was to obtain an overview of the county library system and to ask questions relevant to the abovementioned focus.

On February 11, 1988, the committee again met with Ms. Crismond and toured the new County Library Headquarters in Downey. Documents relating to the focus of this study were reviewed.

FINDINGS

General

The County Library is 75 years old and serves 48 out of the 84 cities and most of the unincorporated areas in Los Angeles County. It is the largest library in the world in terms of number of items checked out (45,000 per day) and the number of individual libraries under one jurisdiction (91).

As a result of Proposition 13 and the resulting budget cuts, the Library has been able to deal with increased service demands by focusing on volunteer programs -- 2,000 volunteers give 80,000 hours yearly.

The Library operates 14 language learning centers, primarily for illiterate adults, and four Ethnic Resource Centers: Afro-American (AAC), American Indian (AIC), Asian Pacific (APC) and Chicano (CRC).

The Library staff is currently working on five projects which will increase efficiency and service to the public: automating the circulation system, changing the form of catalogue to computer disc, testing a collection system for material retrieval, expanding the on-line reference system and completing a telefacsimile system.

The Library also is currently proactively planning for the year 2000. Using the strategic planning process, the staff determined that there are eight driving values or reasons why the public uses the Library. Based on these values, a mission statement was formulated. Brainstorming sessions then resulted in 12 strategic directions which will be turned into functional plans, and research has been conducted in six areas. A marketing director will be hired in order to do market research and to develop a marketing plan.

The Library has been able to build three buildings without additional county funds -- two libraries in Walnut and LaVerne and the new headquarters in Downey.

Safety

The committee found that in regard to the safety of people and property in the event of a disaster, policies and procedures in the County Library system are very good and are being implemented.

The Los Angeles County Library responded to requests of county officials to comply with disaster-related regulations following two separate events -- the Los Angeles Public Library fire in 1986 and the earthquake of October 1, 1987.

The Library Department's Disaster Preparedness Plan -- which has been called the best in the County -- deals with all types of disasters and the preparation for each.

The Library staff works closely with the County Fire Chief to assure compliance with fire safety requirements. It has been recommended that county libraries be inspected by the Fire Department on an annual basis. Documents indicate that all recommendations for improvement either have been implemented, or plans made for the implementation.

Also included in the Disaster Preparedness Plan is the Emergency Guide which covers what to do and how to do it in the event of an emergency, from a bomb threat to fire and earthquake. Another portion of the Plan deals specifically with the recovery of books, periodicals, special collections and the like. Detailed are preparation procedures that are utilized to reduce recovery time and to reduce loss. There is also a section in the Plan that addresses the human aspects of recovery -- maintaining morale, communicating and informing the staff of plans, both immediate and long term.

The Los Angeles County Library has an Emergency Preparedness Task Force that is charged with recommending a plan to implement departmental procedures to cope with a variety of possible emergencies. Addressed are the areas of communications, facility checklist, survival kits, drills/training, building readiness for emergencies, civil defense requirements, coordination with other local agencies, computer attention and building security.

COMMENDATIONS

- 1. The Grand Jury commends the management and the appropriate County Library personnel for proactively planning for the year 2000, and for utilizing an effective volunteer force.**
- 2. The Grand Jury commends the management and personnel of the Los Angeles County Library for the planning and implementation of its Disaster Preparedness Plan.**

C. WORLDPORT L.A. AND PORT OF LONG BEACH

FOCUS/ISSUE

The Government Operations Committee elected to examine the management structure and review the operations of the Los Angeles and Long Beach Harbors (Worldport L.A. and Port of Long Beach respectively).

METHOD OF INVESTIGATING

Worldport L.A.

On September 2, 1987 Mr. E. Burts, Worldport L.A. Director, addressed the Grand Jury and described the management structure, the present operations, the expansion program now in progress and plans for the harbor through the year 2020 (the so-called 20-20 plan). Each member of the Grand Jury was given an information packet.

On September 15, the Government Operations Committee met with harbor staff at the harbor administration building. A videotape describing harbor operations was viewed. A guided boat tour of the harbor followed. In addition, literature and financial statements and other documents were studied.

Port of Long Beach

The Government Operations Committee received from Mr. Robert Fronke (City Auditor of Long Beach) Financial Statements for five years ended June 30, 1986, as well as an Operational Audit Report dated March 24, 1987.

The Library also is currently proactively planning for the year 2000. Using the strategic planning process, the staff determined that there are eight driving values or reasons why the public uses the Library. Based on these values, a mission statement was formulated. Brainstorming sessions then resulted in 12 strategic directions which will be turned into functional plans, and research has been conducted in six areas. A marketing director will be hired in order to do market research and to develop a marketing plan.

The Library has been able to build three buildings without additional county funds -- two libraries in Walnut and LaVerne and the new headquarters in Downey.

Safety

The committee found that in regard to the safety of people and property in the event of a disaster, policies and procedures in the County Library system are very good and are being implemented.

The Los Angeles County Library responded to requests of county officials to comply with disaster-related regulations following two separate events -- the Los Angeles Public Library fire in 1986 and the earthquake of October 1, 1987.

The Library Department's Disaster Preparedness Plan -- which has been called the best in the County -- deals with all types of disasters and the preparation for each.

The Library staff works closely with the County Fire Chief to assure compliance with fire safety requirements. It has been recommended that county libraries be inspected by the Fire Department on an annual basis. Documents indicate that all recommendations for improvement either have been implemented, or plans made for the implementation.

Also included in the Disaster Preparedness Plan is the Emergency Guide which covers what to do and how to do it in the event of an emergency, from a bomb threat to fire and earthquake. Another portion of the Plan deals specifically with the recovery of books, periodicals, special collections and the like. Detailed are preparation procedures that are utilized to reduce recovery time and to reduce loss. There is also a section in the Plan that addresses the human aspects of recovery -- maintaining morale, communicating and informing the staff of plans, both immediate and long term.

The Los Angeles County Library has an Emergency Preparedness Task Force that is charged with recommending a plan to implement departmental procedures to cope with a variety of possible emergencies. Addressed are the areas of communications, facility checklist, survival kits, drills/training, building readiness for emergencies, civil defense requirements, coordination with other local agencies, computer attention and building security.

COMMENDATIONS

- 1. The Grand Jury commends the management and the appropriate County Library personnel for proactively planning for the year 2000, and for utilizing an effective volunteer force.**
- 2. The Grand Jury commends the management and personnel of the Los Angeles County Library for the planning and implementation of its Disaster Preparedness Plan.**

C. WORLDPORT L.A. AND PORT OF LONG BEACH

FOCUS/ISSUE

The Government Operations Committee elected to examine the management structure and review the operations of the Los Angeles and Long Beach Harbors (Worldport L.A. and Port of Long Beach respectively).

METHOD OF INVESTIGATING

Worldport L.A.

On September 2, 1987 Mr. E. Burts, Worldport L.A. Director, addressed the Grand Jury and described the management structure, the present operations, the expansion program now in progress and plans for the harbor through the year 2020 (the so-called 20-20 plan). Each member of the Grand Jury was given an information packet.

On September 15, the Government Operations Committee met with harbor staff at the harbor administration building. A videotape describing harbor operations was viewed. A guided boat tour of the harbor followed. In addition, literature and financial statements and other documents were studied.

Port of Long Beach

The Government Operations Committee received from Mr. Robert Fronke (City Auditor of Long Beach) Financial Statements for five years ended June 30, 1986, as well as an Operational Audit Report dated March 24, 1987.

On March 10, 1988, the committee met with staff at the Port of Long Beach Administration Building. A videotape of harbor operations was viewed, followed by a guided boat tour and a trip to the Intermodal Transfer Container Facility (ITCF). Financial Statements and the Operational Audit Report were studied.

FINDINGS

Worldport L.A.

The harbor is governed by a five member commission appointed by the Los Angeles City Mayor and a director appointed by the commission.

The harbor acts as a landlord and leases space mainly to (and collects other revenues from) shipping companies. Facilities are built and owned by the landlord.

On the boat tour the committee observed many modern container cranes being installed. The area of Pier 93 is being expanded to accommodate five large cruise ships simultaneously. A program to deepen the main channel to 71 feet will accommodate all but the very largest supertankers. Much of this work is being done by the United States Army Corps of Engineers. Dredgings will be deposited to create new land where docks will be built to accommodate more ships.

A new recreation area is being built for local residents and visitors. This "Cabrillo Marina Complex" has several restaurants, small boat slips, playground areas, an aquarium and Cabrillo Beach. It will be managed by the Department of Recreation and Parks. The area includes a new hotel, now under construction, a youth camp, and various facilities for fishing and water sports. There is ample parking.

The 165 acre Intermodal Container Transfer Facility (ICTF), a joint project with neighboring Port of Long Beach, is now open and operated by the Southern Pacific Transportation Company. At this facility, located just north of the harbor, containerized freight is brought from the port by truck and loaded on specially-designed rail cars, stacked two containers high; and trains more than one mile long are assembled. The containers from this facility are destined for other port cities (Chicago, New Orleans, Atlanta, New York, etc.) where they are off-loaded onto other ships destined for Europe and other world ports. Overland shipping is now less expensive than through the Panama Canal. Examination of financial statements showed a net profit from operations of \$58 million for 1986.

The Harbor Commission has engaged a reputable audit firm which is now in the process of an in-depth management audit. A copy of this report will be forwarded to the Grand Jury when completed.

The Government Operations Committee observed several problems which included the following:

1. There are complaints from small boat owners that airborne black residue from the bulk coke operation drifts onto, and dirties, their boats.
2. Oil spills and other pollutants sometimes cause Cabrillo Beach and other areas to become unusable.
3. The large volume of petroleum products and other toxic and hazardous substances going through the port are a constant concern.

Port of Long Beach

The Harbor Department is governed by a five member commission, appointed by the city council and is managed by an executive director appointed by the commission.

The committee observed that operations are similar to those at Los Angeles Harbor with much emphasis on docks being converted for container handling. As in Los Angeles Harbor, land is being created from dredgings for more docks.

There are extensive facilities for handling the bulk cargo including petroleum products, steel, cement and agricultural produce.

Examination of financial statements indicate reasonable profit. The operational report provided was rather cursory. An in-depth management audit by an independent audit firm would seem desirable.

COMMENDATION

The Grand Jury commends the management and personnel of Worldport L.A. and the Port of Long Beach Harbors for their competence and the long-range programs being executed. Industries such as ship building and repairs, fishing, navigation electronics, petroleum refining, tourist, and ship chandlery, all benefit from the burgeoning trade with Pacific Rim countries.

D. BURBANK GLENDALE PASADENA AIRPORT

FOCUS/ISSUE

The Government Operations Committee elected to examine and study the issue of noise and safety at the Burbank Glendale Pasadena Airport.

METHOD OF INVESTIGATING

On October 8, 1987, the committee visited the Burbank Glendale Pasadena Airport Authority and met with Victor Gill, Manager of Community Relations; Thomas Greer, Director of Airport Services; and Richard Vacar, Manager of Airport Services and Noise Abatement Coordinator. The personnel gave the committee a history of the airport, an overview of recent proposed airport expansion and noise and safety-related issues, and answered questions. The committee again visited the Airport on November 12, 1987, for the purpose of taking a vehicular tour. Airport staff who accompanied the committee included Victor Gill and Davilo Simich, Manager of Airport Administration.

On October 21, 1987, the Chair attended a neighborhood citizens' meeting in Burbank. Held in a residence, the purpose was to hear first-hand the noise from departing aircraft and the complaints from citizens who live in the affected surrounding areas and to see how airport personnel deal with the problem.

On November 19, 1987, the committee visited Los Angeles International Airport (LAX) and met with Donald Miller, Deputy Executive Director; James Norville, Director of Airport Operations; and Robert Beard, Noise Abatement Coordinator. The purpose of this meeting was to compare the similarity of issues that face both facilities. The committee was given an overview of Los Angeles' airports, how they are governed and operate, the issues that relate to noise and safety and a vehicular tour of LAX facilities.

FINDINGS

Noise

Because air transportation is a significant factor in interstate commerce, the United States Constitution permits Congress to regulate most aspects of aviation. State and local control over aviation matters is subordinate and where the two conflict, federal rule prevails. Effective in 1984, Congress passed the Airline Deregulation Act which stated that the Federal Government would not interfere with airline business decisions. The result was that airline transportation became less expensive and thus, airline operations increased. Now, the free market governs. Airline deregulation is an important factor in the area of airport proprietor rights, airport access and noise. Airlines, not the government, determine the airports to be served and the routes to be flown. Carriers can come and go as they wish. The market also controls the number of flights.

It is difficult to reconcile national free market access with local airport use restrictions. Congress and federal courts have been reluctant to allow the airport proprietor to restrict access. Unless a very good reason to restrict can be advanced by the airport proprietor, access must be granted.

Noise restrictions must be reasonable but defining what actions are reasonable is difficult.

At Burbank Glendale Pasadena Airport, the Community Noise Equivalent Level (CNEL) incompatible acreage has decreased from more than 400 acres in 1978 to less than 100 in 1986, despite an increase in airline jet operations. Noise has been reduced by 80 percent. These reductions are due in a major part to the introduction of new technology -- less noisy aircraft. At Burbank Glendale Pasadena Airport, the rapid introduction of newer aircraft caused by stringent noise rules, frequent legal battles and public pressure has significantly reduced the noise impact.

Safety

Federal aviation regulations specifically give the pilot the final decision authority over matters affecting safe flight. Generally, pilots and controllers work together to ensure the safety of flight; however, where the preferences of the pilot differ from those of the controller, the pilot prevails.

At Burbank Glendale Pasadena Airport, the complaint is that 85 percent of the take-offs are southbound, resulting in almost all the takeoff noise being directed over the communities southwest of the airport. Residents argue that the noise should be spread around. The southbound runway is longer, is more downhill, is aligned with the prevailing wind, is well clear of the passenger terminal and the departure direction is obstacle free. Pilots have stated that they choose this runway because it is the safest. That decision is solely within their discretion, even if air traffic control, airline management, the airport proprietor or the community at large would prefer something else.

COMMENDATION

The Grand Jury commends the staff of the Burbank Glendale Pasadena Airport Authority for its efforts in dealing with the community complaints by listening, responding and educating the citizens in the surrounding communities on the various facts and issues that relate to this very complex matter.

E. COMMUNITY REDEVELOPMENT AGENCIES: POMONA

FOCUS/ISSUE

The Government Operations Committee directed Deloitte Haskins & Sells to conduct a review of the Redevelopment Agency of the City of Pomona. This directive follows the Grand Jury's pattern of reviewing two to three community redevelopment agencies within the county each year.

The Community Redevelopment Agency of the City of Pomona (the Agency) was selected for review because of its aggressive approach to the use of redevelopment as a tool to achieve City-wide benefits. At the same time, several projects have received local and regional media attention for mismanagement that has led to significant project delays and changes in private-sector participation.

METHOD OF INVESTIGATING

Through a review of specific files, the consultants examined not only General Agency organization and controls, but also the specific application of these controls. The project files reviewed in detail included: The Inland Pacific World Trade Center, a commercial development proposed for the Downtown I Project area; Cobblestone Creek, a low-income residential/commercial project in the Arrow/Towne Project Area, and the residential/commercial projects located in the Southwest Pomona Project Area. Southwest Pomona includes the Phillips Ranch residential development, a highly successful project that has had a very positive impact on City tax revenues.

The main thrust of the report is on the use of redevelopment by the Agency as a vehicle for change, and the control the Agency has over current projects. The consultants' approach to examining these issues was to review extensively project files and other historic information, consult with experts in various areas of redevelopment, such as redevelopment law, and discuss several issues, such as controls, planning, coordination, and policies and procedures with the Agency staff.

FINDINGS

The Agency has no formally adopted set of policies and procedures. As a result, defined controls over both internal operations and external relations are lacking. Internally, projects are not well documented or monitored.

External relations are dominated by developers, who often act as Agency staff in determining the appropriateness of certain development concepts and in providing other professional services, such as feasibility and market studies.

Lack of formal controls is complicated by insufficient staffing. There are currently three professional staff members trying to keep track of dozens of projects that run the range from concepts to construction. Projects suffer from lack of sufficient attention by staff, and delegation of too much responsibility to developers and other parties outside the city.

Despite this situation, the Agency has been able to successfully complete several projects. In particular, it has completed a handful of industrial in-fill projects, and is progressing well with an auto mall. The greatest success has been the Phillips Ranch residential development.

RECOMMENDATIONS

1. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona develop and employ a formal procedure for compiling and evaluating financial and operational data regarding developers, contractors, and subcontractors. All agreements between the Agency and private parties and their subcontractors should be subject to a review of that data.
2. The Grand Jury recommends that the Redevelopment Agency, or the City of Pomona on its behalf, develop a formal written set of policies and procedures for all Agency operations.
3. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona develop a method for tracking receipts and disbursements for each project, from inception to any specific current date.
4. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona become proactive in its search for developers through the use of Requests for Proposals (RFPs) or Requests for Qualifications (RFQs). Information required in developer responses should include a history of previous and current projects and financial histories.
5. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona establish a formal procedure for monitoring the progress of project developers, contractors, and subcontractors to ensure compliance with enforceable Disposition and Development Agreements or other agreements. The Agency should establish a standard progress reporting procedure and routinely provide status reports on all active projects to all interested parties.
6. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona immediately fill the two vacant redevelopment staff positions.
7. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona expand its recent practice of assigning specific project responsibility to individual coordinators and increase their day-to-day responsibility for monitoring project decision-making.
8. The Grand Jury recommends that the Board of Supervisors promote legislation that would add an additional definitional characteristic to blight. The characteristics of blight should be broadened to enable economically depressed cities to declare undeveloped, vacant land as blighted, provided that the overall community is economically depressed.
9. The Grand Jury recommends that the Board of Supervisors conduct a survey of selected community redevelopment agencies be conducted to ensure that tax-exempt financing is used to serve a bona fide public purpose.

10. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona improve mandatory reporting procedures.
11. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona consider a study to identify alternatives for replacing, improving, and/or increasing housing in project areas -- including soliciting recommendations from residents in the area. Alternatives may include developing housing in alternative areas.
12. The Grand Jury recommends that the Redevelopment Agency of the City of Pomona conduct a study to determine the overall low-to-moderate income housing needs of the entire community and prepare a documented plan to assist the community in addressing this need.
13. The Grand Jury recommends that the Board of Supervisors lobby for legislation that requires redevelopment agencies to develop a specific plan for the use of housing set-aside funds, before revenues can be raised through either tax increment or bond financing.
14. The Grand Jury recommends that the Board of Supervisors conduct a survey of selected redevelopment agencies to determine if agencies are improving, replacing, or increasing housing stock for very low-, low-, and moderate-income households.

NOTE: For the full text of this contract audit report, see the bound volume, available in Grand Jury Offices.

F. COMMUNITY REDEVELOPMENT AGENCIES: IRWINDALE

FOCUS/ISSUE

As contract auditors for the 1987-88 Los Angeles County Grand Jury, Deloitte Haskins & Sells was requested by the Government Operations Committee to review community redevelopment agencies. The City of Irwindale Community Redevelopment Agency's \$395 million bond issue that was sold to finance the construction of a waste-to-energy facility which was never built was selected for review. This bond issue was selected for review as a result of citizen complaints, newspaper reports, and a District Attorney's Office investigation of conflict-of-interest allegations. The committee expressed concern centering on potential mismanagement and misuse of funds.

This review of the \$395 million bond issue that was sold in 1984 and then prematurely retired in 1987 was undertaken to address the following concerns:

- To ascertain whether mislabeling of the bond issue was undertaken to avoid state ceilings and approvals.
- To determine if the intent of the project was to build a waste-to-energy facility or simply generate arbitrage earnings.
- To determine if the project was initially feasible and then ascertain why it failed.
- To evaluate requisitioned expenditures from the project funds for reasonableness.
- To determine legal ownership of the remaining assets of this project.

METHOD OF INVESTIGATING

The methodology for this audit consisted of reviewing relevant bond issuance and project related documentation; employing bond counsel to render an opinion on legal and tax issues; and discussions with various persons participating in the project.

FINDINGS

The above mentioned review revealed that the City of Irwindale Community Redevelopment Agency officials did not actively participate in the management of the waste-to-energy project which was financed by the \$395 million bond issue. Once the City of Irwindale officials agreed to provide a site and financing for the waste-to-energy facility, the administration of the project was left in the hands of the developer, Pacific Waste Management Corporation.

Pacific Waste Management Corporation officials were confident that a waste-to-energy facility, which would burn up to 3,000 tons of trash a day and generate 74 megawatts of power would receive California Energy Commission approval. However, environmental concerns that the plant's emissions would increase smog and endanger public health ultimately prevented the construction of the facility and led to the premature redemption of the bond issue when the bond counsel, Mudge, Rose, Guthrie, Alexander and Ferdon, withdrew its tax-exempt opinion of the bond issue. The following recommendations will assist the Irwindale Community Redevelopment Agency in establishing policies and procedures which will assist them in the development of future projects.

RECOMMENDATIONS

1. **The Grand Jury recommends that the Irwindale Community Redevelopment Agency be an active participant in the management of all redevelopment projects it authorizes.**

2. The Grand Jury recommends that the Irwindale Community Redevelopment Agency develop a formal procedure for determining the feasibility of specific projects within the scope of its master plan rather than entertaining proposals from developers.
3. The Grand Jury recommends that a complete audit of the cashflows during the life of the \$395 million bond issue be required by the Board of Directors of the Irwindale Community Redevelopment Agency to verify the accuracy of the partial accounting reconstructed from this review.
4. The Grand Jury recommends that the Board of Supervisors promote legislation that will require that financing arrangements for community redevelopment agencies not be initiated nor approved until there is reasonable assurance that the project will be constructed.

NOTE: For the full text of this contract audit report, see the bound volume, available in the Grand Jury Offices.

G. ASSESSOR'S OFFICE

FOCUS/ISSUE

The Government Operations Committee engaged Deloitte Haskins & Sells to perform an audit of the Office of the Assessor in Los Angeles County. The purpose of the Assessor's Office audit was to evaluate the effectiveness and efficiency of the operations of the Office of Assessor (Assessor). This review included an evaluation of the new property database computer system (Optimum System), revenue collection, personal property assessment, issuance of corrected bills and refunds as well as the controls over conflict of interest for appraisers. The study sought to identify methods to improve overall operations.

METHOD OF INVESTIGATING

All information and data gathered during the course of our review were obtained from the following sources:

- Interviews conducted within Departments of the Assessor, the Auditor-Controller, the Treasurer-Tax Collector, and the Registrar-Recorder
- Previous independent department studies and audits

- Internal policies, procedures, memoranda and other documents, including system documentation
- External organizations such as other counties and the International Association of Assessors.

FINDINGS

The efficiency and timeliness of the appraisal process is affected by:

- Backlogs at the coding and data entry functions within the Ownership Services Division
- Inefficient location of work functions within the Ownership Services Division
- Delays caused by approximately 25 percent of property transfers not accompanied by sales data contained in a Preliminary Change of Ownership Record (PCOR)
- High level of exception transactions generated under the Optimum System that prevent assessments from being updated or billed
- Manual transmittal of documents from the Registrar-Recorder
- Manual transmittal of documents related to new construction from all cities with Los Angeles County and the County Department of Public Works
- Infrequent production of the Transfer Listing (list of properties that require reappraisal)

The efficiency and timeliness of issuing refunds and adjusted bills are affected by:

- Procedures for processing residential new construction that result in a high rate of refunds and corrections
- Procedures for processing homeowner's exemption that result in a high rate of refunds and corrections
- Decentralized public inquiry processing
- High rate of exception transactions generated by Optimum System that prohibit correction processing and refund issuance
- Thirty-day hold on release of refund and corrected bill data

The functionality of the Optimum System is affected by:

- Segregation of Assessor's Property Database from other county departments involved in the property tax cycle
- Lack of an audit trail for all tax bills and refunds
- Incompatible interface between Assessor's system and Auditor-Controller's system
- Duplication of data entry effort throughout many functions

Written conflict of interest policies and procedures that provide control over appraisers are inconsistent with current practices.

The Personal Property Division can enhance productivity and/or minimize costs in the following areas:

- Canvassing only half of the field books each year
- Reducing manual processing of field canvass data
- Increasing methods of identifying personal property
- Upgrading data processing system
- Reviewing personal property referrals in a timely manner
- Matching street addresses to tax rate areas
- Increasing personal property audits

COMMENDATIONS

1. The Grand Jury commends the Assessor and his staff on transitioning successfully through a reorganization while increasing the county's revenue base substantially. In addition, the Grand Jury commends the Assessor's Office on being responsive to taxpayers as demonstrated by the special tax relief program extended to homeowners affected by the Whittier earthquake.
2. The Grand Jury commends the Assessor on increased new construction assessments. Projections for fiscal year 1987-1988 indicate that the majority of new construction will be appraised before creation of the regular roll for 1988-1989 fiscal year. This accomplishment enables additional values to be added to the roll on a more timely basis and will reduce the number and cost of adjusted bills caused by delayed new construction appraisals.

3. The Grand Jury commends the Assessor on the increased public service offered by the Office of the Assessor. All Assessor offices have standard hours of 8:00 a.m. to 5:00 p.m. Monday through Friday for public service. A commitment to the public is exhibited in this policy. During the audit, on each occasion when a public service counter was approached, courteous service was quickly extended.
4. The Grand Jury commends the Personal Property Division's efforts to improve performance.
5. The Grand Jury commends the Assessor for adhering to strict policies regarding conflict of interest concerns, including requiring disclosure forms from all appraisals staff.

RECOMMENDATIONS

1. The Grand Jury recommends that the Assessor reallocate staff resources and continue to provide cross-training to reduce backlogs in the coding and data-entry functions within the Ownership Services Division.
2. The Grand Jury recommends that document processing workflows in Ownership Services be rearranged in logical order so that work flows in one direction and is completed on one floor.
3. The Grand Jury recommends that the Assessor's Office expand legislation and fees to encourage the filing of Preliminary Change of Ownership Statements with all types of documents where the sales information is needed.
4. The Grand Jury recommends that the Assessor investigate the feasibility of utilizing the final building inspection date evidencing completion of construction to validate the completion date of new construction.
5. The Grand Jury recommends that the Board of Supervisors consider passing an ordinance to instruct title companies to assist the homeowner in completing a homeowner's exemption claim during the escrow process.
6. The Grand Jury recommends that the Board of Supervisors support the establishment of a centralized public information counter which has access to Assessor, Auditor-Controller and Treasurer-Tax Collector databases.
7. The Grand Jury recommends that the Assessor act promptly to process super transactions and prioritize and process File Activity Reports by potential for adding value to the roll being prepared.
8. The Grand Jury recommends that the Board of Supervisors create a Property System Task Force to foster and expedite the development of integrated systems among the county departments involved in the property tax cycle.

9. The Grand Jury recommends that both the Assessor and the Auditor-Controller data processing teams place a top priority on programming the interface between the systems correctly. This needs to be a joint effort with time and effort expended by both departments.
10. The Grand Jury recommends that the Treasurer-Tax Collector and the Assessor jointly determine what Revenue and Taxation Codes and what narrative messages should be included on bills to minimize corrections and taxpayer inquiries that result from incorrect payments and confusion.
11. The Grand Jury supports the budget expenditure planned for a feasibility study that investigates interfaces between the Assessor's Office and the Registrar-Recorder's Office.
12. The Grand Jury recommends that the Assessor Processing Division modify the new Optimum System to allow immediate update and transfer for value changes which do not involve a supplemental billing for a residential property transfer.
13. The Grand Jury recommends that the Assessor provide Inquiry System training manuals and user training to outside departments that requests this support.
14. The Grand Jury recommends that the Assessor build a system interface between the Los Angeles County Department of Public Works and the City of Los Angeles Building and Safety Department.
15. The Grand Jury recommends that an audit be conducted within the Assessor's Office to assure that all tax bills have an adequate audit trail in the Assessor's computer system.
16. The Grand Jury recommends that the Assessor process transfer listings more often.
17. The Grand Jury recommends that the Personal Property Division test on a pilot basis, canvassing half (½) the fieldbooks one year and the other half (½) of the fieldbooks the next year on an alternating basis within a limited section of the county. This is already under investigation by the Personal Property Division.
18. The Grand Jury recommends that the Personal Property Division investigate using hand-held electronic remote input devices to directly input data from an appraiser into the computer.
19. The Grand Jury recommends that the Personal Property Division investigate whether payroll taxes can be used as a vehicle for streamlining the discovery portion of the canvass.
20. The Grand Jury recommends that the Personal Property Division field appraisers review new building permits filed to improve the ability to identify new commercial and industrial building construction and reduce escapes. (Refer to Section III Recommendation in the DH&S report for ways to automate this process.)

21. The Grand Jury recommends that the Personal Property Division upgrade its Personal Property computer system to accommodate prior years' data and allow for changes and updates on an exception basis. Also, the system should provide cross-reference with the Assessor's Identification Number (AIN) to the real property system.
22. The Grand Jury recommends that appraisers who work leases maintain their own database on the new Optimum System with on-line access.
23. The Grand Jury recommends that an automated system be designed for each of the Assessor's area offices to expedite processing of referrals.
24. The Grand Jury recommends the Personal Property Division obtain an automated program to match the differing tax rate areas to the various street addresses.
25. The Grand Jury recommends that the audit group in the Personal Property Division review expanding its personnel headcount to conduct an increased number of audits beyond those mandated by law and the limited number of other audits conducted.
26. The Grand Jury recommends that the Assessor continue to maintain a central record of conflict of interest matters which would include the following:
 - Documentation of disciplinary actions
 - Documentation of all judgments on the ethics matters
 - All disclosure forms (gifts, financial interest and outside employment)
 - Documentation indicating that all disclosure forms have been reviewed and who has reviewed them
 - Documentation verifying that each prescribed conflict of interest procedure is carried out even when no problems are discovered
 - Ethics Committee minutes
27. The Grand Jury recommends that the legal and official penalties for failing to disclose and failing to disqualify are delineated in the Code of Ethics and provided annually to employees with the disclosure forms and that the Assessor's Office policy on gifts be rewritten and distributed to employees annually with the financial disclosure forms.
28. The Grand Jury recommends that appraiser supervisors be provided with their staff appraisers' disclosure forms.
29. The Grand Jury recommends that the Assessor's office investigate the expansion of the prohibition on appraiser real estate sales to include the entire state.

30. The Grand Jury recommends that the Assessor revise the Code of Ethics' procedures concerning incompatible employment to more accurately reflect actual procedures and provide these revisions to field supervisors so that they are aware of the procedures if an incident should occur.
31. The Grand Jury recommends that the Assessor's Office reestablish the Ethics Committee but delegate its day-to-day responsibilities to the Internal Audit Division. It is recommended that the committee serve as a management oversight body and should meet semi-annually to review current policies, and verify that appropriate procedures have been carried out.
32. The Grand Jury recommends that the ethics procedures be explained to staff during a one-time, in-house training session and be introduced to new hires as part of training and orientation.
33. The Grand Jury recommends that the Assessor establish written procedures for recording, monitoring and resolving telephone and mail inquiries on ethics issues and that the Assessor establish a formal procedure which would provide employees with a confidential mechanism to report breaches of the Ethics Code.

A number of these recommendations require the cooperation of 85 cities as well as other county departments and the State Legislature and are not under the influence or jurisdiction of the Assessor.

NOTE: For a copy of the full text of this contract audit report, see the bound volume in the Grand Jury Office.

H. CITIZENS' COMPLAINTS

FOCUS/ISSUE

The Government Operations Committee received, reviewed, and took appropriate action on complaints from citizens as they related to the committee's areas of responsibility.

METHOD OF INVESTIGATING

Upon receipt from the foreman of a citizen's complaint, a letter of receipt was sent to the complainant, acknowledging the complaint. Committee members read and reviewed each complaint, requesting additional information if necessary. When appropriate, the committee obtained the assistance of the Grand Jury legal advisor and an investigator from the District

Attorney's Bureau of Investigation. A final review based on all information was performed and a letter of disposition sent to the complainant. The chair then completed the Disposition of Complaint form, providing the appropriate background information, areas studied and reason(s) for the disposition. The form was given to the foreman who logged it in the Disposition of Complaints Log Book.

FINDINGS

As of April 1, 1988, the committee received and reviewed seventeen (17) citizens' complaints.

APPENDIX

(The Appendix for the contract audit report is not included below.)

Los Angeles County Library

DOCUMENTS REVIEWED

Memorandum dated September 30, 1986 in regard to Survey of County Library Facilities
Letter dated January 23, 1987 in regard to Fire Department Inspection of Library Facilities
Memorandum dated February 9, 1987 in regard to Report on Fire and Safety Deficiencies at County Museums and Libraries
Letter dated November 25, 1987 in regard to the Library's Emergency Plan/Procedures
Library's Emergency Brochure, Field Edition, November, 1987

Worldport L.A.

PERSONS INTERVIEWED

Mr. E. Burts, Executive Director
Ms. Jerrie Miller, Secretary
Ms. Barbara Tomooka, Government and Community Relations

DOCUMENTS REVIEWED

Angels Gate 1986-87
Harbor Tour Guide, L.A. Harbor Commission
Southern California World Trade Guide 1986
Worldport L.A. Annual Report 1986

Port of Long Beach

PERSONS INTERVIEWED

Paul E. Brown, Managing Director
A. Richard Ashieris, Director of Government Affairs
Stephen Sato, Public Relations Specialist

DOCUMENTS REVIEWED

Financial Statements 1981 through 1986
Port of Long Beach *INTERPORT* 1987
Port of Long Beach, Volume 2 No. 1
Operational Review, Long Beach Harbor Department, June 1986, Office of the City Auditor

Intermodal Container Transfer Facility

PERSONS INTERVIEWED

John D. Grammer

DOCUMENT REVIEWED

Introducing the Biggest Thing to Hit Pacific Shipping Since the Ship

GRAND JURY ORGANIZATION COMMITTEE



GRAND JURY ORGANIZATION COMMITTEE

Standing L to R: John R. Burnett

Seated L to R: Mary C. Berg, Rene M. Wilson, Chair

GRAND JURY ORGANIZATION COMMITTEE

PURPOSE

The Grand Jury Organization Committee was formed to enable the Grand Jury to have a means of accomplishing certain grand jury tasks. These included the preparation of a final report, orientation of incoming grand jurors, reviewing and/or inquiring into certain issues regarding the grand jury system, and addressing the recommendation to the 1987-88 Grand Jury to develop a procedures manual to serve as a guide to future grand juries.

BACKGROUND

Background papers were prepared in each area of responsibility and included pertinent excerpts from the Peat, Marwick audit of the Los Angeles County Grand Jury and recommendations from past grand juries about the system. In addition, the committee gained background, understanding and special help in setting its direction through a specially-arranged committee meeting with the Superior Court's Juror Management Director, the Grand Jury Foreman, and the Grand Jury Legal Advisor.

AREAS INVESTIGATED

A. CONTINUITY

FOCUS/ISSUE

The question raised was how can continuity be improved between one grand jury and the next. For the most part, the focus was on the availability of grand jury files, knowledge about recent Los Angeles County Grand Jury and Los Angeles County management audits, and recommendations directed to the 1987-88 Los Angeles County Grand Jury. Some effort was directed to statewide coordination and availability of grand jury resource.

METHOD OF INVESTIGATING

A list of subjects investigated by the Los Angeles County Grand Jury during the 1980's was available, updated by the committee through 1986-87, and furnished to all grand jurors prior to selection of this year's areas of investigation. Final reports, grand jury audits, and county responses to grand jury recommendations were easily accessible. Abstracts of management

audits undertaken by the County Chief Administrative Office (CAO) and Auditor-Controller for the preceding five years were not available, but through receipt of executive summaries, the Grand Jury Organization Committee prepared and distributed a five-year list of county management audits with dates and areas of findings and recommendations. (See Audit, Contracts and Management Committee report for full description of resource now available resulting from work with the Audit Division of the Auditor-Controller Department.)

The Grand Jury Exchange Seminar's Reference and Bibliography list (26 pages) was furnished committee chairs and the ordering of 31 documents for grand jury use and future use was facilitated. One described a method of simplifying the tracking of grand jury recommendations over a period of time by use of a computer, including how local government officials respond to recommendations, thereby providing important information about the effectiveness of the grand jury or grand juries.

Soon after committees were formed, the Grand Jury Organization Committee excerpted from the 1986-87 Final Report 14 recommendations to the 1987-88 Grand Jury and distributed them individually to appropriate committees for consideration. The 1986-87 Grand Jury recommendations pertaining to county government number 223, of which approximately 70-75 percent are being implemented in whole or in part, according to the official October response and informal updating in March.

FINDINGS

1. There is a need for a policy with respect to the retention of materials in committee files. A recommended policy was accepted by the Grand Jury and was implemented in 1987-88. This recommended policy will be included in the Grand Jury Guidelines suggestions for future grand juries.
2. The tracking of recommendations statewide, such as by the American Grand Jury Foundation, would be helpful to individual grand juries.

B. GRAND JURY STRUCTURE AND COORDINATION

FOCUS/ISSUE

The focus of the grand jury structure and coordination area was two-fold: The need for a larger pool of qualified grand juror applicants and responding to inquiries about the Los Angeles County Grand Jury system.

METHOD OF INVESTIGATING

From the pre-swearing-in orientation for this grand jury and a meeting with representatives of the 1986-87 Grand Jury, the responsibility of Superior Court judges to make grand jury nominations was emphasized. Current grand jurors also considered recruitment and screening important and spoke of the need for qualified nominees as well as nominees representative of the diverse population of the county area. The 1986-87 Grand Jury Final Report recommended strengthening the existing selection process through increased use of the media.

Early in the year, through the Superior Court's Director of Juror Management, increased efforts were encouraged in advertising for volunteer applicants as potential grand juror nominees. In a meeting with the Chair and Vice Chair of the Grand and Trial Jurors Committee, members of the Grand Jury Organization Committee noted the deadline for judges to submit nominations two months hence and addressed the importance of judges interviewing potential nominees. In addition to gaining insight into this judicial committee's method of operating and established communications, the committee received copies of "Guidelines for Interviewing Prospective Grand Jurors," which is furnished to all Superior Court judges.

Through a written request to the Grand and Trial Jurors Committee for current information on recruitment practices and selection procedures for the purpose of responding to inquiries from other county grand juries, excellent resource was provided, including policies governing nominations and a "Grand Jury Community Recruitment Plan," generally followed during the past five years.

In addition to the cooperation of the Grand and Trial Jurors Committee in providing current and factual information for inquiries from Kern, San Bernardino, and Orange County Grand Juries, the assistance given by the Los Angeles County Sheriff's Department on a request from Sierra County was very much appreciated.

FINDINGS

1. Detailed selection procedures and a time schedule are approved each year by the Grand and Trial Jurors Committee of the Superior Court.
2. The Grand Jury Volunteer Program was the subject of a television segment, community newspapers carried articles and picture, and the metropolitan and county library systems were added to the 61 community organizations and 57 elected and appointed officials in the Court's Community Outreach Program.
3. The foreman used opportunities as a speaker representing the Grand Jury to acquaint citizens with the grand jury application and nominating process.
4. To interest more people in grand jury service, the Grand Jury requested a per diem increase for grand jurors in the 1988-89 Grand Jury budget from \$25.00 to \$50.00.

C. GRAND JURY GUIDELINES (PROCEDURES MANUAL)

FOCUS/ISSUE

The focus was the request for, and preparation of, a procedures manual for future Los Angeles County Grand Juries in order to eliminate much of the duplicative efforts which have been required of successive Los Angeles County Grand Juries.

METHOD OF INVESTIGATING

The Grand Jury Organization Committee reviewed procedures manuals from Stanislaus, Kern, San Diego, San Luis Obispo, and Los Angeles Counties and concluded that Los Angeles had considerable legal material but little in the way of useful policies and procedures which could save grand jurors valuable time. A request was made to the County Clerk/Executive Officer of the Superior Court for an extraordinary outlay of funds for the production of a manual of procedural guidelines for Los Angeles County Grand Juries. Early in October the requested funds were approved covering outside assistance, services, and supplies.

After considering ways to accomplish the task, an inquiry was directed to Dr. Bruce Olson, Coordinator of the Annual Grand Jury Exchange Seminars, who was already anticipating preparing a model procedures manual from material he had collected throughout the state. Following a meeting with him in Los Angeles to discuss his resources and capabilities in relation to Los Angeles County Grand Jury needs, initiation of an agreement for services was begun with the approval of the Grand Jury. Contract negotiations through the Office of Juror Management were conducted. With the final agreement signed between the County and Dr. Olson in February, the Grand Jury Organization Committee responsibility in this area was transferred to a new committee. (See "Findings.")

FINDINGS

1. A procedures manual (to be known as "Los Angeles County Grand Jury Guidelines") should give options and guidelines, not set procedures, thus protecting the creativity and independence of each succeeding grand jury.
2. A Grand Jury Guidelines Committee, representative of all the committees, should be formed to work with the consultant and be responsible for the manual.
3. Policies, procedures, and forms adopted by the 1987-88 Grand Jury should be incorporated as samples or suggestions in the new Grand Jury Guidelines.
4. All grand jurors of the past three years should be surveyed and asked to contribute their thoughts on the content of the Grand Jury Guidelines at the outset of the new committee's work.

RECOMMENDATION

The Grand Jury recommends that the "Grand Jury Guidelines" be reviewed annually by future grand juries and updated as needed.

D. FINAL REPORT

FOCUS/ISSUE

The focus in this area was on publishing a final report.

METHOD OF INVESTIGATING

The Grand Jury Organization Committee reviewed past grand jury reports for appearance, content presentation, length, and cost; contacted former grand jurors for "how to" advice; and met with printers for assistance in writing specifications. During the course of this research, the committee also explored the possibility of shortening the publication process between April and June to give committees more time to conduct investigations.

In addition to the printer, the publication process is divided between the Grand Jury Staff Secretary, Superior Court Support Services, the CAO's Public Affairs Office, and County Purchasing. No way was found that was economically feasible to reduce the time frame and, therefore, publication arrangements were put in place in February and the final report deadline the end of March retained.

A presentation was made to the Grand Jury comparing final reports for the past three years and describing the proposal for 1987-88. Grand Jury approved specifications were delivered to County Purchasing, quotations were received from interested vendors and the lowest bidder chosen.

Committee chairs were furnished a common format for committee reports and the Grand Jury Organization Committee coordinated their timely receipt. The use of routing slips assured adequate review by the foreman and legal advisor prior to presentation to the grand jury and approval of recommendations. Committees were responsible for a finished job, and the Grand Jury Organization Committee maintained overall control of final editing. Prior to printing, the Grand Jury Legal Advisor submitted the report to the Supervising Judge for approval.

FINDINGS

1. The 1987-88 budgeted amount for printing of a final report fell short of all the actual bids. As a result, the Grand Jury recommended an increase in the Grand Jury budget amount for final report expense in 1988-89 to cover printing costs more realistically.
2. A Purchase Order has been placed for new typesetting equipment in the office of the Superior Court's Support Services which would expedite the publication process of the Grand Jury's Final Report.

E. ORIENTATION

(For Grand Jury Organization Committee work in this area, please see the chapter on Orientation.)

APPENDIX

DOCUMENTS REVIEWED

- Los Angeles County Grand Jury Final Reports, 1979-80 through 1986-87
Comments on the Findings & Recommendations of the Los Angeles County Grand Jury by the Chief Administrative Office, October 28, 1987
- Los Angeles Times, *State Grand Juries Failing Civil 'Watchdog' Functions* by Robert W. Stewart, August 5, 1986
- The Los Angeles Daily Journal, *Post-Hawkins Era Finally Hits Home for L.A. Panel*, Jean Guccione, July 27, 1987
- Grand Jury Exchange Seminar, *Grand Jury References & Bibliographies*, 1987
- San Diego County Grand Jury, *Review of the County Grand Jury Process*, Report No. 3, May 1987
- Bruce T. Olson, Ph.D., *The Grand Jury Recommendation Tracking System*, 1986
- Grand Jury Exchange Seminar, Information Bulletin, Vol. 1, #2, March 1984, on *Forewoman, Foreman, Foreperson?*
- Bruce T. Olson, Ph.D., *Using Word Processing Equipment to Produce a Grand Jury Final Report*, 1983
- Superior Court of the County of San Diego, *Prospective County Grand Jury Nominee Questionnaire*, and Addendum, November, 1986
- Orange County Grand Jury, *Orientation Program for 1987-88*, June 15-26, 1987
- Santa Cruz County Grand Jury, *Final Report, 1986-87*
- Los Angeles County Superior Court, Grand and Trial Jurors Committee, *Guidelines for Interviewing Prospective Grand Jurors* 1984
- Los Angeles County Superior Court, *1988-89 Grand Jury Selection Procedures and Timetable of Events*
- Los Angeles County Grand Jury, *The Grand Jury*, January 1985
- Performance Audit Division, Office of the Auditor-General, Sacramento, *Finding Development and Review Sheet*, 1984
- Edward W. Stepnick, CPA, *Audit Findings, Their Nature and Development*, undated
- Grand Jury of Marin County, *The California Grand Jury System -- A Controversial Topic*, January 1987
- Assembly Bill 1814, introduced March 5, 1987, by Assemblyman Frizzelle, *An act to amend Section 933 of the Penal Code, relating to Grand Juries*
- Bruce T. Olson, Ph.D., Grand Jury Exchange Seminar, *Grand Jury Policies and Procedures Manual Checklist*, 1984
- Los Angeles County Superior Court, Rule 601, *Policies Governing Judges' Nomination of Grand Jurors in Los Angeles County*
- Los Angeles County Superior Court, *Fact Sheet for a Prospective Grand Juror, Guidelines, Selection of Grand Jury Nominees, and Instructions for Filing Application for Grand Jury Nomination*
- Rafushimpo Daily News, *Grand Jury Applicants Being Sought by Court* November 3, 1987
- Pasadena Star News, *Is the Grand Jury Watchdog An Endangered Species?* by Martha Padve for Opinion/Commentary
- California Grand Jurors Association (an association of former grand jurors) Handbook
- California Grand Jurors Association, *Grand Juror's Journal*, October 1987, January and February 1988
- Kern, Stanislaus, and Los Angeles County Grand Jury Procedure Manuals
- Los Angeles County Superior Court Grand and Trial Jurors Committee, *Grand Jury Community Recruitment Plan*, September 1982
- The Los Angeles Daily Journal, *There're No Lines 'Round the Block for Grand Jury Work* by Jean Guccione
- Los Angeles County Superior Court, *Grand Jury Nomination Form*
- News release and photo, *Grand Opportunity -- Discussing the Annual Invitation to Citizens to Volunteer for Grand Jury Service* by the County Clerk/Executive Officer of the Los Angeles County Superior Court

HEALTH AND HOSPITALS COMMITTEE



HEALTH & HOSPITAL COMMITTEE

Standing L to R: Sylvia Stern, Miyo Himeno, Evelyn F. Schreiber, Annie L. Davis
Seated L to R: Samuel M. Paschal, Julian W. Stahl, Chair, Frank Monteleone

HEALTH AND HOSPITALS COMMITTEE

PURPOSE

The Health and Hospital Committee was concerned with the delivery of quality health care within the current financial constraints which are necessarily imposed on Los Angeles County.

BACKGROUND

DEPARTMENT

The Department of Health Services, with approximately 22,000 employees, has an annual budget in excess of \$1.1 billion. The department's mandate is to develop and carry out programs to discharge the county's responsibility to provide a responsive, comprehensive health system.

COMMITTEE

The committee declined the technique of dividing into task forces and instead attempted to visit each facility and hear each speaker as a committee of the whole.

The committee made 17 tours of health facilities in five health services regions. At each location the committee spoke with administrators, professional staff and in some instances patients. In addition the committee interviewed or had meetings with staff employees from the Department of Health Services, the County Department of Mental Health, and the State Department of Mental Health.

The committee made two requests to the Board of Supervisors during its term and both requests were granted.

AREAS INVESTIGATED

A. SUFFICIENCY OF ADULT MENTAL HEALTH BEDS

FOCUS/ISSUE

The 1987-88 Los Angeles County Grand Jury was interested in examining the sufficiency of beds available throughout the county for mentally ill patients. The Los Angeles County

Department of Mental Health (DMH) recently issued a report indicating a shortage of psychiatric bed resources and recommended an increase of, at minimum, 335 acute and 315 subacute beds. Previously, Los Angeles County has made numerous appeals to the State for additional funding. However, the State Department of Mental Health, the major source of both resources and long-term beds, has declined increases claiming local mismanagement.

METHOD OF INVESTIGATING

Several position papers and official statements made by staff at the DMH were reviewed for this report. Review of these documents was followed by interviews with key members of the department. Site visits were then made to provide a narrative account of the reported conditions in the county facilities.

FINDINGS

- Delivery of mental health services within Los Angeles County is adversely affected by a lack of coordination between the state and county. This lack of coordination, which apparently results from differing theories about the treatment of mental illness, makes it difficult to appropriately provide the resources required to perform this service. Lack of coordination has also resulted in a large segment of the mentally ill population becoming homeless.
- While the County DMH coordinates and monitors all mental health services within the county, acute care beds, which are in county hospitals, are administered by the Department of Health Services (DHS).
- Within county facilities, placement is determined as much by bed availability as treatment program. The shortage of beds results in overcrowded and makeshift facilities and inappropriate placements found throughout the county system.
- Based on budgeted figures, vacancies for skilled professional staff positions run as high as 50 percent in some county facilities.
- Adult mental health facilities are often required to accept adolescent patients because the county lacks appropriate adolescent treatment facilities.
- The homeless mentally ill are estimated to number approximately 12,000 individuals throughout the county. However, fewer than 100 beds are targeted for this group.
- The county is testing a selected number of pilot projects to increase the effectiveness of service delivery within existing resources.

- The number of acute-care beds available within the county is only about one-fourth the number of beds available in New York City, although both systems serve populations of approximately the same size and with similar demographic characteristics.
- An automated case management system is under-utilized because it is extremely expensive and not available to all service providers.

COMMENDATIONS

1. The Grand Jury commends the Los Angeles County Department of Mental Health for doing an excellent job in providing mental health services given its limited resources. The hospital and clinics' staff are extremely motivated and dedicated individuals.
2. The Grand Jury commends the Department of Mental Health for developing the mission statement and taking the initial steps to develop a stronger community system of services. The department is also commended for its ongoing effort to prepare the Mental Health Services Master Plan, due in 1988, and for establishing a Task Force on Services to the Seriously and Chronically Mentally Disabled, which recently released their report with recommendations on improvements for the current system.
3. The Grand Jury commends the Department of Mental Health for creating a special unit to address the mental health needs of the homeless population in Skid Row.

RECOMMENDATIONS

1. The Grand Jury recommends that the County Board of Supervisors recommend that the State Department of Mental Health agree to the need for 335 acute and 315 subacute mental health beds as identified in the County Department of Mental Health report "Need for Additional Acute Hospital Beds."
2. The Grand Jury recommends that the County Board of Supervisors request the State Department of Mental Health make available the entire 1,080 beds allocated to Los Angeles County.
3. The Grand Jury recommends that the County Board of Supervisors recommend that the State Department of Mental Health accept the Los Angeles County Department of Mental Health "1988-89 Master Plan for Mental Health Services" as the governing document for the provision of mental health services in the County of Los Angeles.
4. The Grand Jury recommends that the State Department of Mental Health assume a more active role in determining state-wide requirements for mental health services.

5. The Grand Jury recommends the Department of Mental Health expand the Global Assessment of Functioning Scale (GAF) to include placement rationale for each patient entering and moving through the mental health system, and that this information then be used to support placement determinations.
6. The Grand Jury recommends that the County Department of Mental Health expand current services so that inpatient services, outpatient programs, day treatment, residential treatment programs, evaluation and diagnostic services, and early intervention services are available and accessible to children and adolescents.
7. The Grand Jury recommends that the County Department of Mental Health continue to develop programs especially for the homeless mentally ill population. These programs are to include a fully integrated system among mental health, health, and social service organizations, and focus on expanded outreach programs, case management, 24-hour mobile response teams, and new innovative treatment programs to the extent possible to adequately serve and impact this population.
8. The Grand Jury recommends that the County Chief Administrative Office review the possibility of annualizing current funding for mental health services designed for the homeless.
9. The Grand Jury recommends the County Department of Mental Health increase the number and assist with the development of contract providers of residential treatment facilities.
10. The Grand Jury recommends all contracted hospitals that receive public dollars (i.e., Short-Doyle) be contractually required to accept all involuntary hold (5150) patients referred by County Departments of Mental Health and Health Services and law enforcement personnel when those hospitals have appropriate staff and facilities.
11. The Grand Jury recommends the County Department of Mental Health expand the Crisis Management Clinic concept to all service areas.
12. The Grand Jury recommends the County Department of Mental Health continue to pilot the intensive case management program in the San Fernando Valley area.
13. The Grand Jury recommends the County Department of Mental Health work with community-based providers to develop alternative, outpatient treatment programs.
14. The Grand Jury recommends the County Department of Mental Health review several available model treatment plans, including the City of New York plan to strengthen subacute care and develop community-based alternatives, and the Wisconsin model for providing coordinated services to subacute patients.

NOTE: For the full text of this contract audit report, please see the bound volume in the Grand Jury Office.

B. MANAGEMENT REVIEW OF COMPREHENSIVE HEALTH CENTERS

FOCUS

Deloitte Haskins & Sells (DH&S) was requested to perform an operational review for three of the five Comprehensive Health Centers (CHC) of the Department of Health Services (DHS).

The audit was to focus on operations and systems.

The Grand Jury indicated concern with patient service-to-wait times, the minimal utilization of the Ability to Pay Program (ATP), space and equipment needs and potential liability based on waiting periods for specialty services.

Additionally, DH&S was requested to review distribution of services per CHC focusing on centralized client intake and referral systems. Clinic productivity standards, implemented in July 1987, was reviewed for appropriateness.

A review of the Financial Management Department was also conducted to assess the appropriateness of existing budget and financial systems.

The purpose of this study was to conduct an operational review of the CHCs in the County of Los Angeles. The issues reviewed by DH&S, as requested by the committee were as follows:

- What are the current services and hours of operation offered by the identified CHCs?
- How are the clinics staffed, and are the appropriate staff doing the appropriate tasks?
- What is DHS's budget process?
- How are charges verified and billed?
- How is financial information reported to managers?
- Do the CHCs vary in availability of resources, i.e., providers, equipment?

Los Angeles County Department of Health Services

The DHS is the largest county department. The Los Angeles City and County Health Departments were merged in 1964. The present department structure was formed in 1972. The governing body is the Los Angeles County Board of Supervisors.

Los Angeles County is divided into four public health areas containing several CHCs that offer a wide range of patient services.

The DHS operates six hospitals throughout the district. There are 42 health centers located throughout the county to provide public health services. The county has five CHCs to respond to the ambulatory care needs of the community. The CHCs deliver over 600,000 ambulatory care and public health visits annually.

With a need to cut \$6.8 million from the DHS budget for 1988, the DHS elected to eliminate selected services for the indigent at various CHCs. In October 1987, the Superior Court issued a temporary restraining order, preventing the county from implementing their plan to reduce services on behalf of two indigents' court cases against the DHS. The Grand Jury Health and Hospital Committee members requested an operational review of CHCs in response to the injunction.

ISSUES/FINDINGS

1. Communication

Issue: The communication structure between the medical and nursing staff and DHS administration is poor.

Findings: Although some improvements have occurred with the DHS's recent reorganization, the lines of communication between the medical and nursing staff and DHS administration remains poor.

Since the DHS reorganization, there have been guidelines set for monthly meetings of the medical directors and each CHC administrator. These meetings provide a forum for discussion of medical concerns at each CHC. But at present, there are no guidelines for direct communication between the medical staff and DHS administration.

Monthly nursing meetings are held, which are chaired by an administrative person, who then passes on nursing concerns/needs to the Deputy Director of Health Center Operations. The nursing staff expressed concern that, at times, the true nature of the issues discussed at these meetings are not conveyed to DHS administration.

2. Automation

Issue: Automation in the clinical and financial areas is minimal to lacking in the CHCs.

Finding: On the clinical side, manual numbering systems are used to register patients at each clinic. This manual system is not linked between clinics leaving the system without a mechanism for tracking patients' records within the DHS health care network. Patients sometimes have several records and receive duplicative services.

It appears each clinic is making its own effort toward automation, independent of each other, creating separate systems which will not be compatible.

3. Billing

Issue: Bills for patient services need to be submitted to third-party payors on a more timely basis.

Finding: Currently, billing is done manually by a DHS centralized billing unit. The average time from date of service to billing was determined, through limited testing, to be 65 days. Priority is given to billing Medi-Cal claims. In some instances, billing information is held by the CHCs through the 15th working day of the month following the service date before the Certification Unit begins work. The CHCs perform their own quality control reviews on billing information.

4. Compensation

Issue: DHS experiences difficulties in recruitment and retention because of compensation disparity, both internal and external.

Finding: The CHCs are experiencing difficulty in provider (physician) recruitment, an extreme shortage of nursing staff, and several open social worker and ultrasound technician positions.

Current CHC salary levels and lack of applicant bilingual skills (Spanish/English) complicate the recruitment problem. DHS's low salary structure for physicians has impacted the hiring of skilled practitioners.

Based on information gained during interviews, county salaries are approximately 10 percent lower than the private sector and clinic nurses are paid less than DHS hospital nurses. Physicians can make \$20,000 a year more in the Kaiser system, and a nurse midwife \$10,000 to \$12,000 a year more in the private sector.

5. Accountability For Pilot Projects

Issue: Clinic administrators receiving DHS pilot project funding are not accountable for reporting project results.

Finding: CHC administrators are given money to initiate pilot projects. Upon completion of the project, little follow-up is done to document and present the results, successes and failures to the centers.

6. Equipment

Issue: The level of equipment technology is not consistent between centers.

Finding: During the facility tours, it was noted that there is a lack of consistent equipment planning and, in several instances, use of outdated equipment. The continued use of outdated equipment not only could be detrimental to patients, but also decreases efficiency and productivity in the clinics. A primary example highlighting this issue is the mammography unit at H. Claude Hudson Comprehensive Health Center. Due to the long time it takes for the test, fewer patients can be seen by the clinic each day. At present, a three-month wait is standard.

7. Patient Confidentiality

Issue: The registration areas in the clinics are open and do not provide for patient confidentiality.

Finding: Patients register for clinics in the lobby area of the clinic. They stand in roped lines waiting their turn to register for the clinic to which they want to go. During registration, they present themselves at a window where they answer necessary questions. There are no dividers between windows to prevent other patients from overhearing conversations. Patients waiting in line are close to the registering patient and can overhear conversations.

8. Chart Control

Issue: Procedures for originating and tracking medical records differ among comprehensive centers.

Finding: The procedure for originating a new record is done in different areas of the centers. Tracking systems for charts used in clinics varied from tight control to limited control.

9. Revenue Maximization

Issue: The CHC revenue does not cover the expense of the centers.

Finding: During the 1986-87 fiscal year, the five CHCs generated \$21,793,000 in gross revenues with total expenses of \$48,118,000. The budgeted gross revenue was \$23,263,000 for the same period. Revenue is generated at the CHCs through patient services, fees and grants. Patients are charged an all-inclusive fee for services based on a point value system for the type of procedures performed. Patients who are self-pay are given an option of paying \$25 for the visit, regardless of the services provided. Self-pay patients account for 40 percent of revenues.

During the past few years, several changes have been made to increase revenue. These include raising the self-pay amount by \$5, charging a \$5 triage clinic fee and charging additional fees for specialized clinics. The focus of these programs has been on additional collections from self-pay patients.

10. Cash Control

Issue: The policies and procedures for cash control are not consistent among CHCs.

Finding: Each center has cashiers responsible for collection of cash and daily deposits. The level of cash maintained in the cash drawer, and the frequency of cash purging from drawers to a safe differs among centers.

RECOMMENDATIONS

1. The Grand Jury recommends that the Department of Health Services make a concerted effort to improve the lines of communication between administration and medical and nursing personnel. It is recommended that this be done by holding quarterly medical staff meetings to include providers (comprehensive health centers medical staff), medical directors of comprehensive health centers and the Department of Health Services Medical Director. It is recommended that a comprehensive health center Director of Nurses be delegated to attend the Operations meeting with the Deputy Director of Health Center Operations.
2. The Grand Jury recommends that the Department of Health Services evaluate its current approach toward automation and develop a cohesive plan for all sites to eventually implement a universal, compatible and automated system. The Computer Task Force should have input as to the findings from their pilot project. This is a long-term and costly endeavor, but there are significant benefits to be achieved by doing so, including:
 - Improved billing and collection of receivables
 - Cost-effective staffing
 - Improved coordination of patient care between and within facilities
 - Decrease in the duplication of services
3. The Grand Jury recommends the procedures for billing be reviewed by the Department of Health Services to bill third-party claims on a more timely basis. Management should specifically consider the following changes:
 - Billing services on a weekly basis instead of monthly, especially for third-party payors
 - Batching third-party claims separate from other claims and prioritizing these claims
 - Adding the responsibility for charge calculation to the comprehensive health center's quality control units.
4. The Grand Jury recommends that the Department of Health Services evaluate its current Salary and Benefits Program to implement an internally competitive program. A salary restructuring program should compensate the staff commensurate with their professional responsibilities.

5. The Grand Jury recommends that the Department of Health Services implement a policy for accountability of projects, ensuring that the follow-up results are documented and presented to other administrators and the Department of Health Services. It is recommended that the Department of Health Services designate a person to monitor pilot projects and maintain accountability.
6. The Grand Jury recommends that the Department of Health Services appoint a committee to evaluate closely the equipment needs of each clinic, and coordinate services appropriately in each region.
7. The Grand Jury recommends that the comprehensive health centers' registration areas be renovated with window dividers to provide a more private area for patients registering.
8. The Grand Jury recommends consistent policies and procedures be established by the Department of Health Services and used by all centers. These policies should address the origination of the chart and file control maintenance.
9. The Grand Jury recommends that the Department of Health Services administration pursue methods of increasing revenue from third-party payors, which constitutes the majority of revenue received. The existing charge structure should be evaluated in comparison with community standards. A new structure, which individually charges by services received instead of an all-inclusive rate, should be considered as a method of increasing revenue.
10. The Grand Jury recommends a policy for cash control be written and enforced by the Department of Health Services to include levels of cash to be maintained in the cash drawer, frequency of purging cash to the safe and appointing responsible individuals for verifying cash and completing the deposit.

NOTE: For the full text of this contract audit report, see the bound volume in the Grand Jury Office.

C. AVAILABILITY, COSTS, AND QUALITY OF PRENATAL CARE

FOCUS

Deloitte Haskins & Sells (DH&S) was requested to evaluate the availability and accessibility of prenatal care for women utilizing the Los Angeles County health system. The Health and Hospital Committee requested the consultants to focus the study on the Geraldine Dalleck, E. Richard Brown report, June 1987, and the county's rebuttal as presented by Director Robert C. Gates to the Board of Supervisors in the document "Response to the Legal Aid Foundation Report on the Quality of Medical Care for the Poor in Los Angeles County's Health and Hospital System," August 12, 1987.

Grand Jury members identified several issues to be reviewed:

- Wait time for initial clinic visit
- Ability to Pay Program
- Availability of speciality care
- Service-to-wait times

Additionally, DH&S was requested to test the system for initial appointment times, ability to pay information, education opportunities and overall response to clientele.

The purpose of the study was to investigate the accessibility and availability of prenatal services in Los Angeles County. The issues reviewed by DH&S were as follows:

- What is the current availability of prenatal services in the county?
- What are the hours of operation of the prenatal clinics?
- What strategies has DHS developed in response to this increased workload to deal with the demand?
- How do the prenatal clinics structure their services to the clients i.e., scheduling of appointments, prioritizing, block appointments, etc.?
- What type of education is offered to the clientele seen prenatally and/or postnatally?
- Is there coordination between regions of Los Angeles to even out the workload?

ISSUES AND FINDINGS

1. Test of Accessibility to Care

Issue: The waiting time for initial prenatal care appointments in Los Angeles County ranges from one to eight weeks.

Finding: Using a random sample of ten clinics, comprehensive health centers and hospitals, DH&S contacted each one and attempted to schedule a prenatal care appointment. DH&S informed each facility that the person was three months pregnant and unable to pay for the services. In consideration of the large Hispanic clientele in Los Angeles County, DH&S conducted its conversations first in Spanish, and then in English if the scheduling staff were unable to speak Spanish.

DH&S found the average waiting time for an initial appointment was between four and six weeks. In some instances, the county staff never inquired about the estimated due

date. Four service providers, H. Claude Hudson Comprehensive Health Center, Harbor-UCLA, Martin Luther King, and USC-Women's Hospital, required the patient to come into the facility in order to schedule an appointment.

Even more alarming, Harbor-UCLA Hospital told DH&S to go to the Emergency Room to obtain a referral from a physician in the OB/GYN Special Clinic.

There are limited coordinated efforts between clinics for scheduling prenatal appointments. If one clinic has a long waiting time, referrals are not given to other clinics with shorter waiting times in the same area.

Because of the high prenatal demand, the county received additional state funds to extend their prenatal services. With the extra money, clinics were able to increase their staff and therefore the number of appointments available. Some of the clinics, however, have not been able to extend their services because of the inability to recruit providers and nursing staff. These clinics continue to have poor accessibility.

2. Automation

Issue: There exists a lack of automation within DHS, and a fragmented effort is being made toward the goal of automation.

Finding: During site visits, it was evident that the clinics had minimal (if any) automation. Each center has its own manual system for patient registration. A patient could be registered in several centers, and receive a new number each time. Duplicate testing is often the result.

Prenatal patients are given their records to hand carry to the hospital when they deliver. The chart is sometimes forgotten or pages are lost, thereby losing orders or important prenatal history information.

It appears each center is making its own effort toward automation, independent of each other, and separate center systems will not be compatible.

3. Patient Education

Issue: Overall, the patient prenatal and postnatal education process is poor.

Finding: During site visits, DH&S found prenatal education is a low priority and minimally provided. What little is done is provided by nursing staff on a one-on-one basis during scheduled appointments. Space limitations prohibit group sessions, and educational materials (i.e., pamphlets and posters) are minimal.

There is no standard postnatal follow-up or education provided to a population that is uninformed on birth control. The only postnatal education is provided by the family

planning clinic, whose waiting time for appointments was 12 weeks, which is ample time for an uninformed mother to become pregnant again.

4. Contracting

Issue: Is contracting out deliveries to private hospitals an effective way to alleviate the increasing burden on the Los Angeles County hospital system?

Finding: The county hospitals deliver approximately 35,000 babies annually and are at maximum capacity. Contracted facilities currently deliver 12,000 per year. The number of annual contracted deliveries have been exponentially increasing from 3,400 in 1984 to 12,000 in 1987 and are forecast to be 22,000 in 1990.

Contracted beds do not appear to be coordinated by patient location (i.e., proximity to the referring clinic or patient's home).

5. Compensation

Issue: DHS experiences difficulties in recruitment and retention because of compensation disparity internally.

Finding: Currently nurses with equal positions have differing salaries between the hospitals and comprehensive health centers. Regardless of location, a position with similar training, experience and responsibilities should have equal compensation.

6. Systemic Obstetrics Task Force Report Review

Issue: Review the Systemic Obstetrics (SOB) Task Force Report responding to the issues facing DHS in the delivery of preinatal services and compare to findings of this study.

Finding: During the interview with members of the SOB Task Force, DH&S learned that the county is operating in a reactive, not proactive mode.

The solution to the problem posed by the Task Force is vertical integration. The Vertical Integration Plan proposes a centralized patient intake and referral system, which will maximize initial access, triage patients to the necessary care level, and schedule follow-up appointments at the appropriate clinic at the time of the initial assessment.

7. American College of Obstetricians and Gynecologists Standards Comparison

Issue: The DHS clinics do not meet the American College of Obstetricians and Gynecologists (ACOG) Standards for prenatal care.

Finding: Through documentation reviews and interviews, we found that approximately one half of the women attending DHS prenatal clinics do not start their prenatal care in

the first trimester. ACOG recommends a patient entering care in the first trimester, have approximately 13 visits throughout her pregnancy. The DHS patient averages five visits, due to late entry into prenatal care partially caused by an average four to six weeks wait for an initial appointment, and a high rate of missed appointments (this excludes those patients who do not seek prenatal care until delivery).

COMMENDATIONS

The Grand Jury commends the Department of Health Services for proceeding with the Vertical Integrated Perinatal Care Delivery System.

RECOMMENDATIONS

- 1. The Grand Jury recommends that the Department of Health Services coordinate scheduling appointments regionally to even out the demand and appointment waiting times at individual locations.**
- 2. The Grand Jury recommends that the Department of Health Services coordinate staffing between clinics to enable each clinic to have enough providers and nurses to staff their prenatal clinics.**
- 3. The Grand Jury recommends that the Department of Health Services require staff to inform every new patient on the County's Ability to Pay (ATP) Plan, adopt a policy for bilingual scheduling of appointments (based on due date) over the telephone, and consider staggering clinic hours to provide evening accessibility.**
- 4. The Grand Jury recommends that the Department of Health Services continue to evaluate their current approach toward automation, and develop a cohesive plan for all sites to eventually implement a universal, compatible and automated system.**
- 5. The Grand Jury recommends that the Department of Health Services implement standardized compulsory group education programs for both prenatal and postnatal patients.**
- 6. The Grand Jury recommends that the Department of Health Services invest in educational programming to be shown on televisions currently located in the waiting areas. As patients frequently spend several hours in these areas, it is an excellent opportunity to reach a "captive" audience. Also recommended is the upgrading and expanding of bilingual educational information available to clients in the waiting areas (i.e., pamphlets and posters).**
- 7. The Grand Jury supports and recommends that the Department of Health Services continue the effort to contract out deliveries to private facilities. It is recommended that**

the Department of Health Services appoint a committee to evaluate the coordination of contracted beds in relation to patient and clinic location, and the relationship with the contractors to improve their reception of Los Angeles County patients.

8. The Grand Jury recommends that the Department of Health Services evaluate its internal salary structure to ensure comparable salaries between facilities.
9. The Grand Jury recommends that the Department of Health Services develop a program to meet the American College of Obstetricians and Gynecologists standards for prenatal care. It would include lowering the average four to six week wait for an initial prenatal visit, and implementing a community education program (i.e., information material, television advertisements, etc.) to educate the population on the need for early prenatal care.

NOTE: For a full text of this contract audit report, please see the bound volume in the Grand Jury Office.

APPENDIX

(The appendices for the contract audit reports are not included below.)

Weingart Center

PERSONS INTERVIEWED

Maxena Johnston, Administrator
Albert Greenstein, Chairman of the Board of Directors, Weingart Center Association

UCLA-Harbor General Hospital

PERSONS INTERVIEWED

Edward J. Foley, Administrator
William Swanson, M.D., Medical Director
Milton Miller, M.D., Psychiatry Department
Anita Nelson, M.D., Medical Director, Women's Health Care Program

Martin Luther King Jr./Drew Medical Center

PERSONS INTERVIEWED

William Delgado, Administrator
Walter Gray, Assistant Administrator
Leonard Tureaud, M.D., Medical Director

Los Angeles County University of Southern California Medical Center

PERSONS INTERVIEWED

J. L. Buckingham, Executive Director
Harvey D. Kern, Special Assistant to Executive Director
Sol Bernstein, M.D., Medical Director
R. Bruce Sloan, M.D., Psychiatric Hospital, Chief, Professional Services
Fotine O'Conner, R.N., Director, Nursing Services and Education

Metropolitan State Hospital

PERSON INTERVIEWED

William Silva, Administrator

Rancho Los Amigos

PERSONS INTERVIEWED

Armando Lopez, Jr., Administrator
Ed Renford, Assistant Administrator
Mathew Locks, M.D., Medical Director

El Monte Comprehensive Health Center

PERSONS INTERVIEWED

Toni Saenz-Yaffe, Administrator
Norma Sollesa, M.D., Medical Director

Department of Mental Health

PERSONS INTERVIEWED

Rodney Borgoyne, M.D., Medical Director
Roberto Quiroz, Director

H. Claude Hudson Comprehensive Health Center

PERSONS INTERVIEWED

Anthony Rodgers, Administrator
Carol E. Henneman, M.D., Medical Director

Hubert H. Humphrey Comprehensive Health Center

PERSONS INTERVIEWED

Bobbie D. Searcy, Administrator
Benilda C. Ang, M.D., Medical Director

Catalina Hyperbaric Treatment Center

PERSON INTERVIEWED

Andy Pilmanis, Director

Department of Health Services

PERSONS INTERVIEWED

Robert Gates, Director
Lawrence D. Roberts, Director Public Health Operations

JUVENILE SERVICES COMMITTEE



JUVENILE SERVICES COMMITTEE

Standing L to R: Irene A. Arredondo, David D. Schwartz, Miyo Himeno
Seated L to R: Samuel M. Paschal, Lela R. Cohn, Chair

JUVENILE SERVICES COMMITTEE

PURPOSE

The purpose of the Juvenile Services Committee was to seek to improve juvenile services in Los Angeles County by investigation and study of crime, education and health issues relating to juveniles and to make recommendations in these fields. The committee also responded to citizens correspondence relating to juvenile problems.

BACKGROUND

To accomplish the purpose of ensuring adequate and quality care for the children and youth of Los Angeles County and to give them every opportunity to develop and succeed, the Juvenile Services Committee focused on the juvenile system as set out under Areas Investigated.

AREAS INVESTIGATED

A. PROBATION CAMPS

FOCUS/ISSUE

"The fundamental purpose of Probation Services is to aid in reducing the incidence and impact of crime in the community." The probation camps are under the administration of the Residential Treatment Services Bureau (RTSB).

BACKGROUND

A motto of the Probation Department is *Probation is Protection, Correction and Service*.

Currently there are 15 camps in operation with a population capacity of 1,750, with usually about 200 on the waiting list.

The camp program includes education, recreation, health care, religious activity, a leadership program, visitation, counseling, et cetera.

FINDINGS

Camp Scott

Camp Joseph Scott is the first all girls probation camp and has been in operation only since 1987. Basically an open camp, it is semi-secured by a fence and may take in the overload from the juvenile halls. The maximum capacity is 94 and the average stay is seven to eight months. The basic program is school, work and recreation. The girls are grouped and work as teams. The camp residents rotate jobs, some according to points. The highest level is laundry work where only the most trustworthy are allowed. Other jobs include forestry (hard hat), dormitory crew, kitchen patrol, and service clerks. Each dormitory has 24-hour supervision. A drug/alcohol abuse program is conducted by the RTSB.

Camp Scudder

Camp Kenyon J. Scudder, a boys' camp, has a maximum capacity of 105. There is a drug/alcohol program and a program to keep gang-related problems under control. The large number of gang members are encouraged to be good members of the "Scudder Gang." The basic program includes school, comprehensive work program and recreation. Two living groups may get together for social events, such as talent shows, picnics, fund-raisers, dances or sports.

Camp Holton

Camp Karl Holton Placement Center is a maximum security camp surrounded by high walls, very secure gates, with a maximum capacity of 135 male juveniles. Any escapee would not be returned to Holton, but would be sent to the California Youth Authority.

A full school program is run in camp and even those residents in lockups are not exempt from schooling. The average stay is from three months to one year. As in the other camps, the staff does not carry weapons. Camp Holton houses the more difficult population who have committed serious offenses. They are not allowed to act independently and are regimented in a structured schedule.

COMMENDATIONS

- 1. The Grand Jury commends the Courts, Probation Department and the County for recognizing the need for a separate camp for girls and establishing Camp Scott to fill that need.**
- 2. The Grand Jury commends the Probation Department for currently planning additional camps at Mira Loma to relieve the overcrowded conditions of the juvenile facilities within the County.**

B. PROBATION SYSTEM: JUVENILE JUSTICE CENTERS

FOCUS/ISSUE

The purpose was to study and evaluate the Juvenile Justice Centers and to examine the comprehensive services that are targeted for specific areas with a unique mixture of problem youth.

BACKGROUND

Judge David Kenyon pioneered the concept of justice centers in Los Angeles County, bringing together under one roof officials from the city and county to skillfully coordinate juvenile justice in specifically defined areas.

In 1976 the Los Angeles County Board of Supervisors created the Kenyon Center at 7625 South Central Avenue in South Los Angeles, and in 1981 the Northeast Center was started at 1601 Eastlake Avenue, Northeast Los Angeles. There are two courtrooms at the Kenyon Center and one courtroom at the Northeast Center.

Goals

Through the use of a team approach, some of the goals are to:

- Reduce juvenile delinquency by teaching behavior changes;
- Reduce the need for juvenile arrests;
- Decrease the period of time required to process a minor who has been arrested; and
- Decrease the number of repeat offenders.

FINDINGS

When one is confined to a center, he or she is compelled to attend school to learn new ways of life. This type of therapy, by learning and applying, causes responsible behavior in the juvenile's life. He or she is taught the way to change a nonproductive life into a productive one.

The tutorial program is designed to develop and support the academic capabilities of these young people. Its central aim is to help improve basic academic skills while addressing concerns that might present obstacles to learning.

Approximately 500 minors a month are processed through the juvenile centers. The offenses range from curfew violations to homicides, with drugs playing a major role in most of these offenses.

The offenders are tried within the area in which they live, no matter where the crime is committed.

Participation in a mandated weekly training class for offenders and their parents is required. Members of the Juvenile Justice Center team provide counseling services, job referrals, community restitution services, and other necessary services intended to combat juvenile delinquency. Each center tries to operate at optimum efficiency in rehabilitating the delinquents who enter its doors.

COMMENDATIONS

1. The Grand Jury commends the judges of the Juvenile Justice Centers for their dedication in helping juveniles.
2. The Grand Jury commends the Juvenile Justice Centers for an outstanding educational training program for the juveniles and parents in learning and applying responsible behavior in their lives.

RECOMMENDATIONS

1. The Grand Jury recommends that the Board of Supervisors establish another Juvenile Justice Center to relieve the caseload of the other centers.
2. The Grand Jury recommends that manual and/or vocational training be made available at each center.

C. DEPENDENCY SYSTEM

Environment for Children

FOCUS/ISSUE

The purpose was to encourage the relocation of the dependency court.

FINDINGS

In 1974 the dependency courts were located, temporarily, in the Criminal Courts Building. They are still there.

Dependent children, who have been abused and neglected are held in undesirable conditions. The present general environment -- criminal, crowding, long waiting periods -- is not in the children's best interest.

The need for relocating the dependency court has been recognized over these years and has been a top priority project of the Juvenile Court. A "Children's Court Facilities Program" was developed to implement this move. It consists of the following:

1. Plans for the construction of a 25-court, dependency court headquarters facility in Monterey Park, near the intersection of the San Bernardino and Long Beach Freeways.
2. An interim relocation of six dependency courts, out of the Criminal Courts Building, to modular existing structures in Van Nuys.
3. The acquisition of the East Los Angeles Municipal Courthouse to house six dependency courts.

Funding for this proposal has been worked out with monies already allocated, seed money, legislative fees and private fundraising.

This plan was reviewed and approved by the Dependency Court Headquarters Evaluation Committee on September 17, 1987.

The Juvenile Services Committee was advised that the Board of Supervisors would receive this proposal in November 1987. Nothing to our knowledge has been presented. This facility is long overdue and needs immediate attention.

RECOMMENDATION

The Grand Jury recommends that the Los Angeles County Board of Supervisors approve the proposed "Children's Court Facilities Program" to result in the removal of the Dependency Court from the Criminal Courts Building.

Foster Care

The Juvenile Services Committee realizes that foster care is an integral part of the dependency system.

As of September 30, 1987, in Los Angeles County, there were 329 licensed family homes for children with a capacity of 1,425 and 323 licensed group homes with a capacity of 3,880 children.

The major reasons for placing children in foster care are abuse, which may be physical, sexual, emotional or drug; neglect; exploitation; parental or caretaker absence; delinquency; runaways; throwaways; severe nonremedial physical problems; developmentally impaired child; school truancy and cases where preventive services are unavailable.

There are different facilities providing individual and group foster homes providing 24-hour care and supervision.

At present the state's only training requirement for foster parents is a first aid course. The certificate must be renewed every two years. Orientation is offered during the licensing program.

D. DEPENDENCY SYSTEM: MEDIATION

FOCUS/ISSUE

The purpose of studying the court mediation process was to help children receive the most appropriate placement as soon as possible.

BACKGROUND

Placement in the dependency courts may be:

- Return to home,
- Sent to a relative,
- Placed in foster care,
- Adoption, or
- Other, at court's discretion.

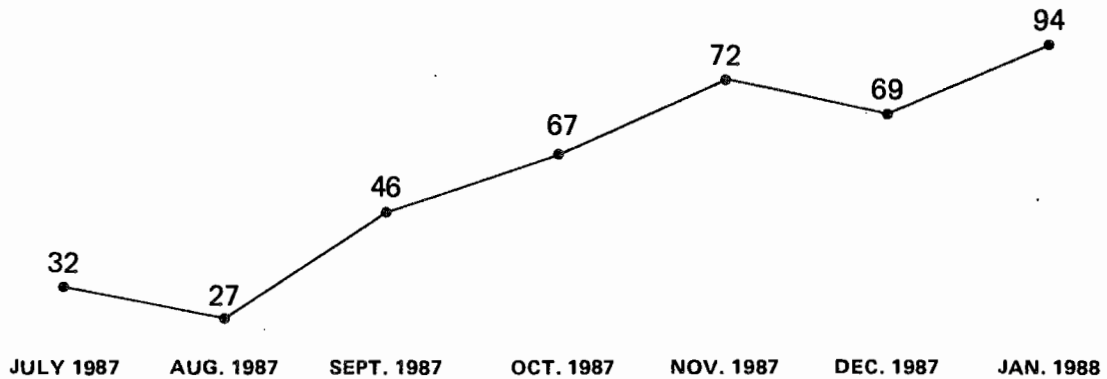
In May 1983, a Dependency Mediation Court Pilot Project was implemented to test the application of mediation techniques in child abuse and neglect cases. In the first seven months of this program complete resolution occurred in 89.9 percent of those cases; full or partial settlement was reached in 94 percent of the total cases set for mediation.

Over the years since then mediation has been used in other areas of the Juvenile Dependency Courts as a pretrial resolution procedure.

In the last six months of 1987 there were 323 cases referred for mediation; 13 percent of these were continued, leaving 280 cases for mediation. Of these, there was agreement on jurisdictional issues of 70 percent (197 cases). There was complete settlement on everything of 47 percent (131 cases).

If these cases had not been referred to the mediator, these 197 cases would have gone into the trial courts for a full trial resulting in trial costs in money and time for attorneys, subpoenaed witnesses, et cetera.

Since the investigation started, there has been an increase in the number of cases being referred as shown below:



FINDINGS

The use of mediation would:

1. Reduce the number of cases that go to trial in the dependency court;
2. Permit children and families to receive treatment as soon as possible;
3. Shorten the time children have to be cared for in foster homes;
4. Identify permanent planning needs earlier;
5. Reduce costs of trials and save fees of court-appointed attorneys; and/or
6. Help reduce any backlog of cases.

The goal of the mediator is to settle each case without going to trial, while still reaching the same conclusions that the court would reach, causing less trauma to the child.

The only way a case can go to a mediator is by referral from a judge.

In 1987, the Dependency Court consisted of 14 trial courts. Of these, three courts regularly referred cases to mediation, two referred occasionally, and the rest, seldom.

COMMENDATIONS

- 1. The Grand Jury commends Julius Libow for his dedication to the mediation process in the interest of children.**
- 2. The Grand Jury commends those judges who have supported and utilized mediation.**

RECOMMENDATIONS

- 1. The Grand Jury recommends that mediation be increased and used to full advantage to facilitate dependency proceedings.**
- 2. The Grand Jury recommends that a committee be organized by the Dependency Court to monitor the Mediation Program and encourage its use.**

E. SPECIAL PROGRAMS IN THE SCHOOL SYSTEM

FOCUS/ISSUE

The purpose was to review the ongoing educational programs in the school systems regarding substance abuse and related health issues.

BACKGROUND

The tremendous increase in the use of drugs by juveniles has reached epidemic proportions as indicated in local and national surveys. Education has been recognized as the most effective way to attack this problem.

METHOD OF INVESTIGATING

We are fortunate that the Los Angeles City and County Unified School Districts, the Los Angeles County Sheriff's Department and the Los Angeles Police Department recognize the importance of education of elementary school children in dealing with drug and substance abuse. Saying "no" is not enough. There must be education, involvement, awareness and alternatives other than abstinence from the use of drugs. Knowledge combined with a positive self- image as well is the goal of the programs developed.

DARE

Drug Abuse Resistance Education (DARE) was established in 1983 by a combined effort of the Los Angeles Unified School District and the Los Angeles Police Department. A specially trained uniformed police officer is assigned to elementary schools where he conducts classes once a week in each classroom. He presents a special 17-lesson instructional unit, including group discussions, exchange of ideas and feelings and role playing. In addition, workshops are held for parents and teachers where they are made aware of the signs of substance abuse, how to intervene and where to seek assistance. The students receive intensive instruction on how to handle peer pressure. Some of the techniques they learn are: how to change the subject, how to keep saying "no", how to ignore the challenge, and how to avoid situations. The pressure from peers, the most important influence at this age level, can be heavy, or friendly or indirect and the child learns to react to all situations.

At the completion of the course, there is a very special culmination where the students, who have completed the course, have a review of the program to reassure their confidence and reinforce what they have learned, and they each receive a "DARE" tee shirt, a diploma, and many handshakes.

SANE

Substance Abuse and Narcotic Education (SANE) was initiated in 1985 by the Los Angeles County Sheriff's Department under Sheriff Sherman Block. Working with 245 elementary schools in 44 school districts, the Sheriff's Department is focusing on preventing young people from ever starting to use drugs and to stop those who have "experimented" from shifting to regular use.

Their mission is to bring substance abuse into the open, to make everyone aware of how widespread it is and to teach and organize the community.

A special curriculum is worked out with the districts and in each school, and special training is given to the teachers on how to incorporate the SANE program into daily lesson plans.

SANE works with the parents so that they know and understand the purpose of the program and are able to continue the education in the home.

COMMENDATIONS

- 1. The Grand Jury commends Dr. Ruth Rich for her part in creating and setting up the DARE program that is now being used as an example nationally and internationally.**
- 2. The Grand Jury commends Chief Daryl Gates, Los Angeles Police Department, for encouraging and implementing the DARE Program.**

3. The Grand Jury commends Sheriff Sherman Block, Los Angeles County Sheriff's Department, for encouraging and implementing the SANE Program.

RECOMMENDATION

The Grand Jury recommends that the Los Angeles County Board of Education encourage ALL school districts to adopt a drug abuse education program whose curriculum draws from those successful programs now in operation in Los Angeles County, adaptable to the needs of the various districts.

F. JUVENILE MENTAL HEALTH

FOCUS/ISSUE

Children who are troubled or in trouble are generally in need of psychiatric or mental health services. The committee sought to discover whether these needs were being met adequately in Los Angeles County's services for children and adolescents, regardless of whether in probation or dependency systems.

Dorothy Kirby Center

METHOD OF INVESTIGATING

The committee visited Dorothy Kirby Center and interviewed Ruth Kido, Master of Social Work (MSW), Supervisor, who gave an overview and tour of the facility. The committee visited some of the cottages and held random conversations with persons present.

The committee visited with Dr. Dolores Ritchie, Principal, and visited the classrooms of the school conducted on the premises. Teachers were very open and informative and the committee had opportunity to talk with students.

FINDINGS

Dorothy Kirby Center is a "closed, co-educational residential treatment facility" for 100 minors (60 boys and 40 girls) between the ages of 13 and 18. To qualify for placement a minor must have failed in open placement, be behaviorally unmanageable, and be a serious threat to the community. A minimum intelligence quotient (IQ) of 85 is required in order to participate in group sessions.

The physical layout is similar to a closed probation camp with administration and school buildings, residential cottages enclosed within secured walls. It is staffed with a blend of mental health and probation personnel. Each cottage has a group therapy treatment team led by a MSW probation officer who has access to a psychiatrist or clinical psychologist for consultation. The goal is behavior modification through group therapy, where through the cottage family group they learn to help themselves and are augmented by individual counseling. Dorothy Kirby Center is the only "camp" with emphasis on mental health.

The co-educational school at Kirby Center is under the supervision of the Office of the Los Angeles County Schools, and is accredited for junior and senior high school programs. The curriculum emphasizes remedial work, but addresses adjustment, development of social skills, and career planning with a "rich fine arts component, including visual arts, music, drama and dance." Students can receive work experience credit for "on-the-job" work and many participate in various recreational activities. They have access to Alcoholics Anonymous and substance abuse therapy.

The visit revealed a very busy atmosphere. Morning classes are devoted to social studies and language arts. Home economics is taught in the afternoons and is not limited to girls. Multi-talented and creative teachers provide work for students whose average length of stay ranges from eight to ten months and who vary in age from 13 to 18 years.

There were many productive, creative activities engendered in this school as revealed in the art work displayed in the halls as a result of the Union Oil sponsored contest, the many stuffed animals that filled Principal Ritchie's office, the creative writing encouraged by the Los Angeles Times contest, the demonstrated science experiments, the paper kachina dolls and other activities and projects.

Co-educational sports, though limited by the size of the playground, table games, weight training, aerobics, swimming, dancing and the showing of films, make up their physical education and recreational activities. The small size of the sports area require innovative alternatives to standard sports such as softball. The lack of funds and space hampers the development of track and exercise courses.

Poor eyesight affects the ability to read and learn. Dr. Ritchie pointed out the need of simple eye-testing for the farsighted student who needs glasses to read close work, but who, with his teachers, is unaware of his physical problem. This problem is not being identified in the routine eye exams and may be a contributing factor to delinquent behavior.

COMMENDATION

The Grand Jury commends the staff and teachers at Dorothy Kirby Center for their dedication and commitment to troubled adolescents, and for providing an innovative, healthy approach to their rehabilitation process.

RECOMMENDATIONS

- 1. The Grand Jury recommends that routine vision screening of children at Dorothy Kirby Center include tests for all refractive errors rather than just eye chart tests, and that corrective measures be implemented.**
- 2. The Grand Jury recommends that the track and exercise facilities at the Dorothy Kirby Center be enlarged.**
- 3. The Grand Jury recommends that other probation camp personnel be invited to see in operation and learn the methods and philosophy used at the Dorothy Kirby Center.**

Olive View Medical Center

FOCUS/ISSUE

The purpose of the visit to Olive View Medical Center was to learn more about preventive psychiatry, to visit one of two Los Angeles County facilities actually providing adolescent mental health beds, and to meet Dr. Milton Greenblatt, one of the proponents of the mental health "Declaration of Conscience."

METHOD OF INVESTIGATING

The committee was in communication with Dr. Milton Greenblatt, Chief of UCLA/San Fernando Valley Program in Psychiatry, who arranged for the committee to visit Olive View Medical Center in Sylmar, on November 12, 1987, to learn about their program for adolescent psychiatric patients and to meet with staff members who gave overviews of their responsibilities.

Also of interest was a news article regarding preventive psychiatry in which Dr. Greenblatt was involved, which would give the committee first-hand information on this new program at UCLA.

FINDINGS

Olive View Medical Center was established in 1920 as a tuberculosis sanatorium, and since then has had two physical disasters. Fire in the 1960's necessitated rebuilding of Olive View in 1970, only to have it destroyed again by the Sylmar earthquake of February 1971. In May 1987, Olive View was finally reopened, earthquake-proofed with reinforced walls and with the capability of withstanding an 8.5 seismic quake.

This UCLA-affiliated medical center is situated on a large sprawling county acreage. Its present size is 482,000 square feet, with nearly 2,000 employees. Although licensed for 377 beds, the hospital has fewer than half occupied. Although eight beds are promised for adolescent psychiatric beds, with approval for 18 beds, there were actually only four beds in use because of the shortage of staff and funds. There are no nurses specifically for and limited to adolescent care.

The adolescent unit has received a grant for homeless adolescents. Tuberculosis is prevalent among this population. Half of the adolescents have a history of suicidal attempts.

Adolescents have significant drug problems: alcohol, phencyclidine, cocaine, and other drugs. Infants and young children are discovered with drugs in their blood. They are child abuse cases; therefore, they need protection from their parents.

Three major obstacles for adolescent placement are:

1. Insufficient number of beds, because of low salaries for nurses;
2. Shortage of psychiatric nurses; and
3. Unstable adolescents who have residential needs.

The waiting list for a bed is from six to eight months.

Residential treatment is practically impossible to obtain for adolescents and children. Only the very high profile abused child may find placement. If parents have no funds they must prove themselves to be unfit. Indigent patients have no continuity of care.

Community residences are needed with surrogate fathers/mothers. Half-way houses are needed. There is no school at Olive View. Arrangements are made with the San Fernando School District.

Preventive Psychiatry

One of seven children in the United States has a significant mental or emotional disorder, according to UCLA's Dr. L. Jolyon West, in an article published on September 17, 1987. Teenage suicides have tripled since 1950. The prevention of mental illness in children is an irrefutable need of the future.

The UCLA Center for Preventive Psychiatry opened in August 1987, in Westwood Village, to address the need of preventive psychiatry to forestall further escalation of mental and emotional illness in the future. Childhood trauma associated with witnessing homicide, rape, violence, suicide, bereavement, abuse, catastrophic phenomenon needs to be dealt with to prevent serious psychiatric illness. The UCLA center will serve as a "pioneering model," according to Stephen Goldston, Ed.D., M.S.P.H.

The Declaration of Conscience

The four directors of the Emergency and Inpatient Psychiatric Departments of Los Angeles County Hospitals, with the official representative of the Los Angeles County Medical Association, Section on Psychiatry and the Southern California Psychiatric Society, felt compelled to write a "Declaration of Conscience" (see appendix) on the "unacceptability of conditions" in Los Angeles County's psychiatric emergency services.

The document calls attention to the lack of sufficient beds, the discriminating treatment of psychiatric patients, no crisis beds, the need for 660 more acute and subacute beds, no beds for children or adolescents, and inappropriate retainment in clinics and police stations.

Adolescent Mental Health Services (Audit report for Health and Hospital Committee)

County/USC and Olive View Medical Center are the only two Los Angeles "County facilities with dedicated units for the treatment of mentally ill adolescents." County/USC has 17 beds and Olive View has four beds presently in use, although it is licensed for 18 beds.

Children and adolescents are the most difficult to place. There are no mental health beds for the young. A child under 17 is referred to Child Protective Services because an adolescent may not be admitted to an adult unit. There are also no full time adolescent nurses.

The audit report discloses that there is disagreement on the matter of Statute 1979, Chapter 1252 where "50% of all budget augmentation . . . must be allocated to children's mental health service programs" under certain conditions. Despite this mandate, children's programs are underfunded.

COMMENDATIONS

- 1. The Grand Jury commends the dedication of the directors and signers of the Declaration of Conscience.**
- 2. The Grand Jury commends the Department of Mental Health and the Department of Health Services and the mental health service workers for their dedicated service despite overload and stress.**

RECOMMENDATIONS

- 1. The Grand Jury recommends that the Los Angeles County Board of Supervisors take action to achieve the number of beds recommended by the Mental Health Declaration of Conscience for the mentally ill children and adolescents.**
- 2. The Grand Jury recommends that Olive View Medical Center expedite the utilization of those mental health beds that have been already allocated to them.**

APPENDIX

Probation System: Camps

INTERVIEWS HELD

Barry J. Nidorf, Chief Probation Officer, August 3, 1987
Steve Canin, Assistant to Barry J. Nidorf, October 15, 1987
Raymond Barerra, Assistant Director at Camp Scott, October 15, 1987
Sam Racusin, Supervisor/Acting Director at Camp Scudder, October 15, 1987
Bob Godfrey from Juvenile Alternative Work Service, October 15, 1987
Paige Johnson, Director at Camp Holton, October 15, 1987

FACILITIES VISITED

Camp Scott, October 15, 1987
Camp Scudder, October 15, 1987
Camp Holton, October 15, 1987

Probation System: Juvenile Justice Centers

INTERVIEWS AND SOURCES

H. Randolph Moore, Jr., Judge, Juvenile Departments
David V. Kenyon Juvenile Justice Center
Raul Solis, Probation Director, Eastlake
Walter McGriff, Probation Director, Central Juvenile Hall
Norman Johnson, Director I, Probation Department
David G. Flores, Principal, Juvenile Court School
Kathryn Doi Todd, Presiding Judge, Juvenile Departments
Lories Tolbert, Instructor, Tutoring Program, Juvenile Service Centers

Dependency System: Environment for Children

INTERVIEWS HELD

Kathryn Doi Todd, Presiding Judge, Juvenile Departments
Frank Zolin, County Clerk/Executive Officer, Los Angeles County Superior Courts, November 10, 1987

RESOURCES

Children's Court Facilities Program, Executive Summary, dated November 13, 1987
Status report from Frank Zolin, County Clerk/Executive Officer to the Board of Supervisors, dated October 13, 1987

Dependency System: Foster Care

REFERENCES

Foster Care in Los Angeles County, League of Women Voters of Los Angeles County, dated 1987

FACILITIES VISITED

Women's City Club (Workshop for League of Women Voters, Pasadena area), January 7, 1988

Dependency System: Mediation

INTERVIEWS/CONVERSATIONS HELD

Julius Y. Libow, Dependency Court Mediator
Judge David Horowitz, Supervising Judge, Criminal Courts Building
Judge Michael Pirosh, Judge, Juvenile Court
Judge Harold Shabo, Judge, Juvenile Court
Judge Kathryn Doi Todd, Presiding Judge, Juvenile Departments
John Cramer, Director of Juvenile Court Services
Frank Zolin, County Clerk/Executive Officer, Los Angeles Superior Court
Franklin Bereny, former Child Advocate Volunteer

DOCUMENTS

Zolin, Frank -- Letter to Honorable Harry V. Peetris, Presiding Judge, Room 204, County Courthouse, 111 North Hill Street, Los Angeles, California 90012, June 27, 1984
Libow, Julius Y. -- The Daily Journal Report, *The Attorney's Role During Pretrial Proceedings in Juvenile Dependency Court*, August 7, 1987, No. 87-15, page 9 (page 1 of paper)

Special Programs in the School System

INTERVIEWS AND SOURCES

Ruth Rich, Ed.D., Instructional Specialist, Health Education, Office of Instruction, Los Angeles Unified School District
Daryl Gates, Chief of Police, Los Angeles Police Department
D. Clayton Mayes, Police Captain, Los Angeles Police Department
Sherman Block, Sheriff, Los Angeles County Sheriff's Department
Lt. Marc Klugman, Los Angeles County Sheriff's Department
Kattie Gaspard, Principal, 52nd Street Elementary School
Calvin Lloyd, Assistant Principal, 52nd Street Elementary School
Officer Jesse Jackson, Los Angeles Police Department

Project DARE, brochure prepared by Office of Communication, Los Angeles Unified School District
Los Angeles Police Department Annual Report 1985-86

Film: "Drugs and Youth . . . the Challenge," written and produced by Attorney General's Crime Prevention Center
Brochure: *SANE Program (Substance Abuse & Narcotics Education)*, County of Los Angeles, Office of the Sheriff

Juvenile Mental Health

INTERVIEWS HELD

Olive View Medical Center

Milton Greenblatt, M.D., Professor of Psychiatry, UCLA, Chief of Psychiatry, Olive View Medical Center, Chief of UCLA/San Fernando Valley Program in Psychiatry, November 12, 1987
Stephen E. Goldston, Ed.D., M.S.P.H., Associate Director, Center for Preventive Psychiatry, Neuropsychiatric Institute and Hospital, UCLA November 12, 1987.
Paul Cimmio, Ph.D., LCSW, Director of Social Work, Department of Psychiatry, November 12, 1987
Mario Sewell, Assistant Administrator, November 12, 1987
Jaron J. Gammons, Associate Administrator, November 12, 1987
Ahmed Kader, Associate Administrator, November 12, 1987
Jill Robertson, M.D., Chief of Adolescent Unit, November 12, 1987
Carolyn Wooley, Nursing Director, Mental Health, November 12, 1987
Wanda Wojdat, Secretary, Psychiatry Department, November 12, 1987

FACILITIES VISITED

Olive View Medical Center, November 12, 1987

REFERENCES

Form, *The UCLA Center for Preventive Psychiatry*

Form from Olive View Medical Center dated September 1987

Declaration of Conscience (reprinted with permission of signators)

Adolescent Mental Health Services, pp. 51-53 b (Audit report for Health and Hospital Committee), Deloitte Haskins & Sells

INTERVIEWS HELD

Dolores J. Ritchie, Ph.D., Principal, Dorothy Kirby Center School, November 19, 1987

Ruth Kido, Supervisor, November 19, 1987

FACILITIES VISITED

Dorothy F. Kirby Center, November 19, 1987

REFERENCES

Forms from Dorothy Kirby Center dated May 1986

INTERVIEWS HELD

Department of Mental Health

Doris Soghor, M.D., Acting Deputy Director, Children and Youth Services Bureau

9 October 1987

DECLARATION OF CONSCIENCE

The authors of this DECLARATION OF CONSCIENCE are the four Directors of the Emergency and Inpatient Psychiatric Departments of the Los Angeles County Hospitals, together with the Official Representative of the Los Angeles County Medical Association (LACMA), Section on Psychiatry, and the Southern California Psychiatric Society.

We write to you, our colleagues and leaders in Health, Mental Health, County and State Government, to make clear the ENORMITY OF EXISTING PROBLEMS AND THE UNACCEPTABILITY OF CONDITIONS in Los Angeles County psychiatric emergency and inpatient settings. We offer a series of recommendations for your consideration. Chief among these is that Los Angeles County health, mental health and political constituencies direct immediate and urgent appeal to our ELECTED REPRESENTATIVES from Los Angeles and adjacent counties to PREVENT THE COLLAPSE of emergency and acute care for psychotic patients in this area. Such legislation should increase immediately the number of state hospital beds allocated to Los Angeles County for our sickest patients.

WE CALL YOUR ATTENTION TO THE FOLLOWING:

I. A desperate level of overcrowding exists night after night in each of our Emergency Units. Sick people are sleeping on mattresses on the floor; agitated and belligerent patients cannot be placed in protective isolation because those units are already overfilled with patients brought by the police or by families in crisis. There is no room for them. There are no beds. Dazed, deluded and endangered people are returned to the streets. Because nursing and medical personnel are grossly overloaded, dangers of injury and mismedication are ever-present.

As one example of many, in the month of December 1986 at Olive View Emergency Center, overflow was so bad that there were 51 "patient-nights" spent on the floor. In January 1987, there were 67 patient-nights on the floor (Table 1). In order to do their jobs, nurses must step over patients, kneel on the floor to give injections, move one patient out of his or her bed in order to restrain another, etc.

The situation is worse at Los Angeles County/USC Medical Center, where there are no crisis beds and virtually all psychiatric patients admitted during the night must sleep on the floor. In 1986, 2,166 patients, 18 years or older, were admitted. Patient-floor-nights averaged 191 nights per month in this facility. The potential for violence, danger to patients and staff, and the associated stresses of trying to cope with too many patients are hard to overstate.

And, at USC ONLY PSYCHIATRIC PATIENTS ARE FORCED TO SLEEP ON THE FLOOR. NEVERTHELESS, THERE ARE BEDS FOR PATIENTS WITH OTHER KINDS OF ILLNESSES.

HOW HAS THIS HAPPENED?

WE HAVE BEEN WITNESS TO A PROGRESSIVE DETERIORATION OF CONDITIONS IN ACUTE CARE AREAS IN LOS ANGELES PSYCHIATRIC UNITS FOR YEARS.

WE ASK OUR STATE LEGISLATIVE LEADERS: WHAT KIND OF SOCIETAL PREJUDICE ALLOWS A SINGLING OUT OF ONE KIND OF SICKNESS, ONE GROUP OF SICK PEOPLE FOR NEGLECT AND SUFFERING? CAN WE LIVE WITH THAT DE FACTO POLICY ANY LONGER?

The dilemma facing the emergency room physicians is whether to place acutely psychotic patients--helpless, dazed, deluded--in a dangerous and inhumane environment, or turn them away, often back onto the streets.

II. The piling up of psychiatric patients in the Emergency Units of Los Angeles night after night is caused by a gross shortage of hospital beds available for mentally and physically ill psychiatric patients when discharged from the emergency units. At USC, available beds have been reduced by 130 to 80. Camarillo beds available to Olive View have dropped from 120 to 60; and Olive View's contract backup has gone from 20 to 0 beds (Figure 1). In addition, Camarillo State Hospital does not accept referrals at night; nor does it admit patients with medical or surgical complications.

In Los Angeles County, we need 660 more acute and sub-acute psychiatric beds to care for our sickest patients, as recommended by the Department of Mental Health.

At Harbor-UCLA Medical Center, there are only 36 beds to serve public patients in a population of more than 2.2 million people. There is an acute need for 125 additional beds to serve this population. There are no beds at all to care for children or adolescents with the most severe psychiatric disturbances. Children brought by police or parents may be held in totally inappropriate circumstances for days until a bed "somewhere in Los Angeles" can be found. These are sick, terrified children who may be scarred for life (see Letter 1).

Mercifully, the long-awaited and desperately-needed Psychiatric Emergency Room expansion at Harbor has been funded by the Los Angeles County Board of Supervisors, and planning has now been completed by the County Departments of Mental Health and Health Services. Occupancy is scheduled for early spring. Although this major improvement will bring an end to years of Harbor Emergency Unit's overcrowding, it will not provide the needed beds for aftercare.

III. Since the Emergency Units are overcrowded, acutely disturbed patients in Los Angeles are inappropriately retained in outpatient clinics and police stations. They are often held in restraints while awaiting their turn for examination and emergency care. Thus, patients are at added risk for their personal safety, and community citizens may be endangered. Patients and families are subjected to painful and humiliating delays, police officers are tied up, and, perhaps worst of all, the system so demeans patients and their families that they become bitter and resistant to efforts to help them. The public image of our County system is,

therefore, degraded. It is hard to imagine a more wasteful form of patient management!

IV. Because of constant, unrelenting pressure for new admissions, and overload of Emergency Units, patients are often forced into premature discharge. This is very discouraging for professional staff forced to compromise the quality of the services they have been trained to provide. Patients not yet adequately stabilized on their anti-psychotic medications often cannot find places in followup facilities because of years of shrinking resources. Outpatient resources in Los Angeles--case management, supervised housing, rehabilitation programs--have been decimated. The end result is a revolving door that further contributes to overcrowding and to personal and/or community tragedies.

During this last decade in Los Angeles, the mental health system has attempted to "make do," "do the best we can," sometimes closing "badly needed" programs to raise funds for programs deemed "desperately needed." But this process of closing one program to get enough funds to start another has proved to be a pseudo-solution which actually delays confrontation with the truth: we lack what we need to do the job. The dollars just aren't there. There is immediate need for major new support from the legislature and state government; for the sad fact is that, statistically, we in California stand at or near the bottom of urban and industrial states in support for the mentally ill!

Despite the grim situations outlined above, we must acknowledge with gratitude and respect the contributions our colleagues and leaders have made on behalf of the mentally ill in Los Angeles. In particular we are impressed with the enormous efforts made by the Department of Mental Health and the Department of Health Services administrators and their staffs in trying to make the system work despite inadequate resources.

- a. Some new resources have been directed to mental health in recent years by the State Legislature and the Governor. In particular, funds have been allocated on behalf of the homeless mentally ill. Also, although limited, new funds have been made available for children's services.
- b. The Los Angeles County Board of Supervisors has demonstrated strong support of mental health programs. In August 1987, the Supervisors made an \$8.1 million special appropriation to the Department of Mental Health to ameliorate the harsh cutbacks in inpatient and outpatient services.
- c. The authors of this Declaration express admiration also for the heroic dedication shown by hundreds of nurses, social workers, occupational and rehabilitation specialists, psychologists, psychiatric physicians, volunteers, parents and patients, despite all impediments.

RESPECTFULLY, WE PROPOSE THE FOLLOWING:

1. Since resources for the care of the mentally ill in Los Angeles County come primarily from the State Legislature, approved by the Governor, the grossly inadequate number of state hospitals beds--acute and sub-acute--allocated to patients from Los Angeles County can only be increased by action at the State level. We ask our legislators for special initiatives to **INCREASE STATE HOSPITAL BEDS AND TO CORRECT GENERAL UNDERFUNDING OF PROGRAMS FOR THE MENTALLY ILL IN LOS ANGELES COUNTY.**
2. We ask that our colleagues in the Los Angeles County Medical Association (LACMA) and the Southern California Psychiatric Society (SCPS) form a Commission on Acute Psychiatric Public Care in order to provide advice and assistance in correcting deficiencies of psychiatric care in our community. We ask that the California Medical Association (CMA) join in this effort.
3. We recommend meetings with leaders of the Los Angeles County Mental Health Advisory Board, the Alliance for the Mentally Ill, the Mental Health Association, and all other organizations interested in alleviating this crisis, to speak forth on behalf of our mentally ill citizens, who, because of their illnesses, cannot speak for themselves.
4. We urge Deans, Department Heads, and leaders of all Professional Training Programs in Mental Health, who train literally thousands of caregivers of the future, to make known the consequences of teaching the new generation in below par facilities, operating under gravely compromised circumstances.

The signers of this Declaration of Conscience are not newcomers to mental health care. Each of the signators has worked in the psychiatric field for more than 30 years. They have held numerous important posts at national, state and local levels. This is the first public document to claim the signatures of all of them.

Milton Greenblatt M.D.

MILTON GREENBLATT, M.D.
Chief of Psychiatry,
Olive View Medical Center;
Professor of Psychiatry, UCLA;
Chief, UCLA/San Fernando Valley
Program in Psychiatry

R. Bruce Sloane

R. BRUCE SLOANE, M.D.
Professor and Chairman,
Department of Psychiatry,
University of Southern
California;
LAC/USC Medical Center

Milton H. Miller, M.D.

MILTON H. MILLER, M.D.
Chief of Psychiatry,
Harbor-UCLA Medical Center;
Professor of Psychiatry, UCLA

Claudewell S. Thomas, M.D.

CLAUDEWELL S. THOMAS, M.D.
Professor of Psychiatry,
Charles R. Drew Postgraduate
Medical School
Professor of Psychiatry, UCLA

Edward D. Titus M.D.

EDWARD D. TITUS, M.D., PH.D.
Liaison Representative from
Los Angeles County Medical Association, and
Southern California Psychiatric Society, to
Los Angeles County Department of Mental Health;
Delegate, California Medical Association,
House of Delegates;
California Medical Association Section Chairman
(Psychiatry), and Member, Scientific Advisory
Panel

OLIVE VIEW MEDICAL CENTER
EMERGENCY SERVICE

Beds Available For Hospitalization
of Patients Discharged From
Emergency Service

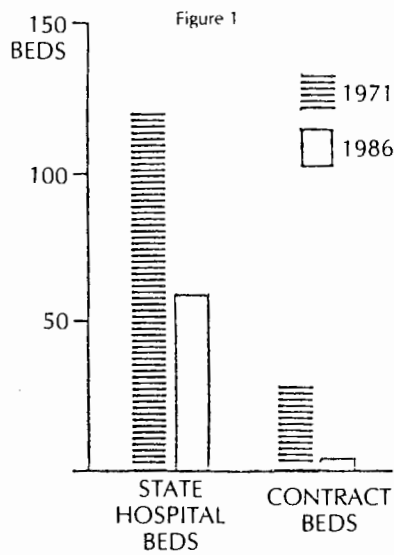


TABLE I

OLIVE VIEW MEDICAL CENTER
EMERGENCY SERVICES
PATIENT-NIGHTS-ON-THE-FLOOR

	Patient-Nights- On-The-Floor	Nights Over Census
December 1986	51	18
January 1987	67	17

PERSONAL AND PROPERTY SAFETY COMMITTEE



PERSONAL & PROPERTY SAFETY COMMITTEE

Standing L to R: Paul O. Wirth, Irene A. Arredondo, David D. Schwartz
Seated L to R: William R. Downs, Chair, Mary C. Berg

PERSONAL AND PROPERTY SAFETY COMMITTEE

PURPOSE

The Personal and Property Safety Committee was assigned the responsibility of investigating the conditions of the jails in Los Angeles County and responsibility for other areas of concern identified by the 1987-88 Los Angeles County Grand Jury that relate to the general welfare of the overall population.

BACKGROUND

The inspection of jails for condition and method of handling prisoners is one of the mandated responsibilities of the Grand Jury. The Grand Jury members were asked to express their concerns regarding conditions within the County that seemed to warrant the Grand Jury's interest in systematic investigation toward attempting to improve the conditions. Seven concerns expressed by the jurors related to the safety and general welfare of the population. These concerns, along with the jails concern, were assigned to the Personal and Property Safety Committee. During the course of investigations, the jails concern was expanded to include five additional elements. Persons with these community interests were named to the committee to conduct the investigations. Complaints received from citizens in regard to these concerns were referred to the committee for resolution.

AREAS INVESTIGATED

A. ETHNIC MIX OF CUSTODIAL PERSONNEL IN COUNTY JAILS

FOCUS/ISSUE

The purpose of this investigation was to determine the ethnic mix of the custodial staff of the Los Angeles County Sheriff's Department and whether this should be brought into closer balance with that of the inmate population.

This investigation evolved from observations made during the Grand Jury visits to Men's Central Jail and Peter J. Pitchess Honor Ranch that the percentage of minority deputies did not appear equitable with the percentage of minority inmates. The Men's Central Jail and Peter J. Pitchess Honor Ranch were the primary focus; however, Sybil Brand Institute for Women seemed to have a similar unbalance.

METHOD OF INVESTIGATING

The initial concerns of the issue evolved into three areas for investigation:

1. To determine the percentage of deputy sheriffs (jailors) assigned to these facilities who are minorities.
2. To evaluate the current practice and determine if it is good judgment to make a deputy sheriff's first assignment the jail system, or if it would be a more efficient system to establish a permanent classification of "Jail Guard."
3. To determine whether the requirements for deputy sheriffs used as jailors are too severe so that they eliminate minorities.

Special attention was paid to statistics on deputy sheriff acceptance rates during a Grand Jury briefing at the Sheriff's Academy. Meetings were held with sheriff representatives responsible for assignment of personnel to custodial functions. Inquiry was made as to any cases of inmate problems that could be associated with the ethnic makeup of the custodial staff from the Sheriff's Department. A representative of the American Civil Liberties Union, who is a frequent visitor to Men's Central Jail, was interviewed. Specific statistics on ethnic make-up of the custodial staff were obtained from the Sheriff's Department.

FINDINGS

The Sheriff's Department provides custody for all adults held in jail for any length of time in Los Angeles County. The primary focuses of this investigation were Men's Central Jail and Peter J. Pitchess Honor Ranch.

The custodial staff at Men's Central Jail and Peter J. Pitchess Honor Ranch consists of both deputy sheriffs and custody assistants. Deputy sheriffs are selected to meet law enforcement criteria and may be assigned to custodial duties as part of this overall management process. New graduates of the Sheriff's Academy are assigned to the Custody Division as their first duty assignment. Sheriff personnel at the jails consist of both assigned personnel and those who have requested custodial duty. The classification of "Custodial Assistant" is relatively new. It applies to personnel within the Sheriff's Department who are assigned various responsibilities in the jails. They do not control prisoners but do accompany deputy sheriffs into holding areas. Data on the custodial assistants indicate a slightly higher percentage of minorities among graduates than for deputy sheriffs.

Table 1 shows the general relationship of prisoner population and custodial staff as a function of ethnic classification.

Table 1
Comparison of Prisoners and Custodial Personnel

	Prisoners (percent) (9/22/87)	*Custodial Staff-sworn (percent) (3/16/88)
Black	40	10.3
Hispanic	25	12.6
Caucasian	30	74.9
Other	5	2.2

*The sworn custodial staff is 87.1% male and 12.9% female.

Table 2 shows the statistics for sworn personnel transferring into the Custody Division for the period July - December 1987.

Table 2
Transfers into Custody Division

	Transfers from Academy		Transfers from all other Divisions	
Caucasian	184	73.0%	27	69.2%
Asian	10	4.0%	0	0 %
Black	31	12.3%	1	2.6%
Hispanic	27	10.7%	11	28.2%
	<hr/> 252	(86.6%)	<hr/> 39	(13.4%)

These transfers into the Custody Division represent 15.7 percent of the total sworn personnel in the Division.

The high standards set by the Sheriff's Department for personnel generally result in acceptance of only about two percent of applicants. The testing and evaluation process includes written examinations, physical agility, oral interviews, background checks, and some polygraph examinations. The statistical data for the survival rate by ethnic category for each of these evaluations are shown in Tables A.1, A.2, and A.3 in the Appendix. The statistics for acceptances during 1987 are shown in Table 3.

**Table 3
Deputy Sheriff Trainees Hired - 1987**

	Hired	Percentage
Caucasian	422	76.2%
Asian	17	3.1%
Black	52	9.4%
Hispanic	63	11.4%
	554	(86.3% M) (13.7% F)

Table 4 shows the percentage of the total applicants that passed each of several evaluation criteria. This Table combines data from Table A.1 in the Appendix and from Table 3. It should be noted that the data do not show the population of each ethnic category that entered the evaluation phase shown -- only the number that passed. Table 3 is not in sufficient detail to properly determine hirings of Filipino and American Indians, two categories of personnel added for Table 4.

**Table 4
Percentages Passing Various Evaluation Categories - 1987**

	Applic.	Written Exam +	Physical Agility+	Oral Interview+	Hired*
Caucasian	11,989	3,720 31.0%	2,947 24.6%	2,188 18.3%	422 3.5%
Black	6,308	809 12.8%	576 9.1%	446 7.1%	52 0.8%
Hispanic	4,026	837 20.8%	629 15.6%	442 11.0%	63 1.6%
Am. Indian	100	21 21.0%	21 21.0%	6 6.0%	
Asian	479	120 25.1%	120 25.1%	67 14.0%	17 3.5%
Filipino	370	49 13.2%	15 4.1%	22 5.9%	

+ These numbers and percentages should only be used for comparison within each evaluation category. The evaluation process is such that personnel failing to meet the standards of one criteria are dropped from consideration at that point, and are not considered in the next. Thus, the 2,947 Caucasians who passed physical agility, although representing 68.4 percent of those that passed and 24.6 percent of the applicants, may represent 99 percent of the Caucasians given the test.

* The number shown as "hired" in 1987 may not represent the accepted remainder of the 1987 applicants. The evaluation process is such that the detail evaluations of some may extend into the following year. Thus, several of the 1987 applicants may not complete the evaluations until 1988, and some of those included in the 1987 statistics may have started the process in 1986. This may be true for some of the other categories, also, but to a lesser extent.

The data in Table 4 show the distribution of the applicant population, for several categories of the evaluation process, and for those hired. Out of 23,270 applicants, 51.6 percent were Caucasian as were 76.2 percent of those ultimately hired. The ability to read and write (Written Examination) and to communicate (Oral Interview) shows a distinct advantage for the Caucasian population. These are very important considerations in selecting personnel who can make accurate arrest reports and later testify in court. Table A.1 shows that, for total personnel passing the three evaluation criteria, Caucasians represented at least 67 percent of the population for each category.

Based on these data, and discussions with representatives of the Sheriff's Department, the Grand Jury findings for each of the initial areas of concern are as follows:

1. To determine the percentage of deputy sheriffs (jailors) assigned to the facilities who are minorities.

Data are shown in Tables 1 and 2.

2. To evaluate the current practice and determine if it is good judgment to make a deputy sheriff's first assignment the jail system, or if it would be a more efficient system to establish a permanent classification of "Jail Guard."

The Sheriff's Department is much more capable than the Grand Jury, in office for 12 months and with diverse backgrounds and responsibilities to decide the matter of first assignment. The recently instituted category of custody assistant provides a cadre of personnel who can replace a percentage of deputy sheriffs in the jails.

3. To determine whether the requirements for deputy sheriffs used as jailors are too severe so that they eliminate minorities.

The Grand Jury does not recommend reducing the high standards for acceptance as a deputy sheriff. The Grand Jury understands and accepts the reasoning behind the policy of assigning new Sheriff Academy graduates to the jails. An improvement in the applicants' education, self-esteem, self-confidence, obeying the law, and clean habits will automatically increase the probability of minorities and Caucasians alike in meeting the standardized criteria used for selecting deputy sheriffs.

B. JAIL INSPECTIONS

FOCUS/ISSUE

The purpose of the committee was to inquire into the condition and management of the jails of the county. The 1986-87 Jails Committee visited 152 jails and holding facilities in the county and evaluated each jail on 12 criteria.

This committee elected to visit the jails and holding facilities that received a poor evaluation on one or more of the 12 evaluation criteria.

METHOD OF INVESTIGATING

The committee visited nine jails that had received a poor evaluation by the 1986-87 Grand Jury. All five committee members visited six jails and the holding facilities in the Criminal Courts Building. Three committee members visited two jails. The same checklist used by last year's Jails Committee was used by this committee. The committee also visited the Men's Central Jail, Peter J. Pitchess Honor Ranch, Sybil Brand Institute for Women and the jail at Parker Center during Grand Jury orientation visits, and the jail in the Hall of Justice. Additional data was obtained through interviews with the jail escorts and other personnel involved in the planning and maintenance of the operation.

FINDINGS

Below is a summary of findings for jails and holding facilities visited and reevaluated.

1. East Los Angeles Substation

Improvements have been made. Gate logs well documented.

2. Holding facilities in Criminal Courts Building

Five floors (1, 4, 8, 10, and 14) were overall acceptable for condition and management. Floors 8, 10 and 14 need improvements in sanitation, environment (hot, no ventilation in cells except by a 20 inch fan through bars) and general appearance. The committee was informed during a second visit in February that it had been discovered that ventilation ducts had not been connected. Air furnished to the floors was unconditioned attic air. Floors 4, 8, 10 and 14 currently have additional holding cells under construction. They are expected to be completed by June 1988. The communication system between the service area and the floors, and the TV monitoring system in the first floor are obsolete and inadequate.

3. Rampart Division

Not operational, it has never held an arrestee. They transport to Central Jail.

4. Wilshire Division

Improvements have been made. Now satisfactory.

5. Santa Monica City Jail

Greatly improved. New toilets. Recently painted.

6. Inglewood City Jail

Improvements have been made. Still not satisfactory in overall appearance. \$85,000 electric door lock system out for bid. \$135,000 bid out for 6-8 capacity juvenile facility.

7. Lynwood Sheriff's Station

Improvements have been made. Now satisfactory.

8. San Fernando City Jail

Improvements have been made. New jail under construction, will be ready about July or August 1988.

9. Pasadena City Jail

No improvements. Cell door controls still not operable. No holding rooms while booking, and other poor ratings.

COMMENDATION

The Grand Jury commends the personnel of the following jail facilities for the improvements made:

- Santa Monica
- East Los Angeles Substation
- Hall of Justice
- Criminal Courts Building

RECOMMENDATIONS

1. The Grand Jury recommends that the County replace the radio and video surveillance equipment with a state-of-the-art system for inmate handling in the Criminal Courts Building.
2. The Grand Jury recommends that follow-up action be taken to assure correct functioning of the air conditioning system in the holding areas of the 4th, 8th, 10th and 14th floors of the Criminal Courts Building.

C. MEN'S CENTRAL JAIL - TRANSFER OF PRISONERS TO AND FROM COURTS

FOCUS/ISSUE

The purpose of this investigation was to determine what might be done at Men's Central Jail to reduce the labor intensive effort related to processing prisoners to and from the courts.

During the Grand Jury orientation visit to Men's Central Jail, personnel at the jail spoke of the labor intensive and time consuming process used to transfer inmates to the several courts each morning and reprocess them on their return. The committee decided to investigate this as a subissue within the jails oversight responsibility to determine if there may be a reasonable solution.

METHOD OF INVESTIGATING

Four members of the committee visited the Inmate Reception Center (IRC) at Men's Central Jail on Wednesday, November 4, 1987 to review the receiving and dispatching process. They were shown the IRC facilities by Lt. Dixon. They were able to observe the processing of a bus load of prisoners returning from the courts and some of the activities related to initial processing of a separate group of prisoners.

Two committee members participated with the Criminal Justice Committee in a visit to San Bernardino County where the San Bernardino County Grand Jury hosted an information visit to a court using the audio-video arraignment process and to the San Bernardino County Central Jail to observe the jail end of a typical arraignment hearing.

FINDINGS

Approximately 2,000 prisoners are processed to and from the courts each court day. The morning's activities tend to be hectic since the prisoners cannot be removed from their cells before 6:00 a.m. They must be brought from their cells, fed, moved to the ground floor holding cells, chained and loaded on busses for transport to the various court building holding facilities all over the County in time for their scheduled appearance. Upon their return, they are moved from the busses into the secure area, unchained, problem prisoners are separated, all are strip searched. Those authorized to be released from jail are processed to receive their clothes and possessions, and released. Those being returned to jail are assigned to cells where beds are available (follows the same procedure as if a new arrest) and moved to their cells. Those arriving from outlying courts late for regular feeding have to be fed separately as the law requires them to be fed a hot meal upon their return.

Similar processing activities go on each court day at the Hall of Justice holding facility and Sybil Brand Institute for Women. This processing activity is labor intensive because of the

short time for dispatching this large number of prisoners in the morning in time to meet court schedules and the need for searching and bed reassignment upon return.

It appears that the need for handling all categories of prisoners at one time warrants the detail steps followed. The cost benefits of large holding facilities for persons awaiting court appearances, and of transporting all prisoners scheduled to appear during the day at a particular court building on the same bus has resulted in these intensive processes.

One way to reduce the workload is to reduce the number of prisoners leaving the jails to go to court. An audio-video method of handling arraignments provides one method of processing prisoners through court arraignment without leaving the jail.

The Technological Development Subcommittee of the Countywide Criminal Justice Coordination Committee (CCJCC) was established to explore the potential for application of the two-way interacting audio-video technology within the local criminal justice system.

The audio-video method has been successfully applied in state approved tests at the Glendale, Fontana and San Bernardino Municipal Courts for some time, and has been recently instituted for a trial period at the South Bay Municipal Court.

Statistics for the San Bernardino County courts using the audio-video arraignment process show that, for the 1986-87 Fiscal Year, 40.9 percent of persons processed were released on their own recognizance (OR) or for credit for time served at time of appearance. No statistics are available for percentage of prisoners released by the Los Angeles County courts at time of arraignment.

There is a potential for measurable reduction in manhours for processing of prisoners at the IRC and at the various courthouses, and for reducing the intensity of work associated with dispatching prisoners to the courts and reprocessing on return by using the available audio-video process. If some of the prisoners processed for arraignment are eligible for release, this results in an earlier release of jail beds. The potential for more arraignments per day and release of courtrooms, as well as savings in transportation makes this appear, under the limited Grand Jury investigation, to provide a cost-effective option.

RECOMMENDATION

The Grand Jury recommends that the Board of Supervisors stress the need for an early determination by the Countywide Criminal Justice Coordination Committee of the cost-effectiveness and overall acceptability of the two-way electronic audio-video method for handling arraignments of prisoners as a means for reducing the time and labor intensive inmate processing operations in Men's Central Jail.

D. ESCAPES FROM MEN'S CENTRAL JAIL

FOCUS/ISSUE

The purpose of this investigation was to determine conditions relating to recent escapes from Men's Central Jail and the corrective actions applied to prevent recurrence.

This investigation was initiated after Los Angeles newspapers on September 2, 1987 carried an account of a "suspected Columbian narcotics kingpin whose escape from the Men's Central Jail went unnoticed for six days. The prisoner, William Londono, 23, (aka 'Landano') slipped unnoticed from the maximum security facility last Tuesday Bail was set at \$3 million."

It was agreed that any escape should be investigated by the committee, as part of its jails oversight responsibility, to verify that the method of escape had been determined and the condition(s) permitting escape corrected. There have been three additional escapes prior to March 1, 1988: Randall Chastain, Mark Guerrero and Louis Ayala. The investigation pertains to all four.

METHOD OF INVESTIGATING

A request to Sheriff Block for information on the escape of William Londono led to a meeting with Commander Callas, Area Commander, Custody Division and Captain Kienast, Commander of the Inmate Reception Center (IRC), located at Men's Central Jail, on January 12, 1988. In this meeting, the conditions surrounding the Londono and Chastain escapes were discussed.

A letter was written to Acting Captain Pettus of Men's Central Jail on February 1, 1988 requesting information on the reported escapes of Mark Guerrero and Louis Ayala. Information on the escapes and corrective actions were supplied in a letter from Captain Hinkle, on February 19, 1988.

William Londono

William Londono (aka Landano) a Columbian, was being held on \$3 million bail on a charge of conspiracy and possession of narcotics for sale. The factors surrounding the escape and search activities are being handled by Federal authorities and the Sheriff's Department has no information on that. Commander Callas and Captain Kienast were able to furnish information on the events that transpired within the jail and the IRC that led to the release. The IRC located at Men's Central Jail handles the reception, transfer to and from the courts, and release of prisoners.

On the afternoon of August 31, 1987, a call was received at the jail from the District Attorney's Office that they had received a tip of a planned escape. The jail immediately went into a lock-down and personnel check. At the end of that check, it was determined that William Londono was no longer in custody. They immediately started an investigation.

Their investigation disclosed that there was a normal appearing computer-generated request early on the morning of August 25 for Mr. Londono to report to the IRC after 4:00 a.m. A duplicate set of papers ("Jacket") had been created to authorize his release. His clothes were missing. The original set of papers are still there. They have been able to trace the "Jacket" to a particular computer.

The IRC releases 200,000 prisoners per year. In practice, the majority of prisoners are released on the "graveyard" shift. This release went through the normal process.

The following actions have been taken:

1. They have investigated to determine which computer terminals do what.
2. They have changed the manual handling procedures. All prisoners with over \$1 million bail are housed together.
3. Telephone confirmation is required for release.
4. Computer terminals are located so that they can be better observed.
5. There is a limitation on the number of terminals that can be used for certain purposes.

Randall Chastain

The escape of Randall Chastain was reported in the Los Angeles Times for December 18, 1987 as having occurred on Tuesday (December 15, 1987). He was serving a 90-day sentence for grand theft and was under investigation for other crimes.

Investigation has determined that Mr. Chastain had for a time been assigned as a trusty in the IRC where he had the opportunity to become familiar with the passes used by civilian employees working in the area and their work methods. He had prepared for escape over a period of time. He fashioned a fake identification, using a likeness cut from a magazine covered with plastic from a cigarette package, and arranged to buy a jump suit from a trusty who had stolen it from the jail store.

Mr. Chastain next became a trusty in the kitchen. During one of his regular coffee breaks on the day of his escape, he took his jump suit from hiding, went to the IRC, put on his badge, went to the sally port and reported that he needed to go to the storeroom to get some prisoner clothing. He stood far enough back that the civilian employee controlling access could not distinguish the fake badge. When the sally port was opened he walked out.

The Men's Central Jail has 757 trustees and could not effectively operate without them. Some changes have been made as a result of this escape, as follows:

1. People with a hold on them cannot be trustees in the IRC.
2. They have established two additional posts so there is a double sally port. Civilian employees cannot enter the sally port -- only an officer, the Records Officer or the Watch Commander.

Mark Guerrero and Louis Ayala

Inmates Guerrero and Ayala escaped from the jail during the early morning hours of January 21, 1988. Both were part of an inmate housekeeping crew escorted to the roof to clean mops. The deputy sheriff supervising the inmate workers failed to account for them when he escorted them onto and off the roof. Guerrero and Ayala were able to remain on the roof, unsupervised. They pried their way out of the chain link fence and descended five stories by use of a garden hose obtained from the mop cabinet. "Although an investigation is currently being conducted to determine culpability, it would appear that human error facilitated the escape."

The letter from Captain Hinkle reported several examples of continuing effort to identify and rectify present and foreseeable weaknesses in the Men's Central Jail security network. These include:

- Special housing module for inmates with extremely high bails
- Upgraded communications and security measures
- A security task force to examine security and lessen opportunity for escape
- Reimplementation of perimeter patrols
- Review and updating of Men's Central Jail's Unit Orders

The correction of procedures at Men's Central Jail and in the IRC to prevent recurrence of escapes under similar situations are considered satisfactory.

E. JUVENILE ARRESTS AND HOLDING PRACTICES IN SOUTH BAY

FOCUS/ISSUE

The purpose of this investigation was to evaluate whether changes in the law (California Welfare and Institutions Code Sections 206 and 207.1) affecting the length of time juveniles can be held has resulted in a change in arrest statistics and/or juvenile crime in the South Bay area of the County.

The study evolved from a grand juror's report that he had learned from an officer in the South Bay area of the County that juveniles are taking advantage of a new law that now requires they could not be held for longer than six hours, and that juvenile arrests were down as a result.

METHOD OF INVESTIGATING

The officer who identified this issue was contacted by telephone and the gist of his concerns was that there seems to be less juvenile arrests since the law was changed to prevent holding juveniles in the same facility with adults. Since this law, any juvenile arrested for a crime, requiring any background investigation for prior arrests or other matters, must be transported to juvenile hall (40 miles roundtrip from the South Bay area of the County) or released within a couple of hours. It appeared that local police are not arresting as many juveniles.

Letters were written to the police departments of seven cities and to the Sheriff's Station in Lomita (see Appendix). These letters referred to the 1986 amendment to Section 206 and addition of Section 207.1 of the Welfare and Institutions Code and requested:

- Information on juvenile arrest statistics for the past four or five years
- An opinion on the general juvenile crime picture
- A copy of policy statements that would affect juvenile arrest and booking actions of officers
- Recommendations for any action the Grand Jury might take to help improve the crime prevention and control activities in their communities.

Similar questions were also posed to jail personnel at Santa Monica Police Department and the Lynwood Sheriff's Station during jail inspection visits.

FINDINGS

The arrest statistics are presented in Table E.1 in the Appendix. Responders who commented on question 2 agree the data tend to indicate a reduction in the number of juvenile arrests in 1987. However, the length of time since the law went into effect may be too short to indicate the real answer to the question.

The jail supervisor in Santa Monica City Jail and a deputy in the jail at Lynwood Sheriff's Station both voiced their frustrations with handling juveniles in their jails. Their problems agree with those recounted in the written responses. The committee saw juveniles in cells away from adults at both jails.

The comments, problems recounted and/or recommended actions tend to fall into the following categories and priorities.

1. The time is too short for adequate investigation.

Six hours is too short for bringing in the proper detective or juvenile investigator personnel, and making detail interrogations and/or investigations of the crime and the juvenile's prior history. Processing within this time limit is labor intensive and not cost effective. If the juvenile is held, he must be transported to a juvenile holding facility which adds to the investigation complexity and makes it more difficult for family pickup. If released to family, this slows the investigation. One response stated "after release they are not cooperative or are represented by counsel."

2. More juveniles are being released at the scene.

This statement presents the consensus: "It is obvious from the most cursory examination of the station statistics that the advent of the law has greatly impacted the number of juvenile arrests made at this station and we believe this to be the case across all jurisdictions. Perhaps the reason for this impact can be found in the many options given to our field crews in handling the investigation of any crime. In addition to making an arrest, the deputy can in most cases, simply write a report and leave the juvenile in school or in the custody of a responsible parent or guardian. Given the amount of necessary effort required to comply with the (department's) new directive relative to booking of a juvenile, coupled with the time lost in meeting the new requirements and the propensity of the public and media to ever more closely examine our implementation of juvenile procedures, it is obvious why the deputies and their supervisors might opt to elect the choice which they view as more efficient and certainly less apt to be criticized."

Another response states, in part: The atmosphere of avoiding minor juvenile arrests whenever possible "severely affects the pragmatic philosophy of 'nipping in the bud' the juvenile's possible criminal career by early detection. How long will it take for juveniles to learn that tacit approval exists to commit minor crimes without fear of penalties."

3. Juveniles 14 years of age and older

If 14 years of age and older juveniles could be held in secure detention out of the sight and hearing of adults, this would remove a lot of the problems associated with the new law. Responders suggest returning to the old 24-hour rule for these offenders.

4. Reevaluation of the effect of the law

Law enforcement agencies consider that the law was initiated because of bad publicity resulting from a very few cases. Even those may have been publicized without explaining the true facts. It is creating problems for local law enforcement agencies and they would like to see elements of the law reviewed in the light of their experiences.

RECOMMENDATIONS

1. The Grand Jury recommends that the Board of Supervisors investigate the establishment of appropriate facilities in the South Bay area, and other areas of the County that are remote from juvenile detention facilities, for short term detention of juveniles required to be held for more detailed investigations.
2. The Grand Jury recommends that the Board of Supervisors bring the law enforcement agencies' suggestion for review of the referenced Welfare and Institutions Code to the attention of the legislature.

F. TRANSPORTATION/RAPID TRANSIT

FOCUS/ISSUE

The purpose of this investigation was to identify current community concerns that might delay development of the Metro Rail and Long Beach-Los Angeles Rail Transit Projects and to evaluate how well any concerns are being resolved by the Southern California Rapid Transit District (SCRTD) and Los Angeles County Transportation Commission (LACTC).

It was decided that the Grand Jury study be limited to evaluating community relations programs and the validity of any community concerns. Evaluation would include independent judgments of cost-effectiveness or other applicable aspects of the disagreement between the community and the transit agency in order to evaluate the validity of SCRTD's and/or LACTC's resolution.

METHOD OF INVESTIGATING

An interview was held with members of the Planning Department of the Metro Rail Division of the SCRTD. Members of the Personal and Property Safety Committee attended the public hearing on the Supplemental Environmental Impact Statement/Subsequent Environmental Impact Report (EIR) relating to the extension beyond Alvarado Street. The committee observed the construction activities in progress for Metro Rail stations along Hill Street, talked to SCRTD personnel in the information office, followed the route of the aerial portion along Vermont Avenue, and observed the site for the planned station at Sunset Boulevard and Edgemont Street. The committee interviewed public relations personnel associated with the Long Beach-Los Angeles Rail Transit Project and observed the construction activities at Willow Street and Long Beach Boulevard in Long Beach.

FINDINGS

There has been considerable bad press for the Metro Rail Project for the several years that it has been in the planning. There has been less controversy regarding the Long Beach-Los Angeles Rail Transit Project. However, a light rail system for the San Fernando Valley is creating much publicized disfavor. Now that the Metro Rail and Long Beach-Los Angeles Rail Transit Projects are underway, it is desirable to do whatever is necessary to not impede their progress. There are some businesses and business communities that will be affected more than others. Anything that slows these projects down may result in the loss of funds necessary for continuance.

The committee was unsuccessful in obtaining information on community concerns from the library of the Los Angeles Times. It was decided to rely on information on current community disputes with the Metro Rail and the Long Beach-Los Angeles Rail Transit Projects from their management organizations.

The committee met with Mr. Gary Spivack, Manager of the Planning Department of Metro Rail; Mr. Keith Killough, Planning Manager, and Mr. Jim Crawley, Director of Engineering in the Metro Rail offices on September 22, 1987. They were very cooperative and answered all of our questions.

Mr. Spivack showed a map of downtown Los Angeles that illustrated the Minimal Operable Segment (MOS-1) portion of the Metro Rail system now under development. The currently funded and authorized construction is from Union Station to 7th Street and Alvarado Street. They have contracted with an outside company for public relations. An office has been set up in the Central Bank Building at 4th Street and Hill Street, called Project Streetwise, to handle questions and complaints. This is a walk-in facility near the current excavation from the subway station at 5th Street and Hill Street. They are attempting to help get resolution even for those affected by other building activities in the area not related to Metro Rail. The excavation contractor is also handling local business complaints. An example of this is the rearrangement of the fencing near 5th Street and Hill Street excavation that a hamburger stand owner blamed for robberies and poor business. There is a handout called Project Streetwise that shows the planned excavations and lists the toll free hotline for information.

A current concern in Metro Rail routing to the west is the bypassing of a high gas risk area in the Wilshire-Fairfax district where a gas fire occurred adjacent to buildings in March 1986. The tunnel boring equipment incorporates magnetometers that detect metal in the path in order to find deserted oil well casings in time to excavate and cap them below the subway level. The United States Congress attached to Public Law No. 99-1980 a stipulation that prohibits tunneling in the area. A geologist who spoke at the December 18, 1987 public hearing stated that he considered the gas problem man-made and able to be mitigated. There are persons on the SCRTD Rapid Transit Committee that considered the gas problem could be handled safely while employing a subway through the Wilshire corridor. The two proposed options are "aerial" on Wilshire Boulevard west of Western Avenue or a "subway" to the south, terminating at La Brea Avenue and Pico Boulevard. Many Wilshire Boulevard-based business

organizations and tenants along the boulevard voiced strong objections to an "aerial" on Wilshire Boulevard during the public hearing. The committee agreed that this was a concern that fell within the investigation guidelines and provided the following comment in a letter to the Rapid Transit Committee on January 27, 1988.

"The effect of the aerial system along Wilshire Boulevard on traffic flow, and the undesirable congestion during construction are real concerns for businesses in the area. The opinions expressed at the hearing would indicate that the business community will continue to oppose such a system. The ridership predictions indicate the desirability of additional stations west of Western and Wilshire to help distribute the traffic and parking of those arriving from the west and south. This need for additional stations west of Western Avenue, the economics of land allocation for parking and the dissention of the Wilshire tenants should be considered in determining the preferred route west of Western Avenue."

Two outstanding complaints were voiced at the public hearing involving the Sunset Boulevard Aerial. The recording studios adjacent to the planned "aerial" on Sunset Boulevard complained due to extra costs to attenuate noise and vibration to the low levels required by their industry. Kaiser Hospital personnel voiced complaints that the planned Sunset/Edgemont station would remove a critical building in their complex. An article in the Los Angeles Times, on January 18th, reported that Metro Rail was proposing to go underground west of the Hollywood Freeway. This would resolve the recording industry's problem. Another public hearing is planned regarding this routing. The same article reported that "the RTD is trying to work with the city on zoning changes that would permit the hospital to be rebuilt."

The Long Beach-Los Angeles Rail Transit Project, being planned and developed by LACTC, will be in place from Long Beach to Willowbrook by 1990, where it meets the Century Freeway line, and to 7th Street and Flower Street in 1991. There have been some concerns with businesses along Long Beach Boulevard due to curb relocations and tree removal, and on Flower Street due to loss of curb parking and parking access. Public relations personnel are working with businesses to resolve any problems. For example, driveways are being relocated where desirable, and LACTC plans to install traffic signals for parking lots and blind exits along the east side of Flower Street to warn of approaching rail cars.

The rail system presents a problem to cross traffic, especially where it runs along the center of Washington Boulevard and along Flower Street. There must be a decision whether the rail cars have the right of way or must obey traffic signals. In that 16 of the 21 mile route follows existing right of way, much along active Southern Pacific Railroad tracks, the traversed communities have not been as seriously affected as would have occurred with new right of way.

The public relations personnel with LACTC have done an outstanding job in working with the community. They have taken bus loads of people to San Diego to see and ride the San Diego Trolley as an illustration of the new system. They distribute construction notices to residents and businesses, and bulletins to the schools in advance of new work. They have developed a

video and literature for children that features "Travis the Owl" and emphasize safety and staying away from the work area and machinery. The effectiveness of this is indicated by the number of calls placed to "Travis" to report people playing on the right of way.

Both the Metro Rail Division of the SCRTD and the personnel associated with the LACTC Long Beach-Los Angeles Rail Transit Project are handling community complaints in a very professional manner.

COMMENDATION

The Grand Jury commends the public relations efforts of the Los Angeles County Transportation Commission in regard to their communications with the schools and school children along the Long Beach-Los Angeles Rail Transit Project alignment.

G. TRAFFIC

FOCUS/ISSUE

The purpose of this study was to investigate what might be done to improve traffic flow in areas of heavy congestion to reduce travel time to the inner city and to other locations feeling its effects.

Media reports indicate traffic in Los Angeles and surrounding Southern California has become worse each year. Motorists are spending \$3 billion a year or \$14 million a day in congestion related costs. In 1984 motorists spent 628,610 hours a year on the road. There are more vehicles on the road in the Los Angeles area than in any other metropolitan region in the Nation. Los Angeles is also the home of the world's busiest roadway, the Ventura Freeway.

METHOD OF INVESTIGATING

On the Road to the Year 2000 was read as a source of data. It stated six million cars battle daily on 504 miles of freeway in Los Angeles County. Cars travel 37 miles per hour at present, but by the year 2000 they will have slowed to only 17 miles per hour due to growth. Delay in times travelled amounts to 485,000 hours daily, costing \$507 million dollars per year. At present, damage to cars caused by cracks and potholes costs each driver \$100 annually in auto repairs or between five and ten cents for every mile driven. A 1986 survey revealed that only 19 of 84 cities in the county have pavement maintenance. Furthermore, cities have less than half the funds to rehabilitate and maintain their streets.

Bumper-to-bumper traffic pollutes the air, wears on nerves and wastes 72 million gallons of gasoline costing \$60 million dollars (at 1986 prices). Traffic "incidents" and their clearing time cause half of the congestion; the other half is excess demand. There are more vehicles than room on the freeway to carry them. Hundreds of streets feed into the freeway, but no formal operating agreements exist between State of California Department of Transportation Departments (CALTRANS) and cities to optimize traffic flow throughout the freeway system.

FINDINGS

Currently, on some streets and freeways there is in operation "Automated Traffic Surveillance and Control." Its center is located in the basement of the Los Angeles City Hall. Several well qualified individuals in the field of traffic, operate this system and are partially aided by a remote, rotating videocamera located high atop City Hall.

Along the Santa Monica Freeway, between downtown Los Angeles and the San Diego Freeway, the traffic flow is controlled by Los Angeles City Department of Transportation (DOT). It is data linked to a new system of street signal management on Olympic, Pico, Venice, Washington and Adams Boulevards. Interactive traffic sensing loops continuously monitor traffic speeds and volume/capacity ratios instantly identify congestion, unusual incidents and opportunities to divert traffic to less congested routes. Central control personnel react instantly to congestion and incidents and override the regular signal cycles to expedite traffic flow at congested intersections or to help speed traffic around troubled areas. The "Smart Streets" system is currently used by the City of Los Angeles in the USC Coliseum area. Surveillance and traffic flow could improve capacity on the Santa Monica Freeway and its parallel major streets, Olympic, Pico, Venice, Washington and Adams Boulevards. This system should be expanded to other major corridors. Engineers from state, city and county agencies could act as ground-traffic controllers to coordinate traffic. This technology already exists today.

By the year 2000 a \$1.5 billion deficit will exist to construct needed freeway improvements. Street maintenance will be short \$111 million each year. Another \$39 million will be needed annually to coordinate signal timing.

Revenues fall short due to the smaller, more fuel efficient cars sold in the last ten years. The gas tax is a flat rate on each gallon sold and does not adjust to inflation.

An idea projected is for messages suggesting faster alternative routes to be received by the commuter at home or on the road through telephones in cars or home or traffic computers. A new in-vehicle computerized navigation system could be linked to traffic information and plot alternate routes. Every available communications medium must be used to instantly transmit traffic conditions to commuters, such as automated telephone cellular phones in cars, public access computer files, silent radio, changable message sign, etc. With reliable, accurate information on current traffic conditions and alternate routes, motorists could choose the fastest way to get to and from work.

On January 1, 1988, the Anti-Gridlock Bill went into effect in Los Angeles for between 30 and 50 intersections. New York City has instituted three different colored lines for separate categories to indicate the penalty level for a similar program: 1st red line \$100; 2nd blue line \$200; 3rd green line \$300 or more.

If people took the bus or shared a ride, just once every two weeks, capacity of each freeway would increase 10 percent, which is equivalent to an extra freeway lane. Carpool lanes have proved successful in reducing travel time. If we had a linked network of carpool lanes, commuters could save time by avoiding bumper to bumper traffic.

The Los Angeles County Transportation Commission (LACTC) has made two recommendations to the business community that provide a means for reducing traffic. One is all government agencies consider a strategy for staggering work hours which could not only improve rush hour traffic, but also better serve citizens by extended government hours. The other is to test a program for working at home or at neighborhood worksites with computer ties to the office.

RECOMMENDATIONS

- 1. The Grand Jury recommends that the Board of Supervisors investigate legislation to increase revenue as a means for the State to meet its obligation to maintain highways.**
- 2. The Grand Jury recommends that the Board of Supervisors investigate sources for increased revenue for street maintenance and traffic control.**
- 3. The Grand Jury recommends that Los Angeles City street intersections subject to gridlock penalties be indicated by different color pedestrian cross marks (e.g., red for most congested intersections).**
- 4. The Grand Jury recommends that the Board of Supervisors assist in discouraging truck drivers from using busy freeways during rush hours and assist in providing them with alternate routes.**

H. LOS ANGELES COUNTY FIRE DEPARTMENT

FOCUS/ISSUE

The purpose of this investigation was to determine whether charges made against the Los Angeles County Fire Department by members of the Los Angeles County Fire Commission were valid, and to make recommendations to the Board of Supervisors regarding the charges and the efficacy of the Los Angeles County Fire Commission.

The issue was raised by a member of the Grand Jury, referring to an article by Joyce Patterson in the Daily News, August 6, 1987. The article stated; "Kline and Stevens accused the department of fiscal mismanagement, excessive overtime, mishandling of the 'Twilight Zone' movie set case, and other problems."

METHOD OF INVESTIGATING

The article in the Daily News identified the critics as Fred Kline and John T. Stevens, members of the Los Angeles County Fire Commission. They were each invited for an interview. Mr. Kline appeared before the committee on November 10, 1987 and Mr. Stevens on November 24, 1987. They supplied copies of correspondence and expressed their concerns with respect to the Fire Department that led to their letter of March 5, 1987. The letter, on Commission stationary, was directed to Mike Antonovich, Chairman of the Board of Supervisors, with copies to the other supervisors. It contained ten concerns. The letter was signed by both commissioners. The committee reviewed the correspondence and other information supplied by Messers. Kline and Stevens.

It was determined that the Board of Supervisors had instructed the Chief Administrative Officer (CAO) to investigate the complaints and report back to the Board. A copy of the CAO's report was requested. The report was reviewed and evaluated by the committee. Following this review, Chief John Englund was interviewed on certain of the reported matters on March 14, 1988.

FINDINGS

It appeared that Messers. Kline and Stevens were frustrated in their jobs as commissioners because they told the committee they had been placed in a position of responsibility by their respective supervisors and yet seemed to have no control. They had management-type backgrounds that gave them insight into aspects of business management that are applicable to business in general, including the County Fire Department. Their expected management actions or controls regarding the several situations cited in their letter differed from the actions and/or controls applied by the Los Angeles County Forester and Fire Warden and Fire Chief (FFW) and his staff. The proper avenue for further evaluation and action of the differences were considered by them to be through the Board of Supervisors. They informed us of their frequent communications with the supervisors who had appointed them to the commission. The letter, in addition to reciting ten concerns, requested the Board to take the following actions:

1. Conduct an independent fiscal audit of the Fire Department with emphasis on the movement of funds from the various accounts.
2. Replace the current Fire Department management team with professionally trained managers.

3. Require Fire Department management to report to the Fire Commission.

The interviews indicated that the two commissioners were truly concerned with the fiscal management of the Fire Department. It appeared, by their independent action, that the other members did not share this concern to the same extent. The interviews did not identify any similar communication with the Fire Department.

The duties of the commission are stated in Section 3.25.070 25 of Ordinance No. 82-0247, adopted, November 23, 1982.

“A. The commission shall study, advise and recommend to the board and to the forester and fire warden on all aspects of the organization and operation of the forester and fire warden and the fire protection districts of Los Angeles County. The commission may initiate reports to the board and to the forester and fire warden on such matters, and shall study and report on matters referred to it for such review by the Board or by the forester and fire warden. B. All of the duties of the commission are wholly advisory.”

The matters reported by Messers. Kline and Stevens to the Board of Supervisors are considered to come within the areas of study constituted by the Ordinance.

The Board of Supervisors instructed the CAO to 1) conduct an investigation to determine the facts surrounding the action of the two fire commissioners and to determine whether their actions were appropriate, and 2) investigate the charges made by the two fire commissioners.

Several letters were sent by the CAO to members of the Board providing information on these matters. It was decided that the committee would not duplicate these investigations, and would evaluate the CAO's findings.

In April, the CAO reported on appropriateness of the fire commissioners' actions. They reported their investigation had determined that 1) independent action was improper, 2) the commission can and should be of great assistance to the Fire Department, and 3) all of the commissioners indicated a great fondness for and willingness to improve operations of the Fire Department. It was observed that cooperation between the commission and Fire Department management would benefit the department, Board of Supervisors and the general public.

This led the Board, on May 12, 1987, to instruct the County Fire Commission and the FFW to work together to formalize existing policies and procedures, develop operating guidelines for the commission, and report back to the Board upon completion. In July, the CAO advised the supervisors that the guidelines developed were not acceptable to the FFW and would not resolve the problems that had arisen with the commission. On this basis, it was recommended that the present commission be disbanded and Ordinance 87-0152 to sunset the commission was passed on September 22, 1987.

The CAO report on the investigation of allegations by the Fire Commission members, completed in October, is very complete. Its investigation could not substantiate the allegations

as submitted, although a number of allegations were found to contain facts which were partially correct. They found some to be misleading and inaccurate when viewed in their entirety and others showed certain areas in which FFW management could be improved. It was concluded there were no indications of mismanagement in the department, and no need for a fiscal audit.

The Grand Jury accepts the general findings of the CAO's investigation of the allegations. It does not agree with the conclusions regarding a fiscal audit. The media reports on November 11, 1987 of a case of embezzlement verifies the need. It is understood that the affected accounts are undergoing an audit.

In regard to the question of efficacy, the Grand Jury finds that the commission could not materially influence the County Fire Department when required to operate as an advisory body. Likewise, the commission was not able to effectively represent the interests of the Board of Supervisors and the general public, when limited to such a role.

The Grand Jury considers that the Board of Supervisors acted prematurely by sunsetting the commission in September, a month prior to completion of the report on investigation of the allegations.

It also concludes that a properly constituted Fire Commission can be of great assistance to the Fire Department, and that such a Board would benefit the Board of Supervisors and the general public. Appointing a citizen advisory group, as proposed, may not be in the best interest of the county.

The committee was pleased with Chief Englund's frankness and thoroughness in answering the several questions relating to management and operation of the department during the meeting of March 14, 1988. One question concerned his ability to work in an atmosphere similar to the Los Angeles City Fire Commission. He stated that if such a commission is set up by the county, he will abide with it. He would not lobby for it. He would want the responsibilities clearly delineated and not have to serve two masters.

RECOMMENDATIONS

- 1. The Grand Jury recommends that the Board of Supervisors institute a county fire commission with clearly defined oversight responsibilities for management aspects of the Los Angeles County Fire Department.**
- 2. The Grand Jury recommends that a fiscal audit be conducted on the Los Angeles County Fire Department controlled accounts.**

I. VANDALISM AND CLOSURE OF PARKS/POLICING OF PUBLIC PARKS

FOCUS/ISSUE

The purpose of this investigation was to determine how the county parks can be made clean again and safe for use by the families in the community. Concerns include policing, gang activities, security, graffiti, violence, rapes and vandalism.

Grand Jury members quoted newspaper articles on how parks were vandalized and closed at night due to gangs, vagrants and drug dealers. Graffiti and broken and destroyed facilities are thought to make parks undesirable and unsafe to visit. Park personnel and police patrols were lacking in most parks.

METHOD OF INVESTIGATING

The committee discussed these problems and requested the names of the most vandalized parks from the County of Los Angeles Department of Parks and Recreation. A similar request was made to the Sheriff's Station in the Lynwood/Compton area during a jail inspection visit. The committee visited thirteen of the parks suggested during early afternoon hours. Each park was evaluated on a fourteen point worksheet. The parks were evaluated for graffiti, size, play areas, playing fields, lighting, access, landscaping, if they had pools or tennis courts, children's play areas and if children were there at the time of the visit. Evaluation also included whether there was concealing shrubbery or hiding places, restrooms and the condition of the restrooms, organized sports and the general appearance of the parks.

FINDINGS

The committee found beautifully maintained parks, wonderful playing fields and children's facilities. Also there were graffiti, drug dealers, transients, and poor lighting conditions. There weren't enough people patronizing the parks, no children playing and, due to fear, no one in the parks after dark. Workers and persons using the parks reported that constant law enforcement patrols and the removal of graffiti helps. Replacement of damaged lighting fixtures is a constant battle.

The Lynwood Sheriff's Station was asked to observe park operation after school during some nice days in January. The Captain reported that he had driven by East Compton Park and found two women with children in strollers and others playing on the merry-go-round. A group of youths, "who appeared to be up to no good," stood nearby and two cars were parked at the curb dealing drugs. Two arrests were made a few minutes later.

COMMENDATIONS

The Grand Jury commends the Los Angeles County Department of Parks and Recreation for the following:

1. In East Los Angeles (Ruben Salazar Memorial County Park), hot meals are being served to senior citizens.
2. In two parks (Ruben Salazar Memorial County Park and City Terrace Park) active Head Start Programs are in place.
3. In General Farnsworth Park in Altadena, toilets and sinks have been replaced with stainless steel (units similar to those used in jails) to cut down vandalism.

RECOMMENDATION

The Grand Jury recommends that county parks be patrolled more frequently during day and evening, when children and families use the parks. More help is needed, including encouraging community involvement and having park personnel constantly on the grounds.

J. AUTOMOBILE THEFTS

FOCUS/ISSUE

The purpose of this investigation was to evaluate what can be done to stop/ reduce automobile thefts in Los Angeles County. Publicity in the media indicates that Los Angeles County is among the areas experiencing the highest rate of thefts.

METHOD OF INVESTIGATING

The committee contacted the Los Angeles Police Department, the Los Angeles County Sheriff's Department, the California Highway Patrol, the Automobile Club of Southern California and the National Automobile Club for information to better understand where and how car thefts occur.

FINDINGS

The following information was obtained from the above sources. Automobile thefts take place in parking lots, shopping centers and large apartment complexes. In many cases, teenage boys

in groups of two to six are employed by thieves, with girls as look-outs. It is generally known how easy it is to steal vehicles. Usually in a prone or kneeling position, like conversing near a curb or bumper, thieves use a file key, which works like a pick to both open car doors and turn the ignition. A key that may not work on one car or model may work on another of the same make.

Figures available for the first six months of 1987 for stolen vehicles are:

- Models in order of frequency of theft:

1. 1983 Toyota Celica
2. 1978 Datsun 210
3. 1984 Toyota Celica

- Thefts by county are:

- | | |
|----------------|--------|
| 1. Los Angeles | 54,446 |
| 2. San Diego | 14,541 |
| 3. Orange | 7,548 |

- Recovery rates of stolen vehicles are:

- | | |
|-----------------------|-------|
| 1. Los Angeles County | 91.1% |
| 2. San Diego County | 87.1% |
| 3. Orange County | 78.9% |

Not all recovered vehicles were in a condition to drive away; many were cannibalized for parts. While auto alarms or security systems may be a deterrent against theft, they are by no means insurance against such a happening. So far in 1987 there is a 14 percent rise in theft and the average cost of a stolen vehicle is \$4,500. Although 90 percent of stolen vehicles are recovered, only 63 percent of these are in a drivable condition.

The Automobile Clubs advise that one should lock parked cars, not leave them in isolated areas but in lots which have attendants, and at night, park the cars in well lighted and well travelled areas.

The following actions can be taken by owners to reduce the risk of auto theft. On more expensive cars anti-theft devices should be installed to hinder a quick get-a-way. The latest of these equipments necessitates at least three separate operations to silence an alarm. Other devices shut off fuel flow to prevent operation.

RECOMMENDATIONS

1. The Grand Jury recommends that the Los Angeles County Sheriff's Department and City Police Departments in high theft areas investigate the feasibility of infiltrating car theft rings and chop shop/wrecking yard operations as a means for identifying criminal operations.
2. The Grand Jury recommends that the Los Angeles County Sheriff and the Los Angeles City Chief of Police investigate, with the Department of Motor Vehicles, the feasibility of a) serializing parts most often stripped from new automobiles and b) manufacturers listing these items as a part of the automobile inventory on bills of sale.

K. DISASTER PREPAREDNESS IN LOS ANGELES COUNTY

FOCUS/ISSUE

The purpose of this study was to measure the overall adequacy of disaster preparedness planning within the Los Angeles County community. The study included conducting interviews with a broad range of representatives from county departments, cities, school districts, and county commissions.

METHOD OF INVESTIGATING

The Personal and Property Safety Committee perceived that the general level of inquiry necessary to determine the existence, adequacy, and public awareness of the county's disaster planning warranted expert advice.

As contract auditors for the 1987-88 Grand Jury, Deloitte Haskins & Sells was requested to measure the overall adequacy of disaster preparedness planning within the Los Angeles County community. All information and data necessary to perform this study was obtained from two primary sources: 1) reviewing several relevant documents, 2) conducting interviews with representatives from county departments and other agencies.

FINDINGS

The review found that the County has recently taken several initiatives to improve the state of disaster preparedness planning. These efforts include:

- Completing and approving the Multihazard Functional Plan for emergency operations.

- Developing a Five-Year Plan for Earthquake Preparedness.
- Providing training to county staff on home earthquake preparedness and response.
- Providing training to county staff on emergency shelter management.
- Budgeting for the design of an Emergency Operations Center (EOC) to communicate and coordinate information under disaster situations.
- Assigning staff from the Chief Administrative Office (CAO) to support the efforts of the County Disaster Services Office (CDSO) in coordinating the development of County department emergency (disaster) operations plans.

However, it was also found that:

- As of January 1988, twenty-one of the County's sixty-four departments, the superior and municipal courts, and the commissions have submitted required plans to the CAO for review. All the plans, according to CAO directive, were to have been submitted by November 30, 1987.
- The CAO and the CDSO have not established a timeframe to complete and transfer the responsibility for coordinating and monitoring department plans back to Disaster Services, the County agency responsible for these two activities.
- Financing for the EOC needs to be approved by the Board of Supervisors.
- There appear to be no formal, established procedures for updating the Multihazard Functional Plan.
- Members of the County community need a better understanding of the County's role and function in a disaster response situation.
- There is a need for more integration and coordination of planning efforts between the County and other public entities.

It is believed that, in comparison to prior conditions, the state of disaster preparedness planning within the County and the general community has improved. However, Los Angeles County is a very large and complex community with a multitude of jurisdictions and entities. Given this environment, the County of Los Angeles' state-mandated responsibility to protect the community in a major disaster, the tremendous amount of coordination needed to meet these responsibilities, and the ever-present danger of a major disaster (earthquake), additional actions should be initiated by the County.

The CAO has reaffirmed that he is responsible for the County's disaster preparedness planning efforts.

In order to strengthen the leadership role of the CAO, disaster preparedness planning activities are currently being centralized and consolidated in the CAO. This recent information was not available at the time of the study and may impact responsibility for implementation of the recommendations. It is believed that the CAO should take responsibility to ensure that these recommendations are assigned to appropriate parties.

The following recommendations, in conjunction with current and future County actions, will raise and maintain the state of disaster preparedness within the County to a level more consistent with its responsibilities to protect the community.

COMMENDATION

The Grand Jury commends the Board of Supervisors and County staff for their general proactive planning measures.

RECOMMENDATIONS

- 1. The Grand Jury recommends that the Chief Administrative Officer establish a new deadline for submission and completion of County disaster preparedness plans and procedures, as they relate to departmental responsibilities outlined in the Multihazard Functional Plan.**
- 2. The Grand Jury recommends that the Chief Administrative Officer establish follow-up procedures to ensure compliance with the request to complete department disaster preparedness plans and procedures.**
- 3. The Grand Jury recommends that the Chief Administrative Officer establish a date for transferring responsibility for monitoring and updating County disaster preparedness plans and procedures back to the County Disaster Services Office.**
- 4. The Grand Jury recommends that the Board of Supervisors approve funding for the construction of the Emergency Operations Center.**
- 5. The Grand Jury recommends that the County Disaster Services Office establish procedures for updating the Multihazard Functional Plan and monitoring the appropriateness of county department plans.**
- 6. The Grand Jury recommends that the County Disaster Services Office develop a document to be used by outside entities that would define the County's overall role in a disaster response.**

7. **The Grand Jury recommends that the Chief Administrative Officer and County Disaster Council develop a strategic mission statement that would direct the County to pursue efforts to become recognized as a regional clearinghouse for the development of disaster plans within the Los Angeles County community.**
8. **The Grand Jury recommends that the County Disaster Services Office coordinate the development of a new document that would explain the applicability of earthquake preparedness measures to other types of disasters and emergencies.**

NOTE: For the full text of this contract audit, please see the bound volume in the Grand Jury Office.

L. SAFETY OF THE CRIMINAL COURTS BUILDING

FOCUS/ISSUE

The purpose of this investigation was to determine the current status of a safety plan for the Criminal Courts Building (CCB) and the individual(s) assigned responsibility. The 1986-87 Grand Jury initiated an investigation of the safety of the CCB. Their final report stated "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 and fire could cause in the CCB."

METHOD OF INVESTIGATING

The 1986-87 Grand Jury established this issue as an audit item. The report, "A Management Review of Emergency Disaster Preparedness in the Criminal Courts Building," provides a good overview of the status of preparedness and persons to contact as of January 1987. It indicated that certain things were planned, and certain policies were initiated but results were not readily evident.

The response to the recommendations of the 1986-87 Grand Jury, makes two statements. One is, "The Chief Administrative Officer will refer this request to the 1987-88 Grand Jury." The other states that the Board of Supervisors has directed the County Fire Chief, with the support of the Director of the Facilities Management Department, to take several specific actions. These include having each department in the CCB select/designate an emergency preparedness coordinator, designate a department to be responsible for emergency coordination in all county buildings, and have the County Disaster Services Office (CDSO) review evacuation plans on a yearly basis. In addition, the Board of Supervisors has authorized the funding for training designated floor wardens in CPR, first aid and handicapped evacuation assistance.

The city was shaken by a 5.9 magnitude earthquake on October 1, 1987. Two occupants of the 13th floor of the CCB were interviewed on October 5th about their experiences. One indicated that people within the building were frustrated by the apparent lack of word or action by anyone in charge for over an hour after the initial shock at approximately 7:43 a.m. Instructions were issued to the area at about 9:00 a.m. to evacuate the building. The building was later reoccupied. It would appear from this that the directed process was not in place. The CCB is a critical building because of prisoners and transient courtroom population.

The other occupant, the floor warden, stated he received many telephone calls asking if the courts would be in session, and he did not know the official answer. After he was told to evacuate the building, the callers had no such source for information. He stated that he had been designated the floor warden for the 13th floor but received no instructions to assist him in the responsibility. He stated he did not want the position because of the associated liability.

The chairman of the Personal and Property Safety Committee talked to Inspector R. Bjorkland, of the County Fire Department on October 13th. Inspector Bjorkland was investigating the status of preparedness of county buildings. He was advised that the Grand Jury was very interested in his findings and would await information from him after his investigation, rather than place any new demands on him with a different time schedule.

Several contacts were made over the next few months. At one of these, Lt. Stromer made a presentation on High-Rise Fire Safety. On January 19, 1988, Inspector Bjorkland and Lt. Stromer made a presentation to the committee on the draft of the new Emergency Procedure Manual, Guideline for County Buildings, County of Los Angeles, 1987. The manual has been prepared to meet the requirements of the California Administrative Code, Title 19.

In essence, each county building will have an emergency response team consisting of a Building Emergency Coordinator (BEC), floor wardens, group leaders on the floors, and response team members. The BEC and floor wardens have alternates assigned to assure full time coverage. The BEC is responsible for having the other team members selected and named for each post. In cases of emergency, the BEC or his/her alternate is responsible for issuing orders with regard to actions to be taken by personnel in response to the situation. The county marshal has been named the BEC for the CCB.

Each BEC will be given a copy of the generic manual, which he/she will use to catalogue characteristic data and for tailoring the planning to fit the building for which they are responsible. The BECs for downtown high-rise buildings are expected to be briefed and receive manuals on February 11, 1988.

The BEC is also responsible for determining from fire department personnel any necessary changes to the building to meet Title 19 requirements, for selecting the stocking emergency supplies, and for notifying the Chief Administrative Office (CAO) of the building's requirements.

FINDINGS

The draft Emergency Procedure Manual, Guideline for County Buildings, County of Los Angeles, 1987, provides a satisfactory basis for planning for fires and earthquakes in county buildings.

The CAO is responsible for implementing the program. The BEC for each building is responsible for determining the applicable information and tailoring the plan for his/her building, and for scheduling training.

The draft plan does not incorporate planning for obtaining information from structural experts on where to look and what to look for as indications of critical damage for each building as a guide for determining optimum actions in the event of an emergency, considering safety, work interruption and economics.

RECOMMENDATIONS

- 1. The Grand Jury recommends that the Chief Administrative Officer make every effort to implement the plan in the Emergency Procedure Manual, Guideline for County Buildings, County of Los Angeles, 1987 for all buildings with four or more stories within this calendar year. The nature of the transient population in the Criminal Courts Building warrants special considerations in this implementation.**
- 2. The Grand Jury recommends that the Chief Administrative Officer take action to have structural damage indication guidelines prepared for each multi-story building to aid the Building Emergency Coordinator in quickly determining appropriate action in case of emergencies and to minimize the time required to assess status for reoccupation.**

M. CRIMINAL COURTS BUILDING SECURITY

FOCUS/ISSUE

The purpose of this investigation was to determine the level of concern of the Criminal Courts Building's (CCB) tenants for their freedom from danger of assault in the building.

This issue was raised after reading an article in the Los Angeles Times in which the weapon problem at the Compton Courthouse was featured. One statement, "The detector spots one or two guns a month and about 140 knives -- down from 180 knives a month when it was introduced a little more than a year ago," got the committee's attention. The Grand Jury concurred in the desirability of determining the concerns of the CCB tenants.

METHOD OF INVESTIGATING

Letters were sent to the six major tenants of the CCB, furnishing a copy of the article from the Los Angeles Times and enclosing a questionnaire for their response. The questionnaire contained the following questions:

1. Do you consider that there may be persons within the transient population of the CCB who pose a threat to authorities or to other persons in the building?
2. If the answer to the above is "yes" do you consider that the threat is sufficient to warrant increased security measures over those in place on February 8, 1988 to prevent or control acts of violence?
3. If the answer to 2 is "yes," what security measures would you prefer to have implemented within the CCB?
4. Please provide a short statement reflecting your department's general assessment of the security problem within the building and safety of its occupants.

One of the responses suggested an interview. Three interviews were held with judges in the Municipal Court.

FINDINGS

The results of the survey are as follows:

	Question 1 (Poses a threat)	Question 2 (Increased Security)
Law Enforcement	1 Yes, 1 Com.*	1 No, 1 Com.*
Attorneys	2 Yes	1 No, 1 Yes
Judges	2 Yes	2 Yes

* Commented rather than denoting "yes" or "no"

Question 3: Preferred Security Measures and/or 4: Department's General Assessment.

Law Enforcement

- Sheriffs -- Have hand held metal detectors which are used for searching people entering the courts during high risk cases. "At this point in time (February 22), I would not recommend the use of walk-through metal detectors at the Criminal Courts Building, as all things considered, it would not appear to be warranted."

- County Marshal -- "... it is our feeling that the level of security currently in effect is sufficient to ensure the safe and secure operation and to protect the integrity of the Criminal Courts Building."

Attorneys

- Public Defender -- "Any additional security measures would have to be at the entrance to the building. Such measure would impede access to the building for the public and employees that the inconvenience would not be warranted."
- District Attorney -- "Increased emphasis on security by armed county security guards and closed-circuit television monitoring would be an improvement but in no respect a panacea. The use of metal detectors and x-ray machines would provide even greater security but at great cost and inconvenience for everyone. These devices also have their limits."

"I do recommend increased patrol by armed security guards and the use of closed-circuit television monitoring where practical. I also recommend strict security measures including the use of metal detectors and x-ray machines in situations where such measures are warranted by the circumstances."

Judges

- Use of metal detectors (1 courtroom, 1 building)
- Security increased on inside stairways
- Better control of access to underground parking area and access to judges' elevators
- Better controls in lobby than current contract guard staff

Two judges who were interviewed reported cases where persons with no right to be in the area were arrested in close proximity to their chambers. One judge was attacked by a man with a knife. The other reported a case where a man with no authority for being in the area, when apprehended and arrested by the bailiff, was found to have a knife. Their evaluation indicates that there are means for persons to enter the confined areas behind the courtrooms. It is expected that access can also be gained through unoccupied courtrooms at some time during the day.

Day-to-day use of the judges' elevators reveals many cases of persons, with no visible identification as to authority, entering the elevators along with persons having keys. There is no control of pedestrian access to the garage area during normal daylight working hours. There is no control over people using the freight elevators. It is understood that there is a guard in the garage area during late afternoon and evening hours.

The Honorable Ronald Swearinger, Chairman of the Court's Security Committee, wrote an article for the Los Angeles Times. In it he made several statements relating to conditions which formed the basis for this investigation of opinions regarding security of the CCB. His

statements, one of which is quoted here, apply to the general concern for courthouse security. "It is now perfectly clear that we are going to have to go to full security in all of our courthouses, and that means creating checkpoints with whatever equipment and personnel may be needed to interdict the knives and the guns and the hell-bent. We are going to have to make all our facilities as fail-safe as we can, and we are going to need public support in our effort to get our court security programs funded."

RECOMMENDATIONS

1. **The Grand Jury recommends that the Facilities Management Department investigate the feasibility of requiring civilian tenants of the Criminal Courts Building to wear visible identification when entering and leaving the building via the underground garage and when using the judges' and/or freight elevators.**
2. **The Grand Jury recommends that the Facilities Management Department take action to make the basement of the Criminal Courts Building more secure against the entry of unauthorized pedestrians into the parking and judges' elevator area.**
3. **The Grand Jury recommends that the Facilities Management Department conduct an evaluation to determine if permitting interfloor pedestrian traffic by court personnel via emergency stairways in the Criminal Courts Building is of sufficient value to warrant equipping selected doors to the emergency stairway with locks that would permit this.**
4. **The Grand Jury recommends that the Board of Supervisors authorize a study to develop criteria for when metal detectors, or other screening means, should be utilized to bolster security in selected areas of the Criminal Courts Building and other court buildings of the county (e.g., types of trials and expected audience).**
5. **The Grand Jury recommends that the Board of Supervisors authorize implementation of those security measures determined most effective for each of the developed criteria in the Criminal Courts Building and other court buildings of the county at the earliest practicable date.**

N. GRAND JURY EMERGENCY SUPPLIES

FOCUS/ISSUE

The Personal Property and Safety Committee was assigned the task of supplying emergency provisions in case of fire, earthquake, etc. The 1985-86 Grand Jury initiated a disaster supply cabinet for the Grand Jury members.

METHOD OF INVESTIGATING

The committee evaluated the existing supplies. A representative of the County Fire Department informed the committee at length about disaster prevention and also gave a video presentation on high-rise fire disaster and rescue. In addition, the Red Cross Handbook was used as reference. The Emergency Planning Office of the Atlantic Richfield Company (Arco Towers) was contacted for their recommendations.

FINDINGS

The emergency supplies from the previous Grand Jury consisted of canned foods and coffee and packages of paper plates, cups, plastic bags and plastic eating utensils.

Upon recommendations of the Social Services Committee, the food received from the previous Grand Jury was donated to an agency that fed the homeless in Los Angeles. A volunteer donation was voted by the members of the Grand Jury to replenish the supplies.

Information from several sources indicated that the emergency planning in the Arco Towers was considered superior. A call placed to the Emergency Planning Office elicited the fact that each floor had its own warden, and helpers. Each of these persons was equipped with hard hats, special aprons, and was trained in CPR and first aid. Each floor had its own emergency supply storage. They reported that "food bars" were the best for storage convenience and usefulness, with three to four bars per person per day. They planned one gallon of drinking water per person per day. They bought the 2½ gallon size of bottled water and kept expired water marked for use for first aid, washing and sanitation. They had the standard kitchen size plastic bags for body waste management use. Lt. Stromer recommended having a roll of duct tape for sealing door jams and air vents in case of fire.

Replenished Grand Jury supplies consisted of both capital equipment and emergency expendable items, including food bars in lieu of canned items. Water supplies were limited by the lack of satisfactory shelf space. Current supplies, in conjunction with bottled water deliveries and storage are only about two quarts per person per day.

The County Emergency Plan, recently implemented under the control of the Chief Administrative Officer, establishes the Marshal in the Criminal Courts Building as the Building Emergency Coordinator. He is responsible for determining safety measures to be implemented to meet anticipated emergencies. It was stated during the meetings with the County Fire Department (reference Safety of the Criminal Courts Building) that this included planning for survival of occupants of the Criminal Courts Building as well as making the building more fire safe.

RECOMMENDATIONS

- 1. The Grand Jury recommends that, each year, the incoming Grand Jury appoint an appropriate committee to evaluate the condition of the emergency supplies in the Grand Jury room and replace those that are no longer useable.**
- 2. The Grand Jury recommends that the Chief Administrative Officer authorize the Building Emergency Coordinator for the Criminal Courts Building to have shelves installed in the storage closet used by the Grand Jury for their emergency supplies.**

O. CITIZEN COMPLAINTS

FOCUS/ISSUE

The Personal and Property Safety Committee received, investigated and took appropriate action to resolve six citizen complaints assigned to the committee.

METHOD OF INVESTIGATING

Each complaint was acknowledged by letter upon receipt, and a Disposition of Complaint form was initiated and given to the foreman. Some complainants were contacted by phone or letter to obtain additional information required for the investigation. Requests were made by letter and/or telephone to persons within county or city government to obtain information needed to carry out investigations. When appropriate, the committee obtained the assistance of an investigator from the Bureau of Investigation of the Los Angeles County District Attorney's Office and the Grand Jury legal advisor. The final disposition, based on the committee's review of all available information, was communicated to the complainant by letter after coordination with the foreman and the Grand Jury legal advisor. The Disposition of Complaint form, containing background and a record of steps in the investigation, was completed to show the disposition and given to the foreman for recording in the Disposition of Complaints Log and filing in the master file.

FINDINGS

All six complaints were resolved.

The 1987-88 Los Angeles County Grand Jury has established the policy that any complaint that cannot be properly investigated and resolved prior to June 30, 1988 shall be returned to the complainant with a statement on investigation status indicating that the complaint should be resubmitted to the 1988-89 Grand Jury for further action.

APPENDIX

(The Appendix for the contract audit report is not included below.)

Ethnic Mix of Custodial Personnel in County Jails

INTERVIEWS HELD

Assistant Sheriff Richard Foreman, Los Angeles County Sheriff's Department
 Lt. Larry Waldie, Los Angeles County Sheriff's Department
 Victor C. Rampulla, Director of Personnel, Los Angeles County Sheriff's Department

PLACES VISITED

Men's Central Jail
 Peter J. Pitchess Honor Ranch
 Hall of Justice Holding Facility

REFERENCES

Committee report on information received during Grand Jury's visit to the Sheriff's Academy
 Committee report on interview with Assistant Sheriff Richard L. Foreman, Lt. Larry Waldie and Mr. Victor C. Rampulla
 Letter to Assistant Sheriff Richard L. Foreman, February 17, 1988
 Letter from Assistant Sheriff Richard L. Foreman, March 16, 1988

TABLE A.1
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
ETHNIC HIRING STATISTICS FOR 1987

Applicants

Caucasian	11,987	51.6%			
Black	6,308	27.1%			
Hispanic	4,026	17.3%	Male	— (18,920)	81.3%
American Indian	100	.4%			
Asian	479	2.0%	Female	— (4,350)	18.7%
Filipino	370	1.6%			
	<hr/>				
Total	23,270				

Passed Written Exam

Caucasian	3,720	67.0%			
Black	809	14.6%			
Hispanic	837	15.1%	Male	— (4,713)	84.8%
American Indian	21	.4%			
Asian	120	2.2%	Female	— (843)	15.2%
Filipino	49	.9%			
	<hr/>				
Total	5,556				

Passed Physical Agility Test

Caucasian	2,947	68.4%			
Black	576	13.4%			
Hispanic	629	14.6%	Male	— (4,052)	94%
American Indian	21	.5%			
Asian	120	2.8%	Female	— (256)	6%
Filipino	15	.4%			
Total	4,308				

Passed Oral Interview

Caucasian	2,188	69.0%			
Black	446	14.0%			
Hispanic	442	13.9%	Male	— (2,947)	93%
American Indian	6	.2%			
Asian	67	2.1%	Female	— (224)	7%
Filipino	22				
Total	3,171				

It should be noted that applicant testing (written, physical agility and oral) is a continuous process and some phases of the process are overlapping from one year to the next. Therefore, the totals from one testing phase to the next do not always match.

TABLE A.2

**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
ETHNIC HIRING STATISTICS — BACKGROUND PROCESS**

Caucasian - Of the 2,268 Caucasians who started in the background process during 1987, the following list indicates their current status.

Cases still in process	495	22%
Voluntarily removed self from background	538	24%
Failed medical	178	8%
Failed psychological	129	5%
Formal disqualification		
Drugs	551	24%
Traffic record	43	2%
Credit record	18	1%
Employment record	37	2%
Criminal record	68	3%
Hired	211	9%

Black - Of the 390 Blacks who started in the background process during 1987, the following list indicates their current status.

Cases still in process	84	22%
Voluntarily removed self from background	106	27%
Failed medical	34	9%
Failed psychological	22	5%
Formal disqualification		
Drugs	81	21%
Traffic record	12	3%
Credit record	6	2%
Employment record	14	3%
Criminal record	22	6%
Hired	9	2%

Hispanic - Of the 508 Hispanics who started in the background process during 1987, the following list indicates their current status.

Cases still in process	112	22%
Voluntarily removed self from background	131	26%
Failed medical	37	7%
Failed psychological	23	4%
Formal disqualification		
Drugs	125	25%
Traffic record	9	2%
Credit record	9	2%
Employment record	10	2%
Criminal record	17	3%
Hired	35	7%

Asian - Of the 99 Asians who started in the background process during 1987, the following list indicates their current status.

Cases still in process	22	22%
Voluntarily removed self from background	20	20%
Failed medical	7	8%
Failed psychological	6	6%
Formal disqualification		
Drugs	21	21%
Traffic record	2	2%
Credit record	0	0%
Employment record	4	4%
Criminal Record	4	4%
Hired	13	13%

TABLE A.3
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
ETHNIC BREAKDOWN – POLYGRAPH EXAMINATIONS

Polygraph examinations were given to 718 candidates during the background process in 1987.

The ethnic breakdown of those administered the test are:

Caucasian	481	67.0%
Asian	24	3.3%
Black	105	14.6%
Hispanic	106	14.8%
Other	2	.3%

There are no records maintained to indicate the percentages of personnel that were disqualified from employment due to the polygraph examination. It should be noted that the polygraph is a tool used to discover information about the applicant. The information, such as "Drug Use" or "Thefts from Employer," is then the cause of disqualification -- not "failing the polygraph."

Jail Inspections

JAILS VISITED

East Los Angeles Substation, September 1, 1987
 Holding facilities in Criminal Courts Building (floors 1, 4, 8, 10, and 14), September 8, 1987 and February 2, 1987
 Rampart Division, September 14, 1987
 Hall of Justice Jail, September 30, 1987
 Wilshire Division, October 7, 1987
 Santa Monica City Jail, October 7, 1987
 Inglewood City Jail, October 7, 1987
 Lynwood Sheriff's Station, October 20, 1987
 San Fernando City Jail, November 3, 1987
 Pasadena City Jail, November 3, 1987

Men's Central Jail - Transfer of prisoners to and from courts

INTERVIEWS HELD

Lt. Robert Dixon, Los Angeles County Men's Central Jail, November 4, 1987

PLACES VISITED

Fontana Municipal Court, November 3, 1987
 San Bernardino County Central Jail, November 3, 1987
 Inmate Reception Center at Men's Central Jail, November 4, 1987

REFERENCES

Two-way Electronic Audio-video Arraignment Project, County of San Bernardino, August 1987, 30 pp.
 Technological Development Subcommittee of the Countywide Criminal Justice Coordination Committee
 Letter to Undersheriff Robert A. Edmonds, Los Angeles County Sheriff's Department, March 2, 1988
 Letter from Undersheriff Robert A. Edmonds, Los Angeles County Sheriff's Department, March 15, 1988

Escapes from Men's Central Jail

INTERVIEWS HELD

- Telephone conversation with Chief Oliver Taylor, Detective Division, Los Angeles Sheriff's Department, November 4, 1987
- Meeting with Commander James M. Callas, Area Commander, Custody Division and Captain Beto R. Kienast, Commander of the Inmate Reception Center, located at Men's Central Jail, January 12, 1988

PLACES VISITED

- Grand Jury orientation tour of Men's Central Jail
- Committee tour of Men's Central Jail prisoner receiving and processing area, November 4, 1987

REFERENCES

- Los Angeles Times, Metro Section, September 2 and 3, 1987
- Los Angeles Herald Examiner, page B7, September 2, 1987
- Letter to Sheriff Sherman Block, Los Angeles County Sheriff's Department, December 2, 1987
- Letter to Area Commander James M. Callas, Los Angeles County Sheriff's Department, January 26, 1988
- Telephone conversation with Area Commander James M. Callas regarding letter of January 26, 1988
- Letter to Acting Captain Herbert Pettus, Men's Central Jail, February 1, 1988
- Letter from Captain William R. Hinkle, Men's Central Jail, February 19, 1988
- Letter to Undersheriff Robert A. Edmonds, Los Angeles County Sheriff's Department, March 2, 1988
- Letter from Undersheriff Robert A. Edmonds, Los Angeles County Sheriff's Department, March 15, 1988

Juvenile Arrests and Holding Practices in South Bay

INTERVIEWS HELD

- Telephone conversation - Lt. Donald T. Feil, Torrance Police Department, September 16, 1987
- Jail Manager, Ms. Jackie Jones, Santa Monica City Jail, October 14, 1987
- Deputy John Price, Lynwood Sheriff's Station, October 20, 1987

PLACES VISITED (where juveniles were observed in custody)

- Santa Monica City Jail, October 7, 1987
- Lynwood Sheriff's Station and Jail, October 20, 1987

REFERENCES

- California Welfare and Institutions Code, Sections 206 (rev.) and 207.1 (effective January 1, 1987)
- Letters to and responses from the following law enforcement agencies in the South Bay area: Police departments in the cities of Manhattan Beach, Redondo Beach, Hermosa Beach (no response), Torrance, Gardena, Hawthorne, Palos Verdes Estates, and the Los Angeles County Sheriff's Department, Lomita Station, dated October 26, 1987

TABLE E.1
JUVENILE ARREST DATA

CITY	1982	1983	1984	1985	1986	1987 to date
Redondo Beach		509	499	591	696	716
Palos Verdes Estates					45	29
Manhattan Beach		275	194	189	244	219
Torrance	1241	1019	1228	1249	1182	978*
Gardena - contacts		366	425	441	429	451 (Oct)
- bookings		303	288	272	(239)	(153)
Sheriff, Lomita Station (Fiscal Year)						
- total arrests	482	429	450	447	377	298
- arrests, Pt. 1 crimes only	199	172	139	154	(122)	(104)
Hawthorne			1223	1365	1158	1110
					4131	3801 (-17%)

**Average for 1982-1986 = 99/mo.; 1987 = 79/mo.; est. 978 for year
() Not included in comparison totals*

TABLE E.2
EVALUATION OF POLICY STATEMENTS

Redondo Beach	Issued 2/30/86. ++ Confinement to Log contains code for "transfer to other detention facility"
Palos Verdes Estates	No procedure furnished
Manhattan Beach	Issued June 2, 1987. ++
Torrance	Issued December 30, 1986. ++
Gardena	Issued November 6, 1987. **
Sheriff, Lomita Station	Issued January 2, 1987. **
Hawthorne	Issued March 9, 1987. *

All are clear; there are variations in relation to long term detention.

++ No mention of transfer to juvenile detention center.

*** Mentions in term detention at juvenile hall or S.O.D.A. or MacLaren Children's Center*

** Mentions "process the juvenile for further detention."*

Transportation/RTD Metro Rail

INTERVIEWS HELD

Meeting with SCRTD Metro Rail Planning representatives, September 22, 1987

Meeting with Naomi Nightingale, Community Relations Specialist, Los Angeles County Transportation Commission,
March 1, 1988

Meeting with John Higgins, Community Relations Specialist, Long Beach Office, Los Angeles Rail Transit Project,
March 8, 1988

PLACES VISITED

Metro Rail offices, September 22, 1987

Excavation site on Hill Street for 5th Street and Hill Street Metro Rail Station, September 29, 1987

Excavation site for Wilshire/Alvarado station, Bonnie Brae Boulevard and 7th Street

Proposed Sunset/Edgemont station location at the Kaiser Hospital facilities on Sunset Boulevard

Long Beach-Los Angeles Light Rail site, Willow Street and Long Beach Boulevard, March 8, 1988

REFERENCES

Letter to Mr. James Quinn, Writer for Metro Section, Los Angeles Times, September 2, 1987

Letter to Mr. Gary Spivack, Manager, Planning Division, SCRTD Metro Rail Project, September 3, 1987

Draft, Supplemental Impact Statement/Supplemental Impact Report, November 1987

Public meeting regarding Supplemental Environmental Impact Report, SCRTD Board Room, December 18, 1987

Letter to Marvin Holen, Chairman, Rapid Transit Committee, SCRTD Board of Directors, January 27, 1988

Letter to Marilyn Morton, PDCD (Contractor for Metro Rail construction), February 24, 1988

Letter from Charles M. Safer, Assistant Counsel, SCRTD, March 10, 1988

Traffic

SOURCES OF DATA

Los Angeles Traffic Control Center

Southern California Rapid Transit District (SCRTD)

Los Angeles County Transportation Commission (LACTC)

State of California Highway Transportation Department (CALTRANS)

Los Angeles County Fire Department

INTERVIEWS HELD

Mr. Fred Kline, November 10, 1987

Mr. John B. Stevens, November 24, 1987

John W. Englund, Los Angeles County Forester & Fire Warden & Fire Chief, March 14, 1988

REFERENCES

Daily News, August 6, 1987

Memorandum from Brian Heyman, Grand Juror, September 21, 1987

Los Angeles Times, Metro Section, September 23, 1987

Letters to Fred Kline and John T. Stevens, October 19, 1987

Letter from Fred Kline and John T. Stevens to Honorable Michael D. Antonovich, Chairman, Board of Supervisors, March 5, 1987

Various letters from Richard B. Dixon, Chief Administrative Officer, to Each Supervisor

Ordinance 82-047, November 23, 1982

Los Angeles Times, Metro Section, November 11, 1987

Letter to Deane Dana, Chairman, Board of Supervisors, January 6, 1988

Letter to John W. Englund, Los Angeles County Forester & Fire Warden & Fire Chief, February 23, 1988

Vandalism and Closure of Parks/Policing of Public Parks

PARKS VISITED

Mona County Park, 2291 East 121st Street, Compton, October 20, 1987

Roy Campanella Park, 14812 Stanford Avenue, Compton, October 20, 1987

East Compton Park, Atlantic Avenue and Compton Boulevard, Compton, October 20, 1987
Wilson Park, Alameda at Arbutus, Compton, October 20, 1987
Lennox County Park, 10828 South Condon, Lennox, October 20, 1987
Mary McCloud Bethume County Park, 1244 East 61st Street, Los Angeles, October 20, 1987
El Cariso County Park, 13100 Hubbard Street, Sylmar, November 3, 1987
Dexter Park, 11053 North Trial Road, Kagel Canyon, November 3, 1987
General Farnsworth Park, 568 East Mount Curve Avenue, Altadena, November 3, 1987
City Terrace County Park, 1126 North Hazard, Los Angeles, November 17, 1987
Obregon County Park, 4021 East 1st Street, Los Angeles, November 17, 1987
Ruben Salazar Memorial County Park, 3864 Whittier Boulevard, Los Angeles, November 17, 1987
Pan Pacific Park, 7600 Beverly Boulevard, Los Angeles, November 18, 1987

Automobile Thefts

CONTACTS FOR INFORMATION

Los Angeles Police Department
Los Angeles County Sheriff's Department
California Highway Patrol
Automobile Club of Southern California
National Automobile Club

Disaster Preparedness in Los Angeles County

INTERVIEWS HELD

Discussions with the representative of the auditor, Deloitte Haskins & Sells between October 14, 1987 and March 24, 1988
John A. Martin, Jr., Martin & Associates Structural Engineers, February 10, 1988

PLACES VISITED

Meeting of the Emergency Preparedness Committee (EPC) for the County and City of Los Angeles, February 10, 1988

REFERENCES

Guidebook for Developing a School Earthquake Safety Program, Federal Emergency Management Agency (FEMA 88), December 1985
Governor's Office of Emergency Services, *The Southern California Earthquake Preparedness Project (SCEPP) Model Community Self-Help Campaign for Earthquake Preparedness*, SCEPP October 1986, 37 pp., Governor's Office of Emergency Services, The Southern California Earthquake Preparedness Project
Modified Mercalli Intensity Scale of 1931 (Earthquake intensities)
Map -- Major Earthquakes and Recently Active Faults in the Southern California Region, Association of Engineering Geologists, 1973, LeRoy Crandall and Associates
Preparedness Guide for Earthquakes and other Disasters on Earthquake Preparedness, 32 pages, available through Lafferty & Associates
The American Red Cross (workplace training programs)
Geologic Earthquake Scenarios: An Assessment of Potential Consequences, October 1986, 11 pages, SCEPP
QUAKESAFE Corporation, brochure sheet regarding training programs
The Southern California Earthquake Preparedness Project (SCEPP), 6 pages
QUAKEMASTER Seismic Gas Shutoff Valve
KOSO California Earthquake Valve, Reference Apartment Journal, April 1986, Page 15
AB 2438, Chester B. Wray, 71st District (requires installation of gas shutoff valves in state buildings and authorizes local governments to do the same). Reference Apartment Journal, April 1986, Page 16
Public Service Program, KCBS-TV, 8:00 p.m. - 11:15 p.m., Saturday, October 17, 1987 on earthquake preparedness

Disaster Preparedness Worksheet, *What PTA Can Do*, California State PTA
Audit Report, Deloitte Haskins & Sells, Emergency Preparedness in Los Angeles County, March 1988

Safety of the Criminal Courts Building

INTERVIEWS HELD

Telephone conversation with Inspector R. Bjorkland, Los Angeles County Fire Department, October 13, 1987
Kathy Spann, Secretary to the Grand Jury, October 5, 1987
John Iverson, Criminal Courts Coordinator, October 5, 1987
Inspector R. Bjorkland and Lieutenant Tim Stromer, Los Angeles County Fire Department, January 19, 1988
Ken Raske, Assistant Director, Los Angeles County Disaster Services Office, February 4, 1988

PLACES VISITED

First and 13th floor of Criminal Courts Building. Examined emergency equipment, exits, smoke detectors, and posted emergency instructions on the 13th floor. Observed the fire warning enunciator panel and the emergency signal recorder, and interviewed the Burns Company guard on the 1st floor.

REFERENCES

1986-87 Los Angeles County Grand Jury Final Report
A Management Review of Emergency/Disaster Preparedness in the Criminal Courts Building, Deloitte Haskins & Sells, January 16, 1987, 40 pp.
Comments on the Findings and Recommendations of the 1986-87 Los Angeles County Grand Jury in its Final Report released July 28, 1987, dated October 1987
Draft, Emergency Procedure Manual, Guideline for County Buildings, County of Los Angeles, 1987
Seismic effects reports by John Martin, Jr. to Earthquake Preparedness Commission meeting, February 10, 1988
Letter, Richard B. Dixon to Department/District Heads, February 23, 1988, Outlining schedule in March for initial four hour Building Emergency Coordinator Training-Damage and Operational Assessment

Criminal Courts Building Security

INTERVIEWS

Honorable David M. Horwitz, approximately March 1, 1988
Honorable Michael T. Sauer, March 3, 1988
Honorable Alban I. Niles, March 8, 1988

REFERENCES

A Courthouse Called 'Fort Compton' Lives on the Cutting Edge of Justice, Metro Section, Los Angeles Times, February 1, 1988
Letters to and responses from the following occupants of the Criminal Courts Building, February and March 1988:
Captain Allen L. Matthews, Los Angeles County Sheriff's Department
Robert F. Mann, Los Angeles County Marshal
Ira K. Reiner, Los Angeles County District Attorney
Wilbur F. Littlefield, Los Angeles County Public Defender
Honorable David Horwitz, Los Angeles County Municipal Court
Honorable David Horowitz, Los Angeles Superior Court
Los Angeles Times and Herald Examiner, March 10, 1988 reports on shooting in Van Nuys Courthouse
Los Angeles Times, Part 1, March 12, 1988, *Metal Detector in Court*
Los Angeles Times, Op/Ed. Page, March 15, 1988, *Fortress Courthouses: The Sad, Painful Reality That May Be Our Future*, by Honorable Ron Swearingen, Los Angeles County Superior Court

SOCIAL SERVICES COMMITTEE



SOCIAL SERVICES COMMITTEE

Standing L to R: Sylvia Stern, Frank Monteleone

Seated L to R: Jerry J. Hunt, Chair, Annie L. Davis

SOCIAL SERVICES COMMITTEE

PURPOSE

Within the Charge of the Grand Jury, the Social Services Committee made commendations/recommendations and took necessary actions commensurate with the expressed goals and areas of concern set forth by the Grand Jury.

BACKGROUND

The main concern of the committee was directed to the social issues of the City and County of Los Angeles, namely the poor, handicapped, elderly, and the homeless. The committee found these issues being handled by numerous organizations, departments, and other entities. This complicated the investigations and the focus of the various issues. However, as much as possible, the issues were narrowed to manageable proportions within the time constraints set by the Grand Jury term. For example, the housing issue involves the county and the cities, so only the Housing Authority of the City of Los Angeles public housing units was selected. Furthermore, the senior citizens issue was focused on the In-Home Support Services. Three issues, the Homeless, Low Income Housing, and Senior Citizens, were the subject of audits by Deloitte Haskins & Sells and are in much greater detail in separate reports.

AREAS INVESTIGATED

A. HOMELESS

FOCUS/ISSUE

The focus of this study was to determine 1) the estimated size and characteristics of the homeless population, 2) public and private involvement in service delivery, 3) the best approach to deliver services, and to identify 4) organizations best equipped to provide leadership. The Grand Jury perceived a lack of coordination among the numerous agencies providing services to the homeless and noted that the provision of service is fragmented and has not solved the problem.

METHOD OF INVESTIGATING

Personal interviews were conducted with representatives of local government, coalitions, the legal community, service providers, homeless people and others involved in homelessness. Documentation was reviewed concerning homelessness, including two current lawsuits, studies, task force reports, service provider listings, grant applications, newspaper and magazine articles and general relief application materials. Site visits were conducted to areas where large concentrations of the homeless exist, general relief offices, medical facilities, shelters and missions. Written questionnaires were mailed to over 100 providers of service to the homeless and over 30 were returned.

FINDINGS

- Los Angeles County has the largest homeless population in the country, estimated to number approximately 35,000 men, women and children.
- If inadequately housed people are included in the number of homeless, the above figure would increase an estimated ten times.
- Estimates of demographic characteristics of the homeless include:
 - 40% families with children
 - 40% veterans
 - 33% mentally ill
 - 25% employed full-time but not earning enough to afford housing

These figures total more than 100 percent due to overlap between groups.

- Families with children are the fastest growing segment of the homeless population.
- Increasing poverty in the United States, along with massive federal cuts over the past eight years in programs for education (which was cut 57%), social services (cut 37%), employment training (cut 73%), health care (cut 42%), community development (cut 66%), and housing (cut 70%) contributed to the increase in homelessness.
- The United States Department of Housing and Urban Development found that in 1987 the average cost for a studio apartment in the county was \$530 a month. At minimum wage a person's before-tax income was \$580 a month.
- The County's General Relief program is the primary entitlement program for the homeless but is very complicated and difficult to apply for. Even if one does successfully manage the system, not meeting one of many requirements causes the imposition of a 60-day sanction on a recipient who then cannot receive any funds, food or shelter through general relief for two months.

- Public sector involvement in services to the homeless included programs funded or operated through many county departments, through several City of Los Angeles agencies, through smaller cities such as Long Beach, Pasadena and Santa Monica and through several state agencies. The federal government also provides significant funding for homeless programs.
- Almost all shelters and food banks serving the homeless are operated by private sector agencies. The private sector is also involved in homelessness through homeless coalitions, non-profit services such as medical clinics and advocacy centers and fund-raising groups such as Greater Los Angeles Partnership for the Homeless and Building a Better Los Angeles.
- Existing shelters offer several levels of service from a basic needs model (a bed and a meal) to transitional services (bed, meals, employment training, social services, etc.).
- A 1986 United Way study found a serious lack of shelter beds and services for the mentally ill, single women, youth, and families, as well as an overall underserving of shelter and food needs.
- Approximately 5,000 shelter beds are currently available to the homeless throughout the county.
- Los Angeles County is the residence of 52 percent of all indigents in the state, placing a significant burden on the general relief system which is totally county-funded.
- Low income housing is seriously lacking in the county and is seriously impacted by the large immigrant influx, Los Angeles absorbing approximately 25 percent of all immigrants to the United States.
- Health care, dental care, child care, food, clothing, alcohol/drug treatment, job training and education are lacking for the homeless.
- Services are fragmented and evidence a lack of case management, comprehensive provision of services to meet a variety of a homeless person or family's needs.
- Most resources are currently being directed to short-term needs and thus create a lack of transitional services -- housing, money management and living skills necessary to permanently end a person's homelessness.
- A recent survey defined poverty and homelessness as the United States populations' second highest concern.
- Locally, the Los Angeles County Board of Supervisors is the best entity to provide leadership on the issue of homelessness.

COMMENDATIONS

1. The Grand Jury commends the many shelter providers and others who provide services to the homeless and who work in poor conditions for low pay. The dedication and involvement over a long period of time of many of those interviewed is outstanding.
2. The Grand Jury commends the City of Santa Monica which is in the forefront of providing leadership services and housing to the homeless.
3. The Grand Jury commends staff within the Los Angeles County Departments of Mental Health, Health Services, Public Social Services, Veterans Affairs, Community and Senior Citizens Services, Children's Services and Community Development for their many efforts to assist the homeless.
4. The Grand Jury commends the City of Los Angeles Community Redevelopment Agency for creating the Skid Row Development Corporation and assisting in provision of affordable housing and shelter services through funding of Shelter Partnership and others.
5. The Grand Jury commends the City of Los Angeles Community Development Department for assisting in the creation of a homeless policy.
6. The Grand Jury commends United Way for funding key organizations and conducting research on the issue when the problem first mushroomed, as well as for convening the important "Public Officials' Dialogue."
7. The Grand Jury commends the Unitarian Universalist Society of Sepulveda for accepting the installation of City of Los Angeles mobile trailers for the homeless on their property.

RECOMMENDATIONS

1. The Grand Jury recommends that the Board of Supervisors enhance the needs of the homeless by designating advocates of the homeless on each of its staff.
2. The Grand Jury recommends that the Board of Supervisors provide leadership to the County, City of Los Angeles, as well as other cities, by:
 - Creating a Board of Supervisors' administrative position to provide advocacy, lobbying and development of policies related to affordable housing, child care, job training and other issues related to homelessness and
 - Supporting legislative initiatives that establish needed services for the homeless even when such initiatives are deemed politically unpopular.

3. The Grand Jury recommends that the Board of Supervisors reexamine housing programs to develop funding to supply affordable housing specifically addressing the needs of people with very low incomes. Other aspects should include developer contributions per project square footage to a housing trust fund, inclusionary zoning (which is a minimum number of affordable units in each area), and density incentives (which are extra density incentives to developers to provide a percentage of units for the very low-income and for the handicapped).
4. The Grand Jury recommends that the Board of Supervisors provide space and/or seek increased funding for provision of services to the homeless for:
 - Outreach, particularly to veterans, women, and the mentally ill, and discarded youth
 - Case management (monitoring, arranging for and assessing comprehensive services for a homeless person/family)
 - An increase in shelter beds -- by 1990, United Way has projected a minimum requirement of 13,000 shelter beds.
5. The Grand Jury recommends that the Board of Supervisors implement a pilot program to create neighborhood or regional service centers for intake and referral of all homeless people. Each homeless person or family's needs would be comprehensively assessed at these centers and provided services on site, when possible.
6. The Grand Jury recommends that the Board of Supervisors establish a pilot program using a mobile trailer to provide outreach and referral to the homeless.

NOTE: For the full text of this contract audit report, see the bound volume in the Grand Jury Office.

B. LOW-INCOME HOUSING

FOCUS/ISSUE

The purpose of this study was to conduct a review of the conventional housing program of the Housing Authority of the City of Los Angeles (hereafter the Authority). The Grand Jury is interested in the current state of public housing. The Authority was selected as a case study because it is the largest provider of that service within the county.

METHOD OF INVESTIGATING

The investigation was conducted by reviewing major Authority documents, such as the Policies and Procedures Manual, Federal Department of Housing and Urban Development (HUD) Work-Out Plan, Five-Year Modernization Plan, HUD and independent audit reports, and private consultant reports. More importantly, however, the study included extensive interviews with the Authority staff, board members, and tenants. This component of the study plan helped meet the following objectives to

- Identify and understand the many facets of major issues or problems
- Review steps taken at various levels in the Authority's hierarchy to affect those situations
- Assess the effectiveness to date of strategies designed to overcome those issues and problems.

FINDINGS

The Authority currently operates 8,552 conventional housing units spread among 21 different developments. The Authority is undertaking a transition from a highly decentralized organization to one emphasizing centralized control and decision-making. This reorganization is intended to overcome operation deficiencies identified in several audits conducted by HUD and independent auditors. Those audits criticize the Authority for significant differences in quality and availability of housing provided among the several conventional sites. At the same time, the Authority is addressing other issues impacting its ability to efficiently and effectively provide public housing; key among these is the safety and security of both tenants and staff at the various sites.

In general, the Authority has moved in a positive direction to overcome existing operational and organizational deficiencies. For instance, the HUD Work-Out Plan is a good document for displaying how the Authority has developed a plan of action for identified issue areas at a very specific level of detail. However, resource allocations required to overcome some problems, such as capital funds needed to maintain or upgrade the housing stock, have historically not kept pace with demand.

With very few exceptions, staff at the Authority are dedicated to the mission of providing safe, sanitary, and affordable housing. Generally, staff have supported the reorganization and HUD Work-Out Plan designed by the executive director and approved by the board of commissioners. However, a significant number of both staff and tenants disagree with various elements of the Work-Out Plan and the reorganization. Most, if not all, of the internal opposition seems to reflect a resistance to change. This disruption has had an impact on the reorganization's effective implementation and on the Authority's ability to provide safety and security for both staff and residents.

The management reorganization seems an appropriate and effective means of achieving two of the Authority's objectives: to desegregate the conventional sites and to more efficiently and effectively manage the maintenance of those sites. Implementation has created some short-term problems. For instance, new roles and responsibilities were not clearly defined and communicated to staff, tenants, and the public. In addition, staff workload capabilities were not fully analyzed before making significant shifts in responsibility.

Centralizing the Authority's maintenance resources provides greater flexibility in reacting to priorities. The major new tool here is use of the "task force," which allows short-term reallocation of staff, typically by trade type, to overcome certain maintenance problems. Unfortunately, this strategy cannot be applied to major capital improvements because of staff limitations. It also creates some friction among staff at different sites because of differing priorities. Development managers are often involved in discussions about maintenance priorities because roles and responsibilities for maintenance activities are not completely defined and communicated, and the managers are still, ultimately, responsible for conditions at their development.

Through their own admission, Authority staff felt the single most important issue facing the Authority is the interrelated drug and crime problems evident at all conventional sites. Yet, it is the one problem they are least capable of affecting. The Authority has focused, and continues to focus on, the crime problem and the resulting impact of the safety and security of their staff and tenants. A small force of sworn officers, involvement by the Los Angeles Police Department (LAPD), and investment in several capital improvements, attest to the Authority's concern. Yet the real nature of the situation is beyond the bounds of the Authority's responsibility and ability to correct. Therefore, while the issue is discussed in the report in greater detail, it was not analyzed exhaustively.

COMMENDATIONS

1. **The Grand Jury commends the Authority for its efforts to assist tenants in developing a social services center at Ramona Gardens.**
2. **The Grand Jury commends the Authority staff, Los Angeles Police Department, and the Los Angeles City Council staff for their efforts to provide social and recreational activities for youths residing within the Authority developments.**

RECOMMENDATIONS

Recommendations from the review fall into three areas: management, maintenance, and safety and security. The recommendations as presented below, and in the report, are prioritized within each category by importance to the Authority.

Management

1. The Grand Jury recommends that the Board of Commissioners' agenda be limited to Board actions and reports by the Executive Director and Housing Authority Resident Advisory Council representative.
2. The Grand Jury recommends that the Board committees become the main forum for development of the Authority's long-term direction.
3. The Grand Jury recommends that the Director of Project Management vacancy be filled as soon as possible, and the Executive Director appoint an Acting Director until a permanent replacement can be found.
4. The Grand Jury recommends that regular monthly meetings of development managers be scheduled, beginning immediately, to focus on operations, policies, and other appropriate issues.
5. The Grand Jury recommends that the Authority immediately begin updating the Policies and Procedures Manual to reflect the impact of centralizing the applications and maintenance functions.
6. The Grand Jury recommends that the Board of Commissioners restructure the tenant advisory groups so that Housing Authority Resident Advisory Council members are elected and appoint one of their own as a Housing Authority Resident Advisory Council representative.
7. The Grand Jury recommends that the Authority move as quickly as possible to implement the computerization priorities addressed in independent consultant reports.
8. The Grand Jury recommends within the next six months, the Authority conduct a study to determine the resource requirements of the applications and recertification activities, to include a work measurement study of the Development Manager, Eligibility Interviewer and Tenant Relations Assistant titles.
9. The Grand Jury recommends Application Centers continue to address the vacancy problems in the South Central developments as part of an ongoing plan of action.

Maintenance

10. The Grand Jury recommends that the Authority require the Maintenance Director's approval of modernization plans before contracts are awarded.
11. The Grand Jury recommends that the Authority conduct a pilot paint program at a selected development that allows tenants to paint the interior of their units using Authority-supplied materials.

12. The Grand Jury recommends that the Authority consider creating a Maintenance Apprenticeship job classification as a method of permanently retaining a few participants from the Tenant Employment Program.
13. The Grand Jury recommends that the Authority conduct a study to determine the resources required for a preventive maintenance program, including a definition of need for maintenance staff by title.
14. The Grand Jury recommends that before a preventive maintenance program is begun, the Authority undertake a study to determine the requirements needed, beyond existing staff, to eliminate current backlogs.
15. The Grand Jury recommends that a preventive maintenance program be limited to sites that have gone through the Modernization Program.

Safety/Security

16. The Grand Jury recommends that the Authority reexamine its policies regarding security, specifically, comparing and contrasting an in-house force with having all services provided by the Los Angeles Police Department.

NOTE: For the full text of this contract audit report, see the bound volume in the Grand Jury Office.

C. IN-HOME SUPPORT SERVICES PROGRAM EVALUATION

FOCUS/ISSUE

The area investigated was the In-Home Support Services (IHSS) Program within Los Angeles County. The IHSS Program is a State of California mandated program designed to enable needy aged, blind and disabled persons to remain in, or return to, their own homes and to help maintain and enhance their capabilities for self-care by funding Providers to perform home management and self-care functions which recipients could not do themselves.

The IHSS Program is implemented and monitored through the Los Angeles County Department of Public Social Services (DPSS) under a Board of Supervisors/State of California-approved plan. The IHSS Program runs under statutory authority from a number of federal and state acts. The IHSS Program uses an individual Provider method of delivering services so that the recipients may purchase authorized services on their own behalf from a Provider of their choice. Needed services are determined by the assigned DPSS Social Worker and are authorized up to a State of California mandated monthly maximum amount.

All of the IHSS Program recipients are automatically eligible for Medi-Cal. A majority are also on Supplemental Security Income (SSI) and State Supplemental Payment (SSP).

There is currently an average of 515 Social Workers, office and administrative personnel involved with the IHSS Program. Los Angeles County is divided into two regions (east and west) with eight offices in the East Region and six offices in the West Region.

The Los Angeles County Grand Jury contracted with Deloitte Haskins & Sells (DH&S) to examine the methods used by the county to provide and manage the IHSS Program and related costs. The specific issues the Grand Jury wanted reviewed were:

- How effective is the IHSS Program in managing services within a pre-established cost framework?
- How efficient is the IHSS Program under the same pre-established cost framework?
- How effective is the individual Provider method of delivering the authorized services?
- Why is the county portion of the IHSS Program growing in terms of support and dollars?
- What is the adequacy of current operating procedures?
- What is the degree of recipient satisfaction with the IHSS Program?
- What are the fiscal constraints of the IHSS Program?
- What are other Southern California counties doing to implement the IHSS Program?

DH&S was also asked to comment on the recent actions regarding the unionization of the service providers within Los Angeles County, and methods of identifying recipient abuse incidents to IHSS/DPSS authorities.

METHOD OF INVESTIGATING

The methodology used in gathering and analyzing the data was implemented using a multi-dimensional approach. First, a literature search was conducted to obtain pertinent documents, reports, memoranda, manuals, and forms that are used in the policy formulation and implementation of the IHSS Program. The second methodological tool used was interviewing. DPSS administrative and office personnel were interviewed as well as field personnel, Social Workers, Providers, budget personnel, State of California Department of Social Services personnel, and IHSS Program staff. Social Workers and Providers from the north, central, and southern portions of the county were chosen at random.

Attempts to interview recipients were not as successful. Most recipients were unwilling to be interviewed. Recipients felt that their privacy would be compromised if they were interviewed. There were other reasons as enumerated in the report.

The third methodology used was to interview and analyze what other Southern California counties are doing with the IHSS Program. A matrix was developed for purposes of comparison and analysis.

FINDINGS

1. The effectiveness of providing services to eligible recipients of the IHSS Program within the current cost constraints as mandated by the State of California seems to be satisfactory, as evidenced by 99 percent of the recipients getting the care they need within stated budgets and the IHSS Program meeting its goals and objectives as set by the law.
2. Many recipients have trouble with the IHSS Program because of the difficulty in keeping or locating Providers. Since most Providers only receive \$3.72 per hour, there is a lot of provider unreliability and turnover. However, there are a few community programs that attempt to bypass this problem by paying a higher wage for Providers. Such a program is in Long Beach entitled the Family Services Homemaker Program. Also, new legislation pushing minimum wage to \$4.25 per hour might have some impact in this area.
3. Recipients drop out of the program due to the paperwork needed to pay providers. While this is a necessary process, it seems to be a bit complex and may be too much for many IHSS Program recipients.
4. The county cannot run the IHSS Program efficiently with the administrative costs the state pays it, and so the county must fund additional monies from the county general fund. Thus, regional service administrators must supervise over 100 people with an administrative staff of only two or three, due to the lack of administrative funds.
5. Recipients hire, monitor, and fire their own Providers. Over one-half of the Providers are friends or family members. They are paid twice per month directly from the state by way of payroll forms the recipients fill out and mail in.
6. There is a problem with Providers and access to them. The IHSS Program keeps a Registry of Providers, yet this Registry is voluntary in nature and has shown to have many Providers on it that do not have room for additional clients. Many Providers are not on the Registry. There also seems to be little communication between Social Workers and Registry staff concerning the usefulness of the registry.

It was expressed by IHSS Program staff at all levels that IHSS is a program that operated smoothly and efficiently in its current procedures. However, a few areas were noted for possible action.

7. There is a lack of a public information campaign regarding the IHSS Program both for recipients' information and/or to make possible providers aware of potential jobs available.

8. Social Workers spend a lot of their time disseminating general information to recipients regarding county or other services.
9. The caseload for county Social Workers is high, at an average of 216.
10. A need for a uniform assessment procedure for recipient needs was noticed. This, however, was said to be under study and forthcoming.
11. IHSS Program Social Workers are only required to visit clients once per year, unless otherwise medically indicated. This should be changed to cover more visits per year.
12. While attempts to interview recipients were made, they were unwilling to be interviewed. However, we can say that recipients are fairly satisfied with the IHSS Program for a number of reasons. First, there have been very few complaints about the IHSS Program itself. Secondly, there has been no large dropout rate due to dissatisfaction with the IHSS Program (besides the paperwork problem as mentioned earlier in the report). Third, IHSS Supervisors do randomly contact recipients once per month to discuss their satisfaction with the IHSS Program. However, no large scale satisfaction survey is done by the IHSS Program on recipient satisfaction.
13. Federal and state law controls the funding levels and county appropriation for the IHSS Program.
14. Ninety percent of the money comes from the state and ten percent comes from the county when they exceed the base of \$99,195,685. A specific formula is developed for exact amounts.
15. The county receives monies for administrative costs from a County Services Block Grant Title XX. However, the county cannot run the IHSS Program adequately on the money they receive from the state, so they must allocate additional county funds for administrative costs which are not reimbursed from the state.
16. In fiscal year 1986-87, the county's share was \$7,484,172 with a total IHSS Program allocation of \$174,037,406.
17. There is a pending lawsuit to determine who is the employer of the Providers and whether they can be unionized. DH&S did not study this issue at this time.
18. The IHSS Program itself does not have a recipient abuse process.
19. DPSS maintains a 24-hour hotline which anyone can call to report abuse of the elderly. Because this hotline services all the DPSS programs, there are no statistics as to what program people are from when they call.

RECOMMENDATIONS

1. The Grand Jury recommends that the Department of Public Social Services investigate and encourage alternative Provider supply programs to recipients such as the Long Beach Family Services Program.
2. The Grand Jury recommends that the county advise the state to simplify their task hour ratio and round off to whole numbers all tasks.
3. The Grand Jury recommends that the county encourage the state to update and revise its administrative costs formula, and thus, fund the extra administrative expenses the county must now absorb.
4. The Grand Jury recommends that the Department of Public Social Services have regions further broken down into other regions or subdivided with a proper supervisory to worker ratio developed. Current supervisors need to be supplemented with assistance to help in the areas of systems and programmatic help. Office units need to be consolidated where appropriate to help with supervisory operations.
5. The Grand Jury recommends that the Department of Public Social Services modify the Provider Registry to account for the number of hours each Provider is available for service, and to actively seek Providers to include on the Registry.
6. The Grand Jury recommends that the Department of Public Social Services develop and initiate avenues for formal communication between registry staff and Social Workers concerning the operation of the Provider Registry.
7. The Grand Jury recommends that the Department of Public Social Services determine the viability of developing a public information effort to the general public to identify opportunities for both recipients and Providers.
8. The Grand Jury recommends that the Department of Public Social Services provide a targeted campaign to solicit Providers.
9. The Grand Jury recommends that the Department of Public Social Services provide general training to individual Providers on basic private and publicly offered services that are available to recipients.
10. The Grand Jury recommends that the Department of Public Social Services management take particular interest in lowering the number of cases per Social Worker, as in the IHSS Program caseload study. The Grand Jury further recommends that the Department of Public Social Services look at the effect their recommendations will have on operations.

11. The Grand Jury recommends that the Department of Public Social Services initiate a confidential written recipient satisfaction evaluation of the IHSS Program to all recipients of the program. This survey is to be conducted by a third party for independence and validity of the results.
12. The Grand Jury recommends that the Department of Public Social Services keep statistics on the hotline to identify those individuals involved in the IHSS Program.

NOTE: For the full text of this contract audit report, see the bound volume in the Grand Jury Office.

D. VOUCHER HOTELS

County-City Coordination for enforcing compliance by Voucher Hotels

FOCUS/ISSUE

The focus was to follow up on a 1986-87 Grand Jury recommendation relative to conditions of hotel rooms that are provided homeless persons through the use of vouchers provided by the County of Los Angeles.

METHOD OF INVESTIGATING

The committee met with the Department of Public Social Services (DPSS) representatives who gave an overview of the issue, including how voucher hotels are placed on the approved county list, as well as how they are deleted. The other departments involved in the inspection and reporting of minimum standards are the Department of Health Services, Building and Safety Department of the City of Los Angeles, and the Los Angeles City Fire Department. Next, the committee visited parts of the downtown Skid Row area of Los Angeles and several hotels that accept vouchers for single room occupancy. Once this was accomplished, a meeting was set (November 5, 1987) at the Grand Jury office to review past and current procedures.

The following personnel were in attendance:

Servando Lozano, Department of Health Services, Environmental Management
Arthur Tilson, Department of Health Services
Emanuel Schweid, Chief Environmental Health Officer, Department of Health Services
Richard Holquin, City of Los Angeles, Building and Safety
Art Johnson, City of Los Angeles, Building and Safety
Carol Ybertsea, County Counsel Paralegal
Daniel Castaneda, Los Angeles City Fire Department

Sharon Exborough, Law Firm of Irell and Manella
James L. Carney, Los Angeles City, Building and Safety
Dave Bougea, Department of Public Social Services, Vendor-Voucher Office

Other documents, such as Superior Court of State of California for the County of Los Angeles case #C523361, *Paris vs County Board of Supervisors*, filed January 2, 1987, were reviewed.

FINDING

Many hotels in the Skid Row area being used by the voucher system are bordering on marginal conditions insofar as strict health and safety criteria are concerned; however, a consideration must be made of the age and general conditions of some buildings, as well as the "wear and tear" induced by the clients. Some are repeatedly written up for various code violations, and in some cases, landlords (sometimes called "slumlords" by the media) must be taken to court for resolution of these violations. Maintaining the proper standards is a continuing problem which must be aggressively pursued by all concerned. At the Grand Jury committee meeting with appropriate city/county officials and attorneys, there appeared to be agreement that current procedures and coordination are adequate. The Los Angeles County Counsel and the plaintiff's law firm of Irell and Manella have indicated on the telephone (to the chair of the Social Services Committee on February 9, 1988) that the current litigation is coming to a satisfactory conclusion. The details of the stipulation and agreement are outlined in case #C523361. Media coverage and public concern suggests that this issue should receive special attention until the substandard conditions of voucher hotels improve. There also appears to be a voters' initiative underway for the November 1988 election which, if passed, should strengthen the code standard laws and increase the fees imposed for code violations.

COMMENDATION

The Grand Jury commends the members of the City of Los Angeles Building and Safety, Fire Department, the County of Los Angeles Department of Health Services, County Counsel, Department of Public Social Services and the law firm of Irell and Manella for the close cooperation extended to the members of the Grand Jury.

RECOMMENDATION

The Grand Jury recommends that the Los Angeles County Chief Administrative Officer designate an appropriate county department to conduct a meeting semi-annually among appropriate county/city departments, to include county counsel, to examine the adequacy of established procedures, and county/city coordination for enforcing code compliance of voucher hotels. It is recommended that status reports be made to the Board of Supervisors on a regular basis until the meeting participants determine that the coordination meetings are no longer required.

E. IMMIGRATION/AMNESTY

FOCUS/ISSUE

The focus was on examining the progress of the Immigration Reform and Control Act of 1986.

METHOD OF INVESTIGATING

The committee met with Sue Frauens, Deputy City Attorney, Los Angeles City Attorney's Office, who is assigned to the Consumer Protection Division, and received an overview of various aspects of the program and progress to date. In addition, the committee received information brochures and, of course, a vast amount of news media information.

FINDING

First, the new act attempts to encourage illegal aliens living in the United States since January 1, 1982, or farm workers who have worked in the fields for 90 days during 1986, to apply for legal residence by presenting appropriate documents to the Immigration and Naturalization Service (INS). Secondly, it hopes to discourage employers from hiring undocumented workers. The legalization program started May 5, 1987 and ends May 4, 1988.

In the Los Angeles area a task force was formed by the City Attorney to coordinate law enforcement response to reports by aliens on false and deceptive advertising, con-artists and unscrupulous legal professionals, notario publicos, and immigration consultants. Some reports have pointed to long delays at processing centers, low turn out of applicants, especially oriental groups, and slowness to resolve questions relating to interpretation of the law. Other adversarial points of view point to the high cost of undocumented persons in the area of tax burden, welfare assistance, jobs, crime and health facilities.

This federal program is working pretty well according to some INS officials who point out that apprehensions at the United States/Mexican border have dropped some 30 percent in 1987 from the 1986 figures, and that employer compliance has improved. The denial rates of the applications are reported as low as three percent. The INS reported early in 1988 that some 1.1 million aliens had applied for general amnesty, as well as 320,000 agricultural workers. Others estimate that not even half of those eligible will apply. This apparently stems from the suspicion that they could be deported in spite of the guarantee of confidentiality of information provided. Though advocates of legalization point to the issue of providing "quality of life" advantages for the poor, it would appear that the long term impact of the law still remains unclear. The Grand Jury recognizes that since this program is essentially managed and controlled by the federal government, that this does not fall within its legal jurisdiction, and, thus, makes no recommendations.

ORIENTATION COMMITTEE



ORIENTATION COMMITTEE

Standing L to R: Annie L. Davis, Jerry J. Hunt, Miyo Himeno

Seated L to R: William R. Downs, Hazel McIntosh, Chair

ORIENTATION COMMITTEE

PURPOSE

The purpose of the Orientation Committee was two-fold: provision of a significant April orientation session for those potential grand jurors randomly selected by the Superior Court in April 1988; and provision of an improved and extended June orientation for those 23 grand jurors and four alternates selected through the Superior Court's second drawing in June.

BACKGROUND

The 1985-86 Los Angeles County Grand Jury recommended that incoming grand jurors be given some orientation as to their duties and responsibilities prior to the swearing-in ceremony. This would help them become effective earlier in their tenure. The 1986-87 Grand Jury held two orientation sessions for the 1987-88 Grand Jury.

It was decided a committee should be established and on February 4, 1988, the Orientation Committee was formed to develop and implement the orientation programs in April and June. It was comprised of jurors who volunteered to serve on this committee in addition to their primary duties.

AREAS INVESTIGATED

The Grand Jury Organization Committee had carried out the foundation steps toward providing an orientation program.

Early in the 1987-88 term, a number of Los Angeles County Grand Jurors attended the three-day Grand Jury Exchange Seminar in Modesto and/or the one-day California (Past) Grand Jurors' Association Summer Seminar in Los Angeles. On their return, individual reports were made in order that the entire Grand Jury might benefit.

The Grand Jury Organization Committee began its work about this time . . . understanding how grand jurors orient themselves through opportunities to attend recognized seminars outside the grand jury and reviewing and considering the current Grand Jury's impressions with respect to the half-day and full-day orientation programs provided before its impanelment. That committee also discussed, with a member of the 1986-87 Grand Jury, their final recommendations for a more in-depth orientation of the incoming grand jurors and alternates. In addition, that committee reviewed the recommendations and agendas from two other counties for ten-day orientation sessions prior to impanelment.

With this background, the Grand Jury Organization Committee developed a draft agenda and received concept approval from the Grand Jury for a four-day orientation of incoming grand jurors in June, 1988. The committee furnished specific background resource for consideration of the extended orientation period by the Judges' Grand and Trial Jurors' Committee. Subsequently, approval was received to "prepare and conduct the four-day orientation on an experimental basis," with funding approved by the County Clerk/Executive Officer of the Superior Court. An invitation was extended to Dr. Bruce Olson, Executive Director of the newly-formed American Grand Jury Foundation and Coordinator of the nine-year-old Grand Jury Exchange Seminars, to be the featured speaker on the opening day of the June orientation.

Following formation of the Orientation Committee, two orientations were planned and conducted: a one-day session for the 50 grand jurors selected by the first drawing and a four-day session for the 23 regular and four alternate jurors selected by the final drawing.

A. INITIAL ORIENTATION SESSION

FOCUS/ISSUE

The purpose of this orientation session was to inform potential jurors as to the scope of duties and to the commitment in terms of dedication and time. The intent was to improve the probability of the county impaneling a cadre of civic-minded and work-oriented jurors.

METHOD OF INVESTIGATING

The committee's initial responsibility was to confirm candidate dates for the orientation sessions, coordinating with the Office of Juror Management, considering the logistics, and establishing when the desired room would be available. The next action was to agree on the purpose of the orientation (see Focus/Issue above), stressing "commitment" and "responsibility."

The committee viewed the video tape from the 1986-87 Grand Jury Orientation and critiqued it. The committee met with the assistant director of Juror Management to view the facilities that would be used and discussed plans for meeting times, refreshments, and video recording options.

The committee held several meetings to determine operational procedures for recommendation to the Grand Jury for decision.

It was decided to hold the orientation in the Hearing Room, No. 1140, in the Hall of Records on April 19, from 9:00 a.m. to noon. Attendees arrived at 8:30 a.m. to register, at which time they were served coffee. There was a break at 10:30 a.m. for refreshments. Parking was provided.

Presentations were made by the foreman and individual committee chairs. A short question and answer period followed each chair's presentation. The Chair of the Orientation Committee moderated the session. Each speaker was allowed eight to ten minutes for speaking and three minutes for questions and answers.

The orientation provided information on the less familiar aspects of grand jury functions. This helped those selected in the first drawing decide if they really wanted to commit themselves to the task ahead while there was still time to withdraw.

Each chair discussed his/her committee's activities covering certain aspects to ensure that the prospective jurors understood the need for commitment. This emphasized the amount of work involved in performing the investigative duties. It further established that primary effort involves investigations of county government functions with only a small portion of the time involved with indictments. It stressed the need for enthusiasm, cooperation, and inquisitiveness in maintaining the required level of commitment. It also stressed the need for reading and writing skills and the desirability for showing leadership and responsibility. The need of setting aside personal business activities for the year and the prospect of allowing only a common period for grand jury vacations was mentioned.

Name tags of two different colors were prepared for grand jurors and prospective jurors giving their names and home communities. The agenda listed names of the committees and the members.

The half-day April session was recorded on video for a) use by prospective grand jurors who missed the session and b) for review and evaluation by later orientation committees.

B. FINAL ORIENTATION SESSION

FOCUS/ISSUE

The purpose of this orientation session was to provide additional information about grand jury functions, commitment, responsibilities, duties, and relationships. Another ingredient was a review of the agencies within city/county government. This orientation emphasized the need for enthusiasm, cooperation, and inquisitiveness. An opportunity was provided for questions and answers.

METHOD OF INVESTIGATING

The method was a repeat of that for the initial orientation session.

FINDINGS

It was found that the only facility available for June 13-15 was room B-1 on the basement floor of the Hall of Administration.

The first day's meeting was held there from 9:15 a.m. to 4:00 p.m., with registration at 8:30 a.m. Lunch was provided in the dining room in the County Courthouse. The session included presentations by Dr. Bruce Olson, Executive Director, American Grand Jury Foundation and by the Honorable Richard P. Byrne, Presiding Judge of the Superior Court. Dr. Olson publicized the opportunity to obtain information from statewide grand jury experience by participating in the Grand Jury Exchange Seminars.

The second and third day sessions took place in the same facility from 9:00 a.m. to 1:00 p.m. with refreshment breaks. Presentations at these meetings were given by the 1987-88 Grand Jury Officers' Cabinet and committee chairs or their designees. Special areas of information that were considered significant were assigned to committee chairs for weaving into their presentations.

On the fourth day, June 16, orientation was held in the Criminal Courts Building facilities of the Grand Jury where incoming jurors were familiarized with the areas where the grand jury works, the location of emergency provisions, and features of the surrounding area. This permitted an opportunity for individual exchange on a one-to-one basis. A light buffet was provided.

Portions of the four-day June session were recorded on video for a) use by incoming grand jurors who missed the session and b) for review and evaluation by future orientation committees.

It is suggested that Los Angeles County Grand Juries continue the practice of establishing a separate committee to prepare and conduct orientation programs for incoming grand jurors.

APPENDIX

REFERENCES

- Final Report, 1985-86 Los Angeles County Grand Jury
- Peat, Marwick, Mitchell & Co.'s report on *Effectiveness of Grand Juries*, January 18, 1982
- Review of video tape of April 23, 1987 Grand Jury orientation, February 12, 1988
- Meeting with Juanita Blankenship, Assistant Director, Juror Management, concerning logistics, February 29, 1988
- Facilities review in Hall of Records, Hall of Administration, and restaurant in County Courthouse, February 29, 1988
- Meeting with Juanita Blankenship concerning agendas, March 22, 1988
- Meeting with Dr. Bruce Olson, Executive Director, American Grand Jury Foundation, March 23, 1988
- Review of video tape of June 12, 1987 Grand Jury Orientation, April 26, 1988

GRAND JURY GUIDELINES COMMITTEE

10/10/10

10/10/10



GRAND JURY GUIDELINES COMMITTEE

Standing L to R: Sylvia Stern, Paul O. Wirth, Mary C. Berg,
Carolyn Murphy Milner, John R. Burnett

Seated L to R: Jerry J. Hunt, Rene M. Wilson, Chair, William R. Downs

GRAND JURY GUIDELINES COMMITTEE

PURPOSE

The purpose of the Guidelines Committee was to develop a manual of suggested procedural guidelines for use by future Los Angeles County Grand Jurors.

BACKGROUND

By the nature and organization of California Grand Juries, the body of 23 citizens are relatively free and independent to establish administrative and operational procedures with little outside direction. Essentially the body is presented with its Charge by the supervising judge on the first day. It has been the custom that early in the term the legal advisor conducts information sessions wherein rules affecting criminal hearings are discussed. In addition to this guidance, the jurors are provided descriptions of certain laws that pertain to the administration of justice, and are suggested internal administration and operational procedures. Armed with this guidance, the Grand Jury, led by the foreperson, and assisted by the legal advisor, meets as a body, using Robert's Rules of Order, and establishes specific policies and procedures intended to be followed for the current tour of duty. Though this current grand jury has been quite successful in developing adequate and effective policies/rules, it was proposed that a new consolidated procedures manual was needed. This is especially important because a new grand jury is pressed for time to become trained and is faced with citizens complaints, and many other legal and civil matters from the first day of duty. A consultant was engaged to aid in creating a suggested guideline document. This consultant is an experienced lecturer and writer and has much valuable experience in dealing with orientation of grand juries throughout California. It was firmly established from the beginning that this would be a suggested guide for internal use by the grand jury. It is not meant to be directive in nature; each grand jury is free to establish its own policies/procedures as they see fit.

METHOD OF MANUAL DEVELOPMENT

A committee of eight was established with the consent of the total grand jury. The contract asking for suggested guidelines, deliverable items, and detailed schedules was approved by the county. Questionnaires were mailed to Los Angeles County Grand Jurors of the past three years asking for ideas on content of the Grand Jury Guidelines. Some ideas resulting from the survey were incorporated into the Grand Jury Guidelines. The committee met with the consultant six weeks after the project started to review objectives, to exchange thoughts as to the guidelines' potential, and to achieve the purpose. Committee work was governed by the receipt of deliverables and turn-around time. Full participation and agreement by committee

members in the comments returned represented discussion and agreement of the committee as a whole. Once the details of the manual were established and approved by the committee, the consultant completed and delivered two copies which were locally reproduced for current and 1988-89 Grand Jurors.

FINDINGS

The overall process of coordination, development, and printing was difficult since the communication between the grand jury and the consultant, whose office is in Modesto, California, depended primarily on telephone calls and the United States Mail. It was reaffirmed, through experience and committee deliberation, that newly assigned grand jurors can and do waste considerable time and duplicate much effort setting procedures and policies each year.

APPENDIX

Agreement between Los Angeles County and consultant, Bruce T. Olson, Ph.D., Grand Jury Exchange Seminar Coordinator, to develop *Grand Jury Guidelines* for the Los Angeles County Grand Jurors, signed February 9, 1988

Project Work Plan and Inventory, March 1988