

LOS ANGELES COUNTY GRAND JURY



FINAL REPORT

—OFFICE COPY do NOT remove—

1965

1965
LOS ANGELES COUNTY
GRAND JURY

PETER F. SCHABARUM, Foreman
MRS. HELEN B. RIMPAU, Secretary

R. J. ABERNETHY
LaVERN H. BRINKMAN
MEL H. BUETHER
ROBIN R. COLMAN
FERNANDO FIGUEROA
DENMAN P. GAMBILL
W. B. HELLER
MRS. SINCLAIR JARDINE
MRS. TOYOKO KANEGAI
DONALD E. McGRATH
MRS. MARJORIE K. MOUNT

EMERY S. PETTY
MRS. BETHANY H. SCOTT
JACK C. SHERRARD
MRS. WILLIAM G. SINN
MRS. MARTHA STOUT
ROBERT H. STREHLE
MRS. MARY H. TURNER
A. M. VELEZ
CHARLES H. WORTHAM
MRS. PATRICIA D. YEOMANS

548 Hall of Justice
Los Angeles, California 90012

December 15, 1965

TO: The Honorable Kenneth N. Chantry,
Presiding Judge of the Superior Court

The Honorable David W. Williams,
Criminal Court Master Calendar
Judge, Superior Court

Dear Sirs:

The 1965 Los Angeles County Grand Jury is pleased to submit herewith its final report.

It is always a signal honor and high responsibility to serve on the Grand Jury, but to have served during this significant year in our county's affairs was a privilege for which the members of this jury are especially grateful. Please accept this final report as a record of our stewardship.

We have striven to perform in accordance with the excellent charge you gave at our impanelment. At the same time, we have urged ourselves to exercise, within the limits of our authority and with due prudence, that initiative which ought to be shown by an alert and energetic group. In this we have leaned heavily on you. Thank you for the guidance and counsel you continued to provide throughout the year.

Our members wish to express their gratitude here to the judges who nominated them, and to voice the sincere hope that the confidence thus reposed in them is now held justified. I am particularly grateful to you for appointing me foreman.

Respectfully,
PETER F. SCHABARUM
FOREMAN

PREFACE

This report offers a tangible account of the activities of the 1965 Grand Jury. Our term of office has covered a momentous year in the history of Los Angeles County, one during which cool deliberation and objective thinking have been especially invaluable. This is the summation of our work.

The report is divided into three parts: Part I contains matter pertaining directly to the Jury and its members. Part II contains the separate reports of the various standing and special committees. And Part III is the Index to Recommendations by the Foreman and the committees.

Taking leave of the County family at the end of our tour of duty, we express here our gratitude for the opportunity to have served and we pass along to the incoming 1966 Grand Jury our compliments and best wishes.

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ACKNOWLEDGMENTS

For courtesies too numerous to recount in full here, the 1965 Grand Jury expresses its sincere gratitude to the following persons: Honorable Evelle J. Younger, District Attorney, Los Angeles County; the Honorable Kenneth N. Chantry, Presiding Judge of the Superior Court; the Honorable David W. Williams, Criminal Court Master Calendar Judge, Superior Court; Los Angeles County Supervisors (the Honorables Burton W. Chace, Frank G. Bonelli, Kenneth Hahn, Ernest E. Debs, and Warren M. Dorn) who received us; the Honorable Peter J. Pitchess, Sheriff, County of Los Angeles; the Honorable William H. Parker, Chief of Police, City of Los Angeles; Fred M. Henderson (deceased), Deputy District Attorney and Legal Advisor to the Grand Jury; his successor, John Howard; Joseph A. Gebhart, Investigator; Ward McConnell, Court Reporter; Pat Foley of the Los Angeles **Herald-Examiner**; Ron Einstoss of the Los Angeles **Times**; and Lila S. Boyd (deceased) and Johanna Friedrich, Secretaries.

We express our appreciation to the many officials of County institutions who cooperated with our visiting committees.

GRAND JURY: HISTORY AND FUNCTIONS

Since the 1965 Grand Jury has voted to contribute copies of this report to various libraries, schools, and colleges throughout the County, where it will be available especially to students, a brief explanation of the history and functions of the grand jury seems appropriate here. Present and future voters should be acquainted with the powers and activities of this group.

The beginnings were in Europe. We inherited our jury system from England. And the English, in turn, are indebted to the Normans who conquered Britain in 1066 and replaced much of the native Anglo-Saxon judicial system with methods they brought with them from France. This background is responsible for the use to this day of French adjectives to designate our two main kinds of jury: **grand** (French for "large" or "great") and **petit** (French for "small" or "petty").

The petit jury is the one the public knows best, because it is the type of jury to which most citizens are summoned for duty. The petit jury hears cases in superior and municipal court. The grand jury, on the other hand, is not a trial jury of that kind. Neither is it a court. Its responsibility instead is to consider matters coming before it and, by issuing indictments, to send to court for trial by a judge or petit jury those persons who, in its opinion, appear to have committed a crime. The grand jury also has other duties which will be discussed presently.

The name of King Henry II of England often arises in connection with the grand jury, but the exact extent of his original contribution is a matter we must leave to the historians and legal scholars. One fact seems certain, however—if this monarch, who is remembered for his judicial reforms, did not originate the grand jury (in his **presentment jury**), he at least was an early user of its services. Beginning in 1166, Henry set up 12-man juries in each "hundred" (an Anglo-Saxon community originally composed of one hundred warriors or heads of families, but later embracing several townships) and he made them responsible for reporting to his officials any crimes committed in their communities. Thus, the grand jury is at least 799 years old.

A grand jury consists of 23 persons chosen for one year's service from the citizens of the county which is served. In Los Angeles County, two prospective jurors are nominated by each Superior Court judge toward the end of the year. After these candidates (all of whom are distinguished for their public service and other qualifications) are interviewed, fingerprinted, and investigated, 34 of their names are drawn from a spinning drum in January

following. Next, comes the final drawing soon afterward: The first 23 persons whose names now are drawn from the group of 34 (minus any who have withdrawn or been excused) become the year's grand jury and are impaneled immediately. One juror is appointed foreman by the Presiding Judge of the Superior Court, and the group chooses one of its members as secretary. Initially, 139 persons were nominated in November 1964 for the 1965 Grand Jury; the final 23 jurors in L. A. County include 14 men and 9 women. The Grand Jury meets regularly several days each week in sessions that normally are secret. Fourteen jurors constitute a quorum.

As the separate committee reports in this book show, the 1965 Grand Jury has been concerned with many matters. One of these is the conduct and condition of County institutions. Thus, committees from the Jury visited and inspected jails, hospitals, and other institutions, in addition to listening to testimony in criminal matters in their own chamber. Grand juries are traditionally active in these areas. Explaining this, Winston W. Crouch *et al* in their book **California Government and Politics** (2nd ed., p. 188) make the following statement: "Because grand juries are concerned with only a small percentage of criminal indictments, most of their time is devoted to 'watch-dog' activities: looking into the conduct of public officials, the expenditure of public funds, and the functioning of local government, especially county government." However, this does not mean that the grand jury is an unguided meddler. It is no small, local "FBI," and in all of its watchdogging local government it is guided by the counsel of its legal advisor and of the District Attorney and it strives to exercise due courtesy, consideration, and fairplay.

The grand jury is an important arm of our judicial system. Although its originator, England, abolished the grand jury in 1933, it having grown inept there, it has continued to function effectively in a large part of the United States. Here it has the backing of the Federal constitution and of several state constitutions. Nevertheless, some of our states have abolished the grand jury on the grounds that this expensive body had become for them a mere rubber stamp for the prosecutors. Grand juries have served the public interest in Los Angeles County for a great many years, and the continuation of this body will, this outgoing jury hopes, confer many benefits upon our citizens.

JURORS AND NOMINATING JUDGES

ABERNETHY, Raymond J.
BRINKMAN, LaVern H.
BUETHER, Mel H.
COLMAN, Robin R. C.
FIGUEROA, Fernando
GAMBILL, Denman P.
HELLER, Walter B.
JARDINE, Mrs. Sinclair
KANEGAI, Mrs. Toyoko
McGRATH, Donald E.
MOUNT, Mrs. Marjorie
PETTY, Emery S.
RIMPAU, Mrs. Helen B.
SCHABARUM, Peter F.
SCOTT, Mrs. Bethany H.
SHERRARD, Jack C.
SINN, Mrs. William G.
STOUT, Mrs. Martha
STREHLE, Robert L.
TURNER, Mrs. Mary H.
VELEZ, A. M.
WORTHAM, Charles H.
YEOMANS, Mrs. Patricia D.

JUDGE BAYARD RHONE
JUDGE BEACH VASEY
JUDGE ALBERT E. WHEATCROFT
JUDGE DAVID COLEMAN
JUDGE HAROLD F. COLLINS
JUDGE LEONARD A. DIETHER
JUDGE BERNARD LAWLER
JUDGE KENNETH HOLLAND
JUDGE JOHN F. AISO
JUDGE GEORGE A. DOCKWEILER
JUDGE EMMETT E. DOHERTY
JUDGE CLARKE E. STEPHENS
JUDGE MAURICE C. SPARLING
(Deceased)
JUDGE HOWARD D. McCLAIN
JUDGE JEROLD E. WEIL
JUDGE CLARKE E. STEPHENS
JUDGE WILLIAM H. LEVIT
JUDGE HERBERT V. WALKER
JUDGE JAMES G. WHYTE
JUDGE KENNETH N. CHANTRY
JUDGE ARTHUR L. ALARCON
JUDGE JOHN A. SHIDLER
JUDGE JOSEPH L. CALL

Criminal Court Master Calendar Judge: JUDGE DAVID W. WILLIAMS

OFFICERS AND COMMITTEES

OFFICERS

Peter F. Schabarum, Foreman

R. J. Abernethy, Sergeant-at-Arms

Emery S. Petty, Foreman Pro Tem

Helen B. Rimpau, Secretary

STANDING COMMITTEES

Administrative

Peter F. Schabarum, Chairman

Mrs. Helen B. Rimpau, Secretary

R. J. Abernethy

Donald F. McGrath

Emery S. Petty

Jack C. Sherrard

Robert L. Strehle

Mrs. Patricia D. Yeomans

Audit

Jack C. Sherrard, Chairman

LaVern H. Brinkman, Secretary

Mel H. Buether

Fernando Figueroa

Denman P. Gambill

Mrs. Sinclair Jardine

Mrs. Helen B. Rimpau

Criminal Complaints

Emery S. Petty, Chairman

Mrs. Bethany Scott, Secretary

Robin R. Colman

Donald E. McGrath

Mrs. Marjorie K. Mount

Mrs. Martha Stout

A. M. Velez

Jails

Donald E. McGrath, Chairman

Mrs. Marjorie K. Mount, Secretary

LaVern H. Brinkman

Mel H. Buether

Robin R. Colman

Fernando Figueroa

Denman P. Gambill

Mrs. Sinclair Jardine

Mrs. Bethany Scott

Mrs. Martha Stout

A. M. Velez

Public Services

Mrs. Patricia D. Yeomans, General
Chairman, and Chairman of
Schools Committee

Robert L. Strehle, Chairman of
Juvenile Committee

R. J. Abernethy, Chairman of Social
Services Committee

Mrs. Toyoko Kanegai, Secretary

W. B. Heller

Mrs. William G. Sinn

Mrs. Mary H. Turner

Charles H. Wortham

SPECIAL COMMITTEES

Court Merger

LaVern H. Brinkman, Chairman
Denman P. Gambill
Mrs. Sinclair Jardine

Final Report

Mrs. Mary H. Turner, Chairman
Donald E. McGrath
Mrs. Marjorie K. Mount
Mrs. William G. Sinn
Mrs. Toyoko Kanegai

Grand Jury Changes

Denman P. Gambill, Chairman
Mrs. Patricia D. Yeomans

Narcotics

Mrs. Martha Stout, Chairman
Mrs. Bethany H. Scott

Petit Jurors Selection

Robert L. Strehle, Chairman
W. B. Heller

Smog

W. B. Heller, Chairman
Robert L. Strehle

Social

Mrs. Sinclair Jardine, Chairman
Denman P. Gambill
Mrs. Bethany H. Scott

IN MEMORIAM

FRED M. HENDERSON

Deputy District Attorney Fred M. Henderson, 61, died July 30, 1965. Mr. Henderson, who was admitted to the California Bar in 1930 and whose career in the District Attorney's office covered 27 years, had been legal advisor to the Los Angeles County Grand Jury since 1949. The County has lost a good servant.

We appreciated Mr. Henderson's counsel and guidance and his ready availability, which we can now know were given freely to us in spite of his own physical suffering. We miss him and regret that his passing had to come during our term.

IN MEMORIAM

LILA S. BOYD

Mrs. Lila S. Boyd died suddenly on November 2, 1965 at the age of 62.

Mrs. Boyd, who was a native of Texas, had been secretary to the Los Angeles County Grand Jury for the past twenty years and had been with the district attorney's office for the past twenty-five years.

We who leaned on her heavily and esteemed her efficient service and cheerful personality miss her keenly. In Mrs. Boyd's passing, the County of Los Angeles and the Grand Jury lose a valued friend and colleague.

PART TWO

FOREMAN'S REPORT

The 1965 Grand Jury has made inquiries into a variety of subjects covering a wide spectrum of County Government. During the course of this year, several recommendations and findings have been reported. Here follows a brief synopsis of some of these findings, many of which are covered in greater detail in the body of this report.

Welfare and Charities

Vigorous action is recommended to simplify and improve the efficiency of operations in the entire field of welfare administration. In that approval to implement many desired time and labor saving procedures must be accomplished by State legislative action, it is vital that County officials use continuing and forceful efforts to effect these changes. The recommendations offered by the County Department of Charities and endorsed by the Grand Jury are a sound start in this direction.

Health Department

The person selected as the successor to the retiring Department Head should be a person with proven administrative capabilities. The complete assimilation of personnel and facilities, formerly a part of the Los Angeles City Health Department can and should be accomplished with dispatch. It is recommended that an examination of this department be made on a continuing basis in order that guidance be given in performing its function in an orderly and efficient manner.

Governmental Efficiency

The Grand Jury has been impressed with the efforts and activities of the Los Angeles County Citizen's Economy and Efficiency Committee. It is recommended that this Committee be given the latitude required to perform its functions and that recommendations forthcoming from this Body be given maximum consideration.

Court Consolidation

A continuing effort should be made to bring about the consolidation of the Municipal Court Systems. Only by accomplishing this can the taxpayers of this County realize an economically and efficiently operated Municipal Court system. Every effort should be made to bring this important matter before the State Legislature at its next regular session.

Smog

Discussions were held with persons expert in this field. It is the finding of this Jury that proper efforts are being made to prevent air pollution with the exception of emissions from motor vehicles. Economical and effective emission control devices and/or technological changes in the internal combustion engine are the only answer to the control of smog in our County. It is hoped petty political considerations will be set aside in order that full attention can be given to a solution to the problem.

Capital Improvement Program

It is recommended that a complete report of this program be made available for examination by the 1966 Grand Jury. The use of general obligation bonds to finance this program, including the possibility of financing and/or refinancing of present County facilities included within the civic center complex, should be studied.

Marina Del Rey

The payment of current expenses to operate this facility will require additional funds to be paid out of the general fund for the next several years. It is recommended that every effort be made, including a review of present policies and lease terms, to bring into being additional revenues to offset expenses in order to place this project on a paying basis.

Computer Installations

Particular attention should be directed to the Audit Committee's findings dealing with this subject. It is recommended that additional computer installations be postponed, if not eliminated altogether, until such time as (1) present systems are being used to maximum capacity, (2) trained personnel are available to program and administer these systems, and (3) procedures justifying computer installations have been fully programmed in anticipation of delivery.

Use of Independent Contractors

The employment of independent contractors to do specific works is much more practical and economical than the hiring of additional personnel through Civil Service. The employment of personnel who must be kept on the payroll after the job for which they were hired has been completed does not make for thrift in government. In order to resolve the legal questions relative to this recommendation, it may be necessary to institute a test case to determine current legal opinions on this matter.

Narcotics

The spiraling crime rate in this County is largely attributable to the use of narcotics. It is strongly recommended that those charged with the dispensing of justice utilize the maximum sentences as prescribed by law in the sentencing of those persons convicted of trafficking in/or selling narcotics and dangerous drugs.

Continuing efforts must be made to improve methods and procedures in the rehabilitation of narcotics users.

Pornography

Several publications have been brought to the attention of the Grand Jury which can only be described as filth. Efforts to pursue legal action against those responsible for the publication, distribution, and sale of this kind of material have been stymied due to lack of clear-cut laws on the subject. It is recommended that the Board of Supervisors pursue a legislative program advocating a redefinition of obscenity as an effective tool in the prosecution and elimination of this increasing malignancy. A lack of decisive action in this field can only lead to degeneration of the morals of the citizens and, particularly the young people, of this community.

Alcoholism

The Grand Jury noted with alarm the large number of our population afflicted with the disease of alcoholism. It is imperative that alcoholism be accepted as a disease and treated as such.

Respectfully submitted,

PETER F. SCHABARUM
Foreman

Approved by the Grand Jury 11-16-1965

FINAL REPORT OF THE AUDIT COMMITTEE

1965 LOS ANGELES COUNTY GRAND JURY

The 1965 Audit Committee of the Grand Jury feels that it should preface its remarks by stating its understanding of the functions and duties of the Audit Committee, and consequently of the responsibility of the Contract Auditor employed by the committee, as required by section 926 of the Penal Code of California.

Our conception of the desired results was twofold: (1) Determine that cash due was received and that ample procedures were followed to insure its safety; and (2) determine if effective procedures were being exercised in accordance with proper office practices and that maximum efficiency was practiced.

As to No. 1, the Audit Committee is very happy to report that not a single overt act of misappropriating cash was disclosed by the 1965 audit. Regarding No. 2, our Contract Auditor prepared a booklet containing their recommendations, the replies of various department heads, the Chief Administrative Officer and Auditor-Controller.

We concerned ourselves primarily with those departments receiving revenue. The departments audited are listed below:

- Special B. P. A. review
- Outside Medical Relief Program
- Computer Installations
- Public Administrator
- Health Department
- Sheriff's Department
- Purchasing & Stores
- Road Department
 - Revenue
 - Charges to Cities
 - Warehouse stock and equipment supplies
 - Work orders
 - Assignments
- Leases with Retirement Board
- Detail of Revenue Audits:
 - B. R. C.

General Hospital
Agricultural Commission
Air Pollution Control
Civil Service Commission
Mental Health
Communications Department
Department of Charities — Other Departments
Auditor-Controller
Tax Collector
County Clerk
County Engineer

We had hoped to conclude our year of auditing in such a manner that there would be no legacy of unfinished business for the 1966 Grand Jury Audit Committee. This proved to be impossible because of the time needed to implement some of our findings, if indeed they can be implemented.

We are, therefore, listing those departments that we feel the 1966 Audit Committee of the Grand Jury should scrutinize during their term of service.

I. HEALTH DEPARTMENT

This department consolidated with the City Health Department July 1, 1964, and the assimilation of the activities of Los Angeles City and Los Angeles County did not proceed in the orderly manner contemplated. This was due in part to the necessity of indoctrinating former city employees in county procedure. One of the provisions of the merger was that all city employees, if they chose to remain in this line of work, must be employed by the county, and this has resulted in many instances in duplication of effort. Consequently, the morale of this department is below desired standards.

The many recommendations contained in the auditor's report were in most part accepted, and the Auditor-Controller has agreed to see that they are implemented as soon as is consistent with good business procedures.

While we acknowledge that the consolidation of this magnitude would require a considerable period of time, we feel that after eighteen months the consolidation should have been further advanced than our contract auditors found to be the case.

We recommend that the 1966 Grand Jury make a survey in depth in order

to determine the effectiveness and efficiency of the department and to ascertain if the recommendations of the auditor were implemented.

If the 1966 Grand Jury finds that no appreciable improvement has been achieved, an inquiry should be developed to determine who was responsible for this lack of progress.

II. SHERIFF'S DEPARTMENT

This department has concurred with the recommendations of the contract auditor and has agreed to implement them at the earliest possible time.

There remains at this writing the matter of \$1,165,923.60 due from the State of California for maintenance of state parolees and California Youth Authority commitments. This receivable was given to the Auditor-Controller to collect. On September 7, 1965, we were informed that the matter had been sent to the County Counsel for action.

Their reply to the Audit Committee was to the effect that Los Angeles County was joining forces with the counties of Sacramento and San Diego, which counties have similar claims, in an effort to obtain the moneys due the three counties.

On September 8, 1965, a meeting was held, with representatives of the three counties present. Definite plans were made for the commencement of legal actions, and the County Counsel informed the Audit Committee that within the next two to three months legal action will be filed.

III. ROAD DEPARTMENT

The problem of this department, paradoxically, is their receipt of more money from gasoline tax and other sources than can be expended. Their cash balance increases each year; the cash balance of January 31, 1965 was approximately \$32,860,000.

We were informed that the reason for this large cash balance was their lack of sufficient personnel to do the necessary planning, the result being that this department could not proceed at an accelerated pace.

Two suggestions were made by the committee: (1) hire private engineers to do the planning; (2) hire temporary help.

Suggestion number 1 was vetoed by Mr. Templin, department head, on the grounds that private engineers are unable to perform the task of planning and designing roads. Whether he is correct or not is purely academic, for the County Counsel gave his opinion: "Employment of private firms of engineers would be contrary to the provisions of the County Charter." Suggestion number 2 also is academic, since the CAO and Board of Supervisors approved the employment of 155 new employees.

From the above, it would seem wise to determine whether cash is being expended in an expeditious manner for the good of Los Angeles County citizens.

IV. PUBLIC ADMINISTRATOR and PUBLIC GUARDIAN

Whereas this department is adequately staffed for its legal requirements, the examination made for the committee, as well as the examinations made for previous grand juries, has indicated a lack of administrative and accounting controls in this office. A survey was made in 1964 by an outside consultant of the Public Administrator-Public Guardian and the report contains many recommendations, some of which were radical in nature. We recommend to the 1966 Grand Jury that a careful examination of this department be made, particularly as to the functioning of the team concept and as to the controls over the accounts. One of the recommendations states:

14. We recommend the use of the present bookkeeping machines by the Public Administrator's office be discontinued, and a single entry registry book system for the recording of all accounting and bookkeeping data, as required for administration by law, be installed, and a yearly audit of this system by the County Auditor's office or by a qualified public accounting firm be performed.

The trust departments of banks and trust companies, which handle a great deal of the probate work in the county, have their probate accounts on either computer tapes or punched cards which furnish to the estate administrators current and historical information, both for tax and reporting purpose, with maximum controls over cash and other assets of the estates.

We believe that the county could utilize the experience of these institutions in planning its future programs. It might also have this work performed for it on a service bureau basis, if it does not have available time on one of the county computers.

The 1965 Grand Jury, acting as a body, approved the forwarding of a letter prepared by the Audit Committee, which stated its firm belief that a person with strong accounting and administrative background should be selected to fill the Deputy Administrator's position. This position became open on the retirement of the Deputy Administrator, August 5, 1965. We feel that until this is done there will be no appreciable improvement in the internal affairs of this office.

We should mention that this suggestion was met most favorably by Mr. Burton Chace, Chairman of the Board of Supervisors, at a meeting held in his office. Present at this meeting were Mr. Chace, Mr. Schabarum, Foreman of the Grand Jury, and Mr. Sherrard, Chairman of the Audit Committee.

We feel that this department should receive your gravest attention during 1966.

V. PROBATE COURTS

One of the functions of the Probate Court is to protect the funds of minors received through judgments or other court actions until the minors reach his majority. It is estimated that there are approximately 25,000 such cases under the jurisdiction of the Probate Court. Judge Donald R. Wright has proposed a new system for handling these funds through special accounts maintained by a limited number of banks and/or savings and loan associations where the funds will be deposited by the Court and released only by a check or draft duly signed by the Court, with copies of the documents automatically becoming part of the Court's files. We believe these new procedures, once instituted, will serve as a protection to the funds of these minors.

It is suggested that the funds of the Probate Court should receive your attention in 1966.

VI. VETERANS' EXEMPTIONS

A spot check of veterans' exemptions was conducted. No serious falsifications were disclosed. We feel that a continuation of this audit would be most helpful to the County Tax Collector, and that publication of this activity should be released to the newspapers.

VII. ELECTRONIC DATA PROCESSING SYSTEMS

The County has installed computers in several county departments. The examination made for us by our contract auditors discloses that there is a lack of system and procedural planning before installing a computer and also a lack of programming for the work to be performed by the computers. This, we believe, has deprived the County of the maximum benefits from the computer installations. Many large companies have secured the best results through a central computer installation or computer center. This generally results in the computers and the skills of the computer staffs being utilized more nearly to capacity. It may be impossible for the County to centralize its computer installations, but it should be possible to pool the skills of the computer planning, programming, and operating staffs for more efficient computer operation.

It is the recommendation of the Audit Committee that a new department be formed that will be in charge of systems, procedures, and computer equipment, and that an outstanding computer man be appointed to head this department.

By establishing a department as outlined above, the department head could work with the heads of other departments to expedite all computer activities in the County.

It would also enable Civil Service to set the salaries of such a person more in line with what is paid in industry and enable the Civil Service Commission to get a better qualified person.

VIII. LEASES WITH THE COUNTY RETIREMENT FUND

The County now has fifteen leases on capital projects with the County Retirement Board, with present commitments aggregating \$130,000,000. The leases call for a rental equal to interest of $4\frac{1}{2}\%$ or $4\frac{3}{4}\%$ plus a sum sufficient to amortize the cost of the project over a given number of years. In addition to the rental, $3\frac{1}{2}\%$ of the county obligation is set aside in the Accumulated Capital Outlay Fund to provide funds to exercise the County's options at earlier dates.

This method of financing costs the County a higher rate of interest than if the project were financed through bonds issued by the County—also, it is possible that the projects could cost the County more money in having more flexible building commitments.

We would recommend that the Board of Supervisors make a projection of capital improvements required over the next ten years and submit a program of financing to the voters for approval. If the present plan of leasing from the Board of Retirement is followed, it could reach astronomical figures in a few years.

The Audit Committee expresses here its appreciation for the splendid cooperation tendered it by the contract auditor: Lybrand, Ross Bros. & Montgomery.

Without exception, all heads of those departments visited were lavish in the praise of the contract auditor's representatives. The latter's decorum and fairness while conducting their audit was not only mentioned, but the highly favorable reception of their recommendations is indicative of their skill as auditors and their knowledge of county business and procedures.

Respectfully submitted,

Jack C. Sherrard, Chairman
LaVern H. Brinkman, Secretary
Mel H. Buether
Fernando Figueroa
Denman P. Gambill
Mrs. Sinclair Jardine
Mrs. Helen B. Rimpau

Approved by the Grand Jury October 5, 1965

1965 CRIMINAL COMPLAINTS COMMITTEE REPORT

THE CRIMINAL COMPLAINTS COMMITTEE

Because of title and definition this committee receives by mail and otherwise many requests for investigations and complaints of alleged crimes.

It has been the policy of the 1965 committee to examine each complaint carefully, regardless of its apparent validity. It was thought that the need for justice might be found in unexpected places.

TRANSCRIBERS' OATH

It came to the attention of the committee that traditionally all parties to a grand jury action were required to take a loyalty and secrecy oath, except the transcribers of the court reporters' notes. This committee successfully recommended that the transcribers be required to take the oath. The importance of this recommendation is self-evident and it is suggested that future juries take the same action.

PRESS RELATION

Information concerning a case which was referred to the jury as a whole by this committee "leaked to the press". The result was headlines and news stories naming the suspect and stating particulars regarding the accusation before it was heard by the grand jury.

This committee feels that the same secrecy observed by the grand jury should be adhered to by the members of the criminal complaints committee, and any attorney, investigator or other personnel attached to the committee.

It is the concurrence of this committee that premature publicity to action of the committee is prejudicial to evidence to be given the grand jury and does unfair damage to the suspect.

LAW ENFORCEMENT AND COURT DECISION

Throughout the year this committee has heard complaints from law enforcement officials about court decisions that nullified arrests, whereby known criminals were released from custody on what was stated to be "technicalities of the law".

The Criminal Complaints Committee does not wish to criticize law enforcement officials nor the courts. However, it is the consensus of this committee that in view of the rapid rise in crime statistics in this county, the courts and law enforcement agencies should resolve their technical problems and take recommendations that will clarify any "grey areas" in our criminal laws to the next session of the appropriate legislative body.

It is the belief of this committee that if there is evidence that a person has committed a crime against society, our laws should be definite and clear enough that he who has committed the crime should be prosecuted within the law and not released to commit more crimes because of a technicality of the law. By this statement we do not wish to be misunderstood. The fundamental constitutional guarantees of the individual should have full protection of the courts.

IMMUNITY

The statement by a deputy district attorney that he had given immunity to a party or to parties to an alleged crime—in order to establish a case against another party or parties to the same crime—has confronted the 1965 Criminal Complaints Committee several times.

It is the belief of this committee that giving immunity to a person where there is evidence or suspicion that a crime has been committed is wrong in principle, and that this should be done only where very extenuating circumstances exist.

In order to guard as much as possible against the practice of giving immunity—and to protect society against those who have violated the law, this committee makes the following recommendations:

1. No offer of immunity shall be given to a suspect without the personal knowledge and consent of the district attorney.
2. At least three deputy district attorneys, including one senior deputy, shall concur that immunity shall be given.
3. The consent of the presiding judge of the criminal court shall first be obtained before immunity is offered.

WATTS RIOT

It is the consensus of the Criminal Complaints Committee that we would be remiss if we did not comment on the riot that occurred in the area of Watts during our year as grand jurors. From information available to us, the committee wishes to make the following observations:

1. This was not a race riot. It was a riot led by a criminal element that has congregated in that particular area of Watts and who used a traffic arrest to go on a crime spree. This riot was equally abhorred and resented by all good, law-abiding citizens of Los Angeles, regardless of race or status.
2. This committee is of the opinion that there can be no extenuating circumstances to rationalize this ruthless outbreak of lawlessness, and that those who are convicted of leadership or participation in this riot should be punished to the fullest extent of the law.
3. We wish to compliment and commend the Law Enforcement Agencies of Los Angeles County, the Fire Department, and the National Guard for their efficiency and dedication in handling this unprecedented incident in our county. We also note with admiration and respect the manner in which the courts and the District Attorney's office are meeting their unusual obligations as a result of this riot—to the end that each suspect will have his day in court in strict accordance with due process of law.
4. The members of the Criminal Complaints Committee urge that under the leadership of the Los Angeles County Sheriff's Department and the Los Angeles City Police Department an immediate and continuing arrangement be made with all law enforcement agencies in Los Angeles County, the National Guard, and if necessary, the Federal Armed Forces to act instantly and decisively in case another such dastardly outbreak should occur in our community.

PORNOGRAPHY

This committee has heard evidence presented by the District Attorney's office and from other sources, as well as reviewing several paper-back publications, which indicates that distribution of pornographic and obscene literature is increasing in this county. Our information also indicates that the licentiousness and obscenity of this material becomes more graphic and vulgar with each succeeding publication.

It is the belief of this committee that these publications violate the moral standards of the vast majority of the people of this community. We also believe that a very few unscrupulous, degenerate individuals are responsible for the authorship, publication and distribution of this material.

We are aware of the legal problems in connection with the prosecution of those responsible for this material; however, we strongly urge all law enforce-

ment and prosecuting agencies in this county to use every tool of the law vigilantly and relentlessly to apprehend and prosecute these people to the extent of their ability.

We urge every citizen in this county to use every lawful means at his command to discourage the sale or purchase of any material of an obscene nature. We believe that if this trend continues and the distribution of obscene literature is not stopped that it will do irreparable damage to the sense of values and to the morals of our citizens, particularly to our young people, and will have a debasing effect on generations yet to be born.

This committee recommended, and the Grand Jury supported by resolution, District Attorney Younger's Bill AB 87 and SB 192 to the State Legislature which would have made it a crime to sell obscene material to minors. We urge the next Grand Jury to support this bill when it is presented to the next session of the Legislature.

This committee commends and endorses State Attorney General Thomas C. Lynch for appointing an advisory committee on obscenity which is stated to be "the first step in his statewide crackdown on obscene material".

STATE BANKING DEPARTMENT

Evidence in a case which resulted in an indictment of four suspects for criminal conspiracy and grand theft indicated that there was laxity in supervision and control on the part of the State Department of Banking. It was recommended by this committee—and approved by the Grand Jury as a whole—that the information we heard be presented to the Attorney General for investigation. A copy of the Attorney General's report to the Grand Jury has been sent to the Governor. It is the consensus of this committee that the findings of the Attorney General justify our apprehension. Evidence heard by the Grand Jury in two other cases further supported our contention about the State Banking Department.

Copies of all information we have regarding the State Banking Department have been forwarded to the responsible state officials. The protection of depositors' money and shareholders' investments in our banks, as well as the confidence of the public in our financial institutions, is of vital concern to this committee.

It is the consensus of the members of this committee that we would be derelict in our duties as grand jurors if we did not call to the attention of the

responsible parties above named the information we have heard as to how the Banking Department is functioning in this county.

CONSOLIDATION OF LAW ENFORCEMENT AGENCIES IN LOS ANGELES COUNTY

This committee has made a study of the feasibility and propriety of a possible consolidation of the separate law enforcement agencies in this county into one metropolitan agency.

The results of our study, our conclusions, and recommendations are contained in a special report on file with the Clerk of the Superior Court and are thereby made a part of this annual report of the committee.

TRAFFIC OFFENDERS

This committee recommended, and the Grand Jury supported by resolution, AB 845, and specifically that portion relating to traffic infractions, by the addition of Sections 43000 and 43005 of the Vehicle Code, to provide that certain traffic violations be designated as "traffic infractions" and that "traffic infractions" are not a crime and "**no jury trial shall be allowed therefor**".

We urge the 1966 Grand Jury to support this legislation when next presented to the state legislature.

NIGHT COURT

This committee recommends the continuation of Night Court for traffic violators. It is believed that Night Court provides a service for the arrestee, saves considerable money for the taxpayer, and releases the court rooms for civil and criminal cases during the regular court day.

GENERAL

The committee has met regularly each Tuesday between the hours of 9:00 and 10:00 a.m., and several times for special reasons. Our attendance has been nearly 100 per cent. As of October 1st there have been 34 indictments by the Grand Jury in cases referred by this committee. Three cases were not indicted.

The committee decided to ask each deputy district attorney to leave the hearing room after he had presented his case, and before discussion or vote to refer the matter to the Grand Jury as a whole. It was felt that each member of the committee could act more independently without the presence of the prosecuting attorney.

After the deputy district attorney had presented his case to the Grand Jury, the committee recommended, and the Jury concurred, that the attorney should confine his summation and remarks to the legal aspects of the case, and not to the interpretation of the evidence.

We feel this gives each grand juror a better opportunity to vote on an indictment as he heard the evidence, instead of being influenced by the thinking of the prosecutor. In each case, except where a secret indictment is sought, the Committee has asked the deputy district attorney to notify each suspect that the Grand Jury is hearing an accusation against him, and to advise the suspect of his right to appear before the Grand Jury if he requests to do so.

Due to the new law which allows informers to remain anonymous, most narcotics cases have been assigned to trial by way of preliminary hearing. The committee and Grand Jury have heard only two such cases.

The Criminal Complaints Committee is indebted to John Howard, Deputy District Attorney and Legal Advisor to the Grand Jury, and the late Fred M. Henderson, Deputy District Attorney, for their legal advice and guidance in our deliberation of the cases presented to us, and to Joseph A. Gebhart, Investigator, for his helpfulness and for information he obtained for us.

This committee believes that the Los Angeles County Grand Jury has saved the taxpayers thousands of dollars and has relieved the courts of hundreds of hours of time by hearing the cases presented to them.

The Committee is particularly impressed with the fairness, intelligence, and thoroughness each grand juror has given to each case he (she) has considered.

Respectfully submitted,

CRIMINAL COMPLAINTS COMMITTEE

Emery S. Petty, Chairman
Mrs. Bethany Scott, Secretary
Robin R. Colman
Donald E. McGrath
Mrs. Marjorie K. Mount
Mrs. Martha Stout
A. M. Velez

JAILS COMMITTEE REPORT

1965 LOS ANGELES COUNTY GRAND JURY

In compliance with the terms of Section 923 of the California Penal Code, a Jails Committee was appointed by Foreman Schabarum, with Donald E. McGrath as Chairman.

Due to the large number of facilities to be contacted, the Chairman divided the committee into five teams.

The committee decided its first order of business was to inspect all jails and detention facilities as thoroughly as inspection would permit and to submit to the Chairman a written report on each contact.

Sheriff Pitchess was contacted by Foreman Schabarum and Chairman McGrath. The Sheriff introduced the heads of his various departments, all of whom offered to cooperate in every way. McGrath requested a list of all jails and a spotted map with corresponding numbers. Both were promptly supplied by the department.

The jail locations were then divided geographically, as far as possible, so as to assign each team locations in the area where the team members lived. A report form in the nature of a check sheet was prepared and a quantity furnished each team.

On instructions from the Foreman, the Chairman of the Jails Committee arranged for the following County Department heads to appear as speakers before the Grand Jury sitting as a body: Sheriff Pitchess, Administrator Griswold (A.P.C. Dept.), and Marshal Keays.

As of the date of this report eighty-nine (89) facilities have been inspected. With very few exception the jails were found to be in excellent condition; no case of imprisonment or holding of suspects without charge beyond the 48 hours required by law was found. The law enforcement officers in charge were found to be efficient, capable men, apparently proud of their assignment and dedicated to their duty. Toilets and showers were clean; food was good and adequate. A signed inspection sheet, listing general conditions at each jail, is on file.

On committee recommendation to the Foreman, the following facilities were visited by the jury as a whole:

New Men's Jail	L.A. County Hospital
County Jail (Hall of Justice)	Wayside Honor Rancho
Sybil Brand Institute	Juvenile Hall
L. A. Police Department and Crime Laboratory	

During the inspection of the Saugus Rehabilitation Center it was noted that 100 acres of farm land were plowed but not planted. Inquiry disclosed that the entire facility was owned by the City of Los Angeles and only leased by L. A. County. The 100 unplanted acres were earmarked for the L. A. Fire Department for a future training area. As the encroaching housing developments will make it impractical to continue this facility as a detention camp, the plan is to sell this property as soon as feasible. The committee arranged for an appointment with Mr. L. S. Hollinger, Chief Administrative Officer of the County. Mr. Hollinger cooperated by contacting Mr. Piper, Chief Administrator of the City of Los Angeles and securing Mr. Piper's permission to allow the County to till all the farm land at Saugus. The crop which can be harvested this fall from these 100 acres, should bring in about \$65,000 additional revenue.

RECOMMENDATIONS

We recommend that the Board of Supervisors authorize continuance of the Work Furlough Program and expand it if it continues to produce satisfactory results.

The Jails Committee recommends that the Chief Administrative Office make every effort to complete negotiations quickly which will permit the County to take over and operate the Lincoln Heights Jail. We suggest that this matter be submitted to arbitration, if necessary, to resolve this agreement quickly.

The Jails Committee feels that the bath facilities and toilets in the detention section of the County General Hospital are inadequate. The committee further suggests that if possible an entrance and exit in the detention section be added, which would eliminate the need to take women prisoners through the men's quarters in order to reach the women's quarters.

The Jails Committee recommends that future expansion plans include complete modernization by alteration or expansion of facilities at the West L. A. Division Station at 1653 Purdue.

The Jails Committee recommends consideration be given to enlarging the

booking section at the Firestone Park Station.

The Jails Committee recommends that consideration be given to providing larger facilities in which enforcement officers make out their detail reports at the Norwalk Station. It is also recommended that the trustees' quarters be enlarged.

The Jails Committee was informed that five of the old barracks at Detention Camp #11, 8800 West Soledad Canyon Road, Saugus, had been condemned by the Department of the Fire Commissioner. In any event, we recommend that they be abandoned and replaced.

The Jails Committee suggests that three of the toilets at the Redondo Beach Jail, 401 Diamond, be replaced.

The Jails Committee recommends that plans under consideration for additional buildings for Special Enforcement Facilities be carried on to successful conclusion at East L. A. Sheriff's facility, 5019 East Third Street.

Three security officers should be kept on duty at night at Detention Camp #17, Saugus, at all times. Inspection revealed only two on duty at times.

It is recommended that the Board act quickly and favorably on a request now on file for remodeling some of the existing shower facilities and also improving the visiting rooms at Hall of Justice jail. This facility is still overcrowded: it is estimated that 300 prisoners were sleeping on the floor recently. (Acquisition of Lincoln Heights would remedy this.)

Esperanza Honor Farms sleeping quarters need better ventilation.

At Sybil Brand women's facilities, 52 beds were unused because of a shortage of 16 deputies. Reason given: lack of funds.

Temple City Jail needs more mattresses.

Wilshire Division jail, 4526 West Pico Blvd. is overcrowded. Many times, prisoners must be taken to the main jail because of overcrowding. Needs

modernization and remodeling.

Whittier City Jail needs a detention tank or an additional drunk tank.

JAILS COMMITTEE

Donald E. McGrath, Chairman	Denman P. Gambill
Mrs. Marjorie K. Mount, Secretary	W. B. Heller
LaVern H. Brinkman	Mrs. Sinclair Jardine
Mel H. Buether	Mrs. Bethany Scott
Robin R. Colman	Mrs. Martha Stout
Fernando Figueroa	A. M. Velez

Approved by Grand Jury September 15, 1965.

COUNTY OF LOS ANGELES

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graph TD
    ELECTORATE[ELECTORATE] --> ASSESSOR[ASSESSOR]
    ELECTORATE --> DISTRICT_ATTORNEY[DISTRICT ATTORNEY]
    ELECTORATE --> SHERIFF[SHERIFF]
    ELECTORATE --> BOARD_SUPERVISORS[BOARD OF SUPERVISORS]
    ELECTORATE --> JUSTICE_COURTS[JUSTICE COURTS]
    ELECTORATE --> MUNICIPAL_COURTS[MUNICIPAL COURTS]
    ELECTORATE --> SUPERIOR_COURT[SUPERIOR COURT]
    ELECTORATE --> GRAND_JURY[GRAND JURY]
    ELECTORATE --> CLERKS[CLERKS]
    ELECTORATE --> MARSHAL[MARSHAL]
    ELECTORATE --> CLERK_OF_BOARD[CLERK OF THE BOARD]
    ELECTORATE --> BOARD_ADVISORY[BOARD ADVISORY COMMISSIONS AND COMMITTEES]
    ELECTORATE --> CHIEF_ADMINISTRATIVE_OFFICER[CHIEF ADMINISTRATIVE OFFICER]
    CHIEF_ADMINISTRATIVE_OFFICER --> AGRICULTURAL_COMMISSIONER[AGRICULTURAL COMMISSIONER]
    CHIEF_ADMINISTRATIVE_OFFICER --> AGGREGATE_AND_BOTANIC_GARDENS[AGGREGATE AND BOTANIC GARDENS]
    CHIEF_ADMINISTRATIVE_OFFICER --> MUSEUM_OF_ART[MUSEUM OF ART]
    CHIEF_ADMINISTRATIVE_OFFICER --> AUDITOR_CONTROLLER[AUDITOR CONTROLLER]
    CHIEF_ADMINISTRATIVE_OFFICER --> BUILDING_SERVICES[BUILDING SERVICES]
    CHIEF_ADMINISTRATIVE_OFFICER --> CHARITIES[CHARITIES]
    CHIEF_ADMINISTRATIVE_OFFICER --> CIVIL_SERVICE_COMMISSION[CIVIL SERVICE COMMISSION]
    CHIEF_ADMINISTRATIVE_OFFICER --> COMMUNICATIONS[COMMUNICATIONS]
    CHIEF_ADMINISTRATIVE_OFFICER --> COMMUNITY_SERVICES[COMMUNITY SERVICES]
    CHIEF_ADMINISTRATIVE_OFFICER --> COUNTY_SERVICE_OFFICER[COUNTY SERVICE OFFICER]
    CHIEF_ADMINISTRATIVE_OFFICER --> SENIOR_CITIZENS_AFFAIRS[SENIOR CITIZENS AFFAIRS]
    CHIEF_ADMINISTRATIVE_OFFICER --> COUNTY_COUNSEL[COUNTY COUNSEL]
    CHIEF_ADMINISTRATIVE_OFFICER --> COUNTY_ENGINEER[COUNTY ENGINEER]
    CHIEF_ADMINISTRATIVE_OFFICER --> COUNTY_VETERINARIAN[COUNTY VETERINARIAN]
    CHIEF_ADMINISTRATIVE_OFFICER --> POUND[POUND]
    CHIEF_ADMINISTRATIVE_OFFICER --> OTIS_ART_INSTITUTE[OTIS ART INSTITUTE]
    CHIEF_ADMINISTRATIVE_OFFICER --> MILITARY_AND_VETERANS_AFFAIRS[MILITARY AND VETERANS AFFAIRS]
    CHIEF_ADMINISTRATIVE_OFFICER --> MENTAL_HEALTH[MENTAL HEALTH]
    CHIEF_ADMINISTRATIVE_OFFICER --> REAL_ESTATE_MANAGEMENT[REAL ESTATE MANAGEMENT]
    CHIEF_ADMINISTRATIVE_OFFICER --> REGISTRAR_OF_VOTERS[REGISTRAR OF VOTERS]
    CHIEF_ADMINISTRATIVE_OFFICER --> REGIONAL_PLANNING_COMMISSION[REGIONAL PLANNING COMMISSION]
    CHIEF_ADMINISTRATIVE_OFFICER --> RECORDER[RECORDER]
    CHIEF_ADMINISTRATIVE_OFFICER --> AIR_POLLUTION_CONTROL_DISTRICT_BOARD[AIR POLLUTION CONTROL DISTRICT BOARD]
    CHIEF_ADMINISTRATIVE_OFFICER --> FLOOD_CONTROL_DISTRICTS[FLOOD CONTROL DISTRICTS]
    CHIEF_ADMINISTRATIVE_OFFICER --> HUMAN_RELATIONS_COMMISSION[HUMAN RELATIONS COMMISSION]
    CHIEF_ADMINISTRATIVE_OFFICER --> PUBLIC_WELFARE_COMMISSION[PUBLIC WELFARE COMMISSION]
    CHIEF_ADMINISTRATIVE_OFFICER --> DISASTER_AND_CIVIL_DEFENSE_COMMISSION[DISASTER AND CIVIL DEFENSE COMMISSION]
    CHIEF_ADMINISTRATIVE_OFFICER --> SCHOOLS[SCHOOLS]
    CHIEF_ADMINISTRATIVE_OFFICER --> BOARD_OF_EDUCATION[BOARD OF EDUCATION]
    CHIEF_ADMINISTRATIVE_OFFICER --> WEIGHTS_AND_MEASURES[WEIGHTS AND MEASURES]
    CHIEF_ADMINISTRATIVE_OFFICER --> SMALL_CRAFT_HARBORS[SMALL CRAFT HARBORS]
    CHIEF_ADMINISTRATIVE_OFFICER --> PROBATION[PROBATION]
    CHIEF_ADMINISTRATIVE_OFFICER --> PUB_ADMIN[Pub. Admin.]
    CHIEF_ADMINISTRATIVE_OFFICER --> PUBLIC_GUARDIAN[PUBLIC GUARDIAN]
    CHIEF_ADMINISTRATIVE_OFFICER --> PUBLIC_DEFENDER[PUBLIC DEFENDER]
    CHIEF_ADMINISTRATIVE_OFFICER --> PUBLIC_LIBRARY[PUBLIC LIBRARY]
    CHIEF_ADMINISTRATIVE_OFFICER --> PURCHASING_AND_STORES[PURCHASING AND STORES]
    CHIEF_ADMINISTRATIVE_OFFICER --> MUSEUM_OF_NATURAL_HISTORY[MUSEUM OF NATURAL HISTORY]
    CHIEF_ADMINISTRATIVE_OFFICER --> MECHANICAL[MECHANICAL]
    CHIEF_ADMINISTRATIVE_OFFICER --> HEALTH[HEALTH]
    CHIEF_ADMINISTRATIVE_OFFICER --> GARBAGE_DISPOSAL_DISTRICTS[GARBAGE DISPOSAL DISTRICTS]
    CHIEF_ADMINISTRATIVE_OFFICER --> FORESTER_AND_FIRE_WARDEN[FORESTER AND FIRE WARDEN]
    CHIEF_ADMINISTRATIVE_OFFICER --> FIRE_PROTECTION_DISTRICTS[FIRE PROTECTION DISTRICTS]
    CHIEF_ADMINISTRATIVE_OFFICER --> FARM_ADVISOR[FARM ADVISOR]
    CHIEF_ADMINISTRATIVE_OFFICER --> TAX_COLLECTOR[TAX COLLECTOR]
    CHIEF_ADMINISTRATIVE_OFFICER --> TREASURER[TREASURER]
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LEGEND

APPOINTIVE

REQUIRED BY COUNTY CHARTER

REQUIRED BY STATE LAW

ESTABLISHED BY ORDINANCE OF BOARD OF SUPERVISORS

ELECTIVE

REQUIRED BY COUNTY CHARTER

REQUIRED BY STATE LAW

PEAKERS TO THE GRAND JURY

MUST BY CONTRACT AUDITORS

TOURS

TOURS BY THE ENTIRE GRAND JURY

COUNTY GENERAL HOSPITAL

BUREAU OF PUBLIC ASSISTANCE

L.A. POLICE FACILITY

RANCHO LOS AMIGOS HOSPITAL

PURCHASING AND STORES

COUNTY ART MUSEUM

CENTRAL JUVENILE HALL

NEW MEN'S JAIL

SYBIL BRAND JAIL

HALL OF JUSTICE JAIL

SYLMAR JUVENILE JAIL

*** CHARITIES**

INSTITUTIONS

GENERAL HOSPITAL

RANCHO LOS AMIGOS HOSP.

HARBOR GENERAL HOSP.

OLIVE VIEW HOSP.

JOHN WESLEY HOSP.

ACTON AND FAIRM SPRINGS CAMPS

LONG BEACH GENERAL HOSP.

LONG BEACH ELIZABETH HOSP.

BUREAUS

PUBLIC ASSISTANCE

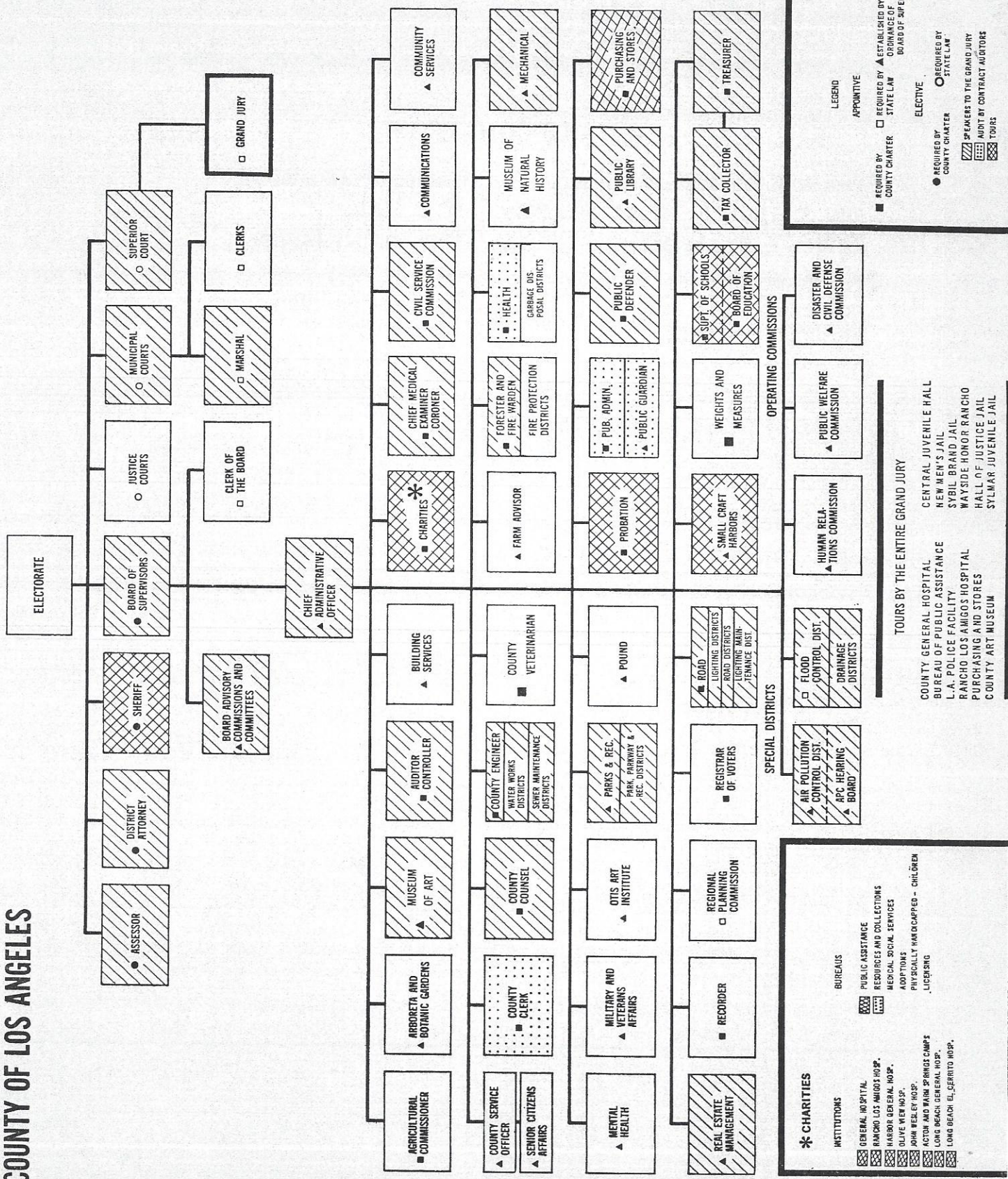
RESOURCES AND COLLECTIONS

MEDICAL SOCIAL SERVICES

ADOPTIONS

PHYSICALLY HANDICAPPED - CHILDREN

LICENSING



COUNTY CHARTER STATE LAW ORDINANCE OF
 BOARD OF SUPERVISORS

ELECTIVE

● REQUIRED BY COUNTY CHARTER ○ REQUIRED BY STATE LAW

// SPEAKERS TO THE GRAND JURY // AUDIT BY CONTRACT AUDITORS
 [] TOURS [] TOURS

TOURS BY THE ENTIRE GRAND JURY

COUNTY GENERAL HOSPITAL	CENTRAL JUVENILE HALL
BUREAU OF PUBLIC ASSISTANCE	NEW MEN'S JAIL
L.A. POLICE FACILITY	SYBIL BRAND JAIL
RANCHO LOS AMIGOS HOSPITAL	WAYSIDE HONOR RANCHO
PURCHASING AND STORES	HALL OF JUSTICE JAIL
COUNTY ART MUSEUM	SYLMAR JUVENILE JAIL

MEDICAL SOCIAL SERVICES
 ADULTS
 PHYSICALLY HANDICAPPED - CHILDREN
 LUGGING

JUVENILE PROBATION

HALLS

CENTRAL
JUVENILE

LOS PADRINOS
JUVENILE

SYLMAR
SAN FERNANDO
JUVENILE

MAC LAREN
(Neglected
Children)

LAS PALMAS
(Girls)

LATHROP
(Psychiatric
care for girls)

CAMPS

MALIBU

BOUQUET CANYON

SCOTT

KILPATRICK

MUNZ

PAIGE

OAK GROVE

GONZALES

HOLTON

SCUDDER

MILLER

MENDENHALL

AFFLERBAUGH

GLEN ROCKEY

HOMES

HOME

PRIVATE
INSTITUTIONS

FOSTER
HOMES

DETENTION

REHABILITATION

SUPERVISION

PUBLIC SERVICES COMMITTEE REPORT

COMPOSITION: Eight members of the Grand Jury formed this committee, which included specific studies under the heading of Juvenile, Schools and Social Services. Since the work under these headings constantly interlocks, we recommend continuation of this plan, naming one Public Services Chairman, one secretary, and three chairmen for the three divisions.

TOURS AND VISITATION: Six juvenile halls and fourteen juvenile probation camps were visited to study physical plant layout, counseling program, and special schools. At each location, the superintendent or director personally conducted us around the facility and we talked with counselors, principals, and teachers, deputy probation officers and youngsters. Eight hospitals, two alcoholic rehabilitation camps and the Central Bureau of Public Assistance were inspected, and conferences held with administrators. The entire Grand Jury visited County General Hospital, Central and San Fernando Valley (Sylmar) Juvenile Halls, Rancho Los Amigos Hospital, the Bureau of Public Assistance, Purchasing and Stores Warehouse, and the County Art Museum.

SPEAKERS AND CORRESPONDENCE: The entire Grand Jury heard speakers from many county departments. A chart showing those who came is attached. We heard supervisors, elected officials, department heads and commission heads. Because the size of the Department of Charities warranted much more intense coverage, speakers were invited from State and National government and many letters were written. Letters were exchanged with the California State Legislative Analyst, State Department of Social Welfare, State Director of Health Agencies, members of the 1961-63 State Welfare Planning Commission and the Chancellor of State Colleges. We consulted with the United States Commissioner of Welfare, and two United States Representatives—one is the chairman of the welfare appropriations committee, and the other, a member of Economic Opportunities Act Committee.

EVENTS OF THE YEAR: (1) Passage of the Economics Opportunities Act (War on Poverty) meant funds were available for Operation Head Start (pre-school readiness in deprived areas); reading readiness and education supplement programs in elementary and secondary schools; and Job Opportunities training and employment for potential high school drop-outs. Reports on these special programs under Los Angeles County Schools indicate careful planning and readiness for expansion as the funds become available from the federal government. (2) Opening of San Fernando Valley Juvenile Hall in Sylmar marked the first time in many years youngsters were not required

to sleep on the floors of Juvenile Halls. (3) The State Legislature passed legislation to ask voters to reduce the number of voters required to pass school bonds from 66% to 60%. We urge voters to pass this constitutional amendment. It is hoped the bond issues to rebuild MacLaren Hall for neglected children, and to enlarge Los Padrinos Juvenile Hall to become a full intake and detention facility will be placed on the 1966 ballot and pass.

CERTIFICATES OF COMMENDATION: To encourage volunteer services from citizens, approximately 175 certificates of commendation for volunteer services were prepared on Grand Jury stationery, and mailed to persons and groups donating time and services to juvenile halls and camps from lists prepared by the Juvenile Services Division of the Probation Department. Eleven more certificates of commendation were sent to groups sponsoring "Operation Headstart" pre-school education programs, listed by Los Angeles County schools.

COMMENTS: The cooperation of county officials and employees has been outstanding. They have thrown open the doors of county institutions and installations, welcoming our study and interest. While we made no attempt to act as experts, they seemed to welcome a "citizen's viewpoint" and we found much to commend in the extra initiative, imagination and effort being shown by devoted county employees. We are charged with protecting the public interest and we feel that encouraging morale, initiative and responsibility within county departments means better service to the citizens and full value for our tax dollar investment.

We feel that we could not conclude our year and this report without adding a paragraph of tribute to the personnel of the many institutions we have visited. They have chosen to work with the delinquents, the criminals, the sick, the aged, and the poor of our community, but they are doing much more than just working their required number of hours and doing their assigned tasks.

They, the doctors, the nurses, the probation officers, the social workers, and so many others, are working both with their heads and their hearts in an effort to rehabilitate those placed in their care. We think that it is unfortunate that more of our citizens can't know the quality of care, love and understanding which goes into the rehabilitation of people from the small sick baby at General Hospital through the delinquent boy or girl at a probation facility to the elderly victims of accidents, disease and old age.

While we realize the many problems involved, we think it is important to

conduct a continuing campaign to tell this story to the taxpayers who, too often, hear only of things that are wrong and too seldom of all the things that are so right.

Mrs. E. D. Yeomans, Chairman, Public Services

Robert L. Strehle, Chairman, Juvenile

R. J. Abernethy, Chairman, Social Services

Mrs. George Kanegai, Secretary, Juvenile

Mrs. Mary H. Turner, Secretary, Schools

Mrs. William G. Sinn, Secretary, Social Services

Walter B. Heller, Smog, Fire Retardant Plants

Charles B. Wortham, Legislation

SCHOOL COMMITTEE REPORT

VISITATION: Special schools in each of the six juvenile halls and fourteen probation camps were visited. Supplementary school programs under adult education in Wayside Honor Rancho were also observed.

SPEAKERS AND COMMUNICATIONS: Superintendent of Schools, Dr. C. C. Trillingham, and his chief deputies told of coordinating programs and purchasing for about 94 school districts in the county and outlined the program of duties for county schools. Mr. John W. Landrum and four speakers discussed enriched reading and work opportunity programs from "Operation Headstart" for pre-school children to jobs for high school youngsters. These are the pilot programs mentioned by the 1964 Grand Jury for this year's group to study. Dr. Glenn S. Dumke, the Chancellor of California State Colleges, and Dean Ernest F. Witte, corresponded in regard to more programs to train social workers in the state colleges. Mr. John W. Briggs of the County Counsel's Office advised us on special inquiries related to the Brown Act concerned with school board conspiracy and objections to active support of incumbent school board personnel by principals and teachers. Judge William E. MacFaden urged increased remedial reading programs and expanded vocational training in secondary schools.

RECOMMENDATIONS TO THE 1966 GRAND JURY

1. Watch the progress of Economic Opportunities Act of 1964 and Elementary-Secondary Education Act of 1965,—pilot and work training programs for disadvantaged area youngsters under Los Angeles County School supervision.
2. Observe results of a remedial reading program to provide special training in reading techniques to teachers and counselors of boys in juvenile probation camps. (\$134,000 Federal Grant).
3. Watch the progress of a pilot "Day Care Program" for wards of the Juvenile Court, aged 13-16, in Camps Karl Holton, Scudder and Glenn Rockey. The boys will live at home, and use school and camp facilities of these senior camps while those boys are working.
4. Study the proposed plan to ask school districts to consolidate board elections with general elections to save costs of special elections.

RECOMMENDATIONS TO THE BOARD OF SUPERVISORS

1. **Bond Issue:** Placement of the Bond Issue on the 1966 ballot to replace MacLaren Hall and make Los Padrinios Hall a complete intake facility is urgent. Bonds seem to be the most economical method of funding. These facilities are used intensively and needs continue to expand. There is no school building at Los Padrinios—the girls' room is used for sleeping, eating, and schooling by girls, some of whom are detained for as long as a year.
2. **Reading:** Continued interest in funding supplementary services of the Los Angeles County Schools (and other school districts in the county) for all children who need special enrichment in reading readiness and reading. Continue small, special classes for those who need them.
3. **Communication between Camps and Schools:** Encourage communication between juvenile probation camps and local schools by inviting school teachers to visit the camps and camp probation staff and counselors to visit schools. They must work together to help youngsters continue the progress made in small classes with individual help in camp.
4. **Counselling:** There seems to be need for more counselling for children having trouble with school at grade school level. Special classes with smaller student load are needed before the children become so frustrated they either withdraw from learning or break out into unacceptable behavior.
5. **Vocation Training:** We urge that attention be given to more realistic use of time at school, according to ability level, particularly to encourage expanded occupational training programs for those students not able to benefit by post high school training. The respect of the community should be given to each individual effort whether performing in trades, services, or professions.
6. **Volunteers:** Volunteer work by adults and work by "aides" in Job Opportunities programs, in culturally deprived areas, in schools, halls, and camps, should be encouraged and increased. Continue to allow volunteers to help teachers to supplement the curriculum in school situations and contribute to solving problems in their own communities. We would encourage parents to take more active interest in school and community service.

JUVENILE COMMITTEE

Appreciation: The members of the Juvenile Committee wish to express their appreciation to all the members of the Probation Department who have so kindly received us and helped us throughout our investigations, especially Mr. Leland Carter and Mr. Kenneth Kirkpatrick. In our investigations we visited six halls and fourteen camps.

Leadership: The members of the Juvenile Committee wish to congratulate and commend the Probation Department on the outstanding leadership that is being displayed by dedicated men and women who serve in this difficult and demanding service. We also commend their cooperation with Fire Department and Forestry Department personnel in their work training projects.

RECOMMENDATIONS FOR THE 1966 JUVENILE COMMITTEE

The 1965 Grand Jury Juvenile Committee wishes to recommend to the 1966 Grand Jury Committee the following:

Since 1958 there frequently appear recommendations made by previous Juvenile Committees that to date have not yet been acted upon. Since we of the 1965 Committee concur with these recommendations of the past, we urge the 1966 committee to study these, and if they approve, to urge the Board of Supervisors to expedite them. These are: the bond issue for MacLaren Hall and Los Padrinos Hall to be placed on the 1966 ballot; a reduction of the work load of probation officers; the providing of "half-way homes" for those juveniles who should not be returned to an obviously unacceptable home environment from whence they came.

RECOMMENDATIONS FOR THE BOARD OF SUPERVISORS

1. **Decrease the work-load of probation officers involved in juvenile work.** This might be accomplished either by reducing the number of cases assigned to each probation officer, or by reducing their work load through more secretarial help, thus giving them more time to spend in the field. This recommendation has appeared in nearly all Juvenile Committee reports since 1958.
2. **Los Padrinos Hall construction.** We support the Probation Department plan to make Los Padrinos a totally independent intake facility. We are greatly concerned with the lack of adequate facilities for women

at Los Padrinos Hall. One room is being used now for sleeping, dining, recreation and school. This imposes too much improvising for staff and inmates, the result of which is a less efficient job done. Repairs and painting are badly needed at Los Padrinos.

3. **MacLaren Hall construction.** We are aware of the Board of Supervisors and Probation Department plans to rebuild the entire MacLaren Hall. We urge sustained effort to raise the money for this project—with at least as decent facilities as those for juvenile offenders. These children are wards of the court. They are not law violators but are innocent victims of persons and society.
4. **Half-way and Foster homes.** This plan appears in previous reports. It is also frequently discussed among juvenile authorities. It is unwise to return a juvenile to a home environment that is unacceptable as a place to raise children.
5. **Swimming pools.** While this may seem to be a luxury item to some taxpayers, we believe there are correctional, therapeutic and training values to be found in such installations and that these may also provide an element of control through the use of privilege rewards. Central Juvenile Hall and Los Padrinos should have a pool of adequate size to serve both boys and girls.
6. **Juvenile Court referees.** Following a report by Judge William E. MacFaden, presiding judge of the Juvenile Court, we recommend the employment of 15 Juvenile Court referees. The confusion and duplication caused by temporary appointees reduces the effective handling of the large workload of the court.
7. **Inspection of Juvenile Detention Facilities.** We recommend that in counties of 4,000,000 population or more, The Welfare and Institutions Code be amended regarding inspection of all Juvenile detention facilities by the Presiding Juvenile Court Judge. Both the California Youth Authority and the Grand Jury inspect these facilities. To avoid duplication, reports could be filed with the presiding Juvenile Court judge.
8. **Construct Camp Kersey.** The 1965 Grand Jury recommends that Camp Vierling Kersey be constructed immediately to replace outmoded facilities at Camps Malibu and Bouquet Canyon.
9. The Grand Jury favors the plan for increased probation supervision,

using home and community cooperation for delinquents rather than 24-hour detention in institutions. That the "day care pilot projects" be watched with interest, rather than building more and larger buildings for institutional care.

RECOMMENDATIONS FOR THE PROBATION DEPARTMENT JUVENILE SECTION

1. **Los Padrinos Hall.** The facilities at Los Padrinos are very inadequate. Repairs and painting are needed throughout. We know this is recognized by the department but the committee feels that something must be done, and soon, to remedy this.
2. **Camp Bouquet Canyon.** The dust problem at Camp Bouquet Canyon is at least very irritating, if not unhealthful. We recommend the planting of shrubbery where practicable and oiling of other areas of use.
3. **Camp Kilpatrick and Camp Malibu.** Finish the athletic facilities at Camp Kilpatrick and provide for athletic facilities at Camp Malibu. There is need for a recreation, as well as arts and crafts program at Camp Malibu.
4. **Camp Oak Grove.** The members of the committee that visited Camp Oak Grove recommend that a part-time man be made available in arts and crafts and that he be on duty when the juveniles have spare time and wish to work in the shop. Also, build permanent housing to replace quonset huts.
5. **Camp Gonzales.** The members of the committee who visited Camp Gonzales noted that athletic facilities and recreation areas were not completed there. Since most authorities recognize the values inherent in these activities, especially among delinquents, these should be provided as quickly as possible.
6. **Camp Glen Rocky.** Due to an unfortunate accident at Camp Glen Rocky in transporting juveniles in the mountains, the members of the committee who visited Camp Rocky recommend the use of buses (equipped with safety belts) instead of the use of trucks.
7. **Camp Miller.** We were greatly impressed with the training program for the junior boys there, in cooperation with the Fire Department, and suggest that this training be considered for all Junior camps.

8. **Volunteers.** The 1965 Juvenile Committee commends the use of volunteers in the Halls and Camps and encourages the use of volunteer services that may be offered from community groups and individuals.
9. **Special Parent Visitation Plan.** The Camp Oak Grove plan for parent counseling services at the camp before juvenile is released is strongly recommended.

SOCIAL SERVICES COMMITTEE REPORT

The work of this committee was devoted to a study of the Department of Charities with particular emphasis on an attempt to answer a letter dated March 5, 1965, written by L. S. Hollinger, Chief Administrative Officer, to the Board of Supervisors containing the following recommendation:

"That the Board of Supervisors hold in abeyance the matter of retaining a management consultant firm to survey the operation of the Bureau of Public Assistance and that the 1965 Grand Jury be requested to examine the matter and report its recommendations to the Board at the time it files its final report."

In order to make a recommendation the 1965 Grand Jury has heard discussions of Welfare Administration by:

- | | |
|---------------------------|-------------------------------|
| (1) Mr. William A. Barr | (4) Mr. J. M. Wedemeyer |
| (2) Mr. Leonard A. Panish | (5) Supervisor Ernest E. Debs |
| (3) Mr. Ellis P. Murphy | (6) Mr. Paul Ward |

The Social Services Committee studied the proposed county budget for 1965-1966, the Welfare Study Commission Report of 1963, and the Special Review of the Department of Charities prepared by our contract auditors, Lybrand, Ross Bros. & Montgomery. As a result of our investigation we make these recommendations.

RECOMMENDATIONS TO THE BOARD OF SUPERVISORS

1. **No management study** be made of the Bureau of Public Assistance at this time, as we agree with Mr. Hollinger when he states, in the letter previously referred to that: "Employment of a management consultant firm to make studies in these areas which are governed largely by State regulation simply would not accomplish the desired result."
2. It is our recommendation that the need to **streamline and simplify** the administration of the welfare programs must be brought to the attention of the taxpayers through every possible means, and furthermore that Governor Brown and Mr. Wedemeyer be notified that in our opinion this costly, wasteful, tragically inefficient operation must be corrected in the interest of the taxpayers and the recipients of the welfare programs.

VISITATION: The committee visited the ten hospitals administered by the

Department of Charities. In contrast to the experience of previous years, no complaints have been filed with the Grand Jury against the hospitals.

We are impressed with the quality of rehabilitation work we witnessed at both Rancho Los Amigos and Long Beach General Hospital, and feel that patients in all the ten hospitals are receiving excellent medical care. We also commend the staffs of the hospitals for their utilization of the newest medical skills which enable patients to leave hospitals much more quickly than was ever thought possible in the past. Due to this shortening of length of hospital stay the hospitals are able to treat increasing numbers of patients without requiring additional hospital facilities. We also commend the use of trained volunteers to supplement the staff.

RECOMMENDATIONS TO THE 1966 GRAND JURY

1. **Nursing Homes Control:** It is our understanding that legislation passed at this session of the legislature will return control of the nursing and board and care homes to the County from the State. After County control is established we would recommend to next year's jury that as many as possible of these homes be inspected. We urge the Board of Supervisors to act as quickly as possible to establish high standards in these homes, for it is both inhumane and wasteful to pour the resources of the community into helping people in the hospitals only to have them receive inadequate care at nursing homes.
2. **Rancho Los Amigos:** Check plans for road construction across Imperial Highway to allow passage of wheelchair patients, meals, and laundry between two sections of the hospital grounds.
3. **Mira Loma Facility:** Follow up plan to replace worn-out laundry equipment (especially the dryer) in the laundry section (or re-plan all county laundry handling suggested by the Victor Kramer survey).
4. **Old Age Application by Affidavit:** Watch the progress of the pilot program in two Bureau of Public Assistance offices for simplifying OAS procedures. Encourage extension if it is working.
5. **Nursing Home Inspection:** Follow up interest in nursing home licensing and inspection by the County.
6. **Social Work Training:** Assist the Department of Charities to obtain better trained social workers by encouraging in-service and graduate school training in the county.

SPECIAL REPORT

RECOMMENDATION OF THE 1965 LOS ANGELES COUNTY GRAND JURY CONCERNING DUPLICATION IN DUTIES OF MARSHAL'S AND SHERIFF'S DEPARTMENTS

The 1965 Los Angeles County Grand Jury urgently recommends that the Los Angeles County Board of Supervisors take action in sponsoring and backing a bill to be introduced in the next session of the legislature in Sacramento which would:

1. Prohibit the Marshal of the Municipal Courts of Los Angeles County from performing the service of process and notices.

With both bailiffs from the Marshal's department and bailiffs from the Sheriff's department serving process, notices and orders, there exists a duplication of effort, which could result in men from separate departments serving process in the same city block. The serving of such papers could and should be done by one department and because of the salary spread, it is in the interest of the taxpayer to have this service performed by competent bailiffs from the Sheriff's department.

2. Place the fixing of salaries of the Marshal and all employees in the Marshal's department as the responsibility of the Los Angeles County Board of Supervisors. (Under present laws the California Legislature fixes the salaries in the Marshal's department but Los Angeles County must pay these salaries.)

As the result of the Legislature fixing the salaries of the Marshal's department, Deputy Marshals, acting as bailiffs of the municipal courts, traditionally receive higher salaries than the county feels it can pay deputy sheriffs performing similar duties in the superior courts, although the superior court is regarded as the higher court. This is causing a morale problem in the Sheriff's department and efforts on the part of bailiffs in the Sheriff's department to seek and accept positions in the Marshal's department.

Opinions offered in the past by the office of the County Counsel indicate that the recommendations made above would have to be accomplished by new legislation. The Counsel advises that Government Code section 72642 and 72651 relate specifically to the Marshal of Municipal Courts, Los Angeles County.

Counsel further offers the opinion that consolidation of these duties in the Sheriff could be accomplished by amendment to the state law, which amendment might be the amending of Government Code 72642 or other amendment which would prohibit the Marshal of the Municipal Courts of Los Angeles from performing the service of process and notices, thereby requiring the Sheriff to perform this duty.

DONALD E. McGRATH

Approved by Grand Jury September 15, 1965.

SPECIAL REPORT

RESOLUTION

TO: Los Angeles County Board of Supervisors
FROM: 1965 Los Angeles County Grand Jury
SUBJECT: Acquisition of the Lincoln Heights Jail Facility

WHEREAS, the City of Los Angeles is no longer permitted to hold sentenced prisoners;

WHEREAS, the County of Los Angeles must now assume the responsibility of housing such sentenced prisoners;

WHEREAS, this situation will tax beyond capacity the already crowded county facilities, thereby necessitating the acquiring by the county of additional jail facilities, either by enlarging existing facilities or building new jails;

WHEREAS, the importance and necessity of available jail facilities in the downtown area was graphically demonstrated by the recent Watts riot, the value of Lincoln Heights Jail in handling these several thousand prisoners was clearly demonstrated;

WHEREAS, the City of Los Angeles will, again, in the near future be offering the Lincoln Heights Jail for sale;

NOW, THEREFORE, BE IT RESOLVED that the 1965 Los Angeles County Grand Jury urge the Board of Supervisors to quickly and persistently renew their offer to the City of Los Angeles to purchase the facilities of the Lincoln Heights Jail at a price which would be represented by the unpaid bond interest and redemption payments on the Lincoln Heights facility. This figure has been estimated at \$2,800,000.00.

Information secured by the Grand Jury, through personal visits to Lincoln Heights Jail and from other reliable sources, including the Los Angeles Police Department, indicates the Lincoln Heights facility has prisoner capacity of approximately 2,500. It maintains adequate administration and office space. There are sufficient auxiliary service areas and space available in the jail for laundry, linen, clothing and record storage. The same property has two auxiliary buildings presently housing supply operations and heavy-duty vehicle

maintenance shop. The heating facility is called adequate. Circulation is maintained by forced air. The kitchen facility is modern, as it was redesigned and new equipment installed subsequent to 1931, the year the jail was dedicated.

Because of the age of the facility it does not have many of the construction and design features that would be included in a more modern jail building, but investigation indicates it should be thoroughly adequate and satisfactory as a short-term detention facility and the county should be able to acquire it at a great deal less cost than a new jail with the same prisoner capacity. While detailed cost figures of maintaining prisoners were not available, estimates on the cost of maintaining a daily average of 776 sentenced prisoners during the 1962-63 fiscal year was a few cents less than five dollars per day. While the Grand Jury respects and admires the determination of both the Board of Supervisors and the City of Los Angeles to buy or sell things to the best interest of their departments, the Grand Jury feels the interests of the taxpayer must be paramount and that this end will best be served by Los Angeles County, which needs additional prison facilities, purchasing the Lincoln Heights Jail.

Approved by Grand Jury September 30, 1965.

SPECIAL REPORT

To: The Los Angeles County Board of Supervisors

From: The Public Services Committee of The 1965 Los Angeles County Grand Jury

We recommend that the services of a professional consultant, not on the county payroll, be made available to the Public Services Committee, on a part time basis, in the same manner that the services of an auditing firm are available to the Audit Committee of the Grand Jury, and the services of a Deputy District Attorney and an Investigator are available to the Criminal Complaints Committee of the Grand Jury.

The universities and colleges in Los Angeles County, as well as the private welfare institutions and hospitals should be able to supply qualified consultants.

We suggest this change in procedure for the following reasons:

(1) A group of sincere laymen, regardless of their previous experience in social welfare, need professional help in examining the Department of Charities, which is spending 43.1% of the County budget in Public Assistance programs, and 12.1% of the budget in hospitals and clinic care. In addition to the Department of Charities, the Public Services Committee attempts to study Juveniles and Schools in the County — a large order!

(2) The assistance of the professional in evaluating activities would enable the committee to focus on those areas requiring attention earlier in the term of the jury. Reports of past juries indicate that frequently the jury or its committee does find these areas — but much too late in the year.

(3) It is our observation, based on many years of work in civic and welfare organizations, that the most successful groups are aided by a professional.

(4) It is obvious to anyone who has served on or worked with a Grand Jury that the time available for committee work must be utilized to the maximum. A professional would assist in efficient utilization of committee time.

Conclusions:

The Grand Jury is a citizens group with a sincere desire to serve Los Angeles County. However, based on our observations of this year, and our

study of Grand Jury reports over the past seven years, we are convinced that the effectiveness of the Public Services Committee has been impaired by lack of professional counsel and assistance. Therefore, we recommend that services of a professional be made available to the Public Services Committee of the 1966 and subsequent Grand Juries.

MRS. WILLIAM G. SINN

RECOMMENDATION FOR PETIT JUROR SELECTION AND COURT USE

A brief study was made of the methods used in the selection, calling, and use of Superior Court juries. Our concern was with more efficient use of the jurors' time and with reduction of costs to the taxpayers of Los Angeles County.

Because of space limitations, only recommendations and short comments are given below. Anyone interested in consulting the full report may obtain the latter from the Documents File of the 1965 Grand Jury in the secretary's office.

Recommendations

1. A more thorough screening of prospective jurors. (It was found that wives of lawyers, doctors, law enforcement officers, and teachers of criminology were frequently challenged and dismissed.)
2. Use of Municipal Court judges and space more extensively, when available, for Superior Court purposes.
3. Court Consolidation. (The 1965 Grand Jury believes that this plan, when used throughout all court districts, will effect a saving in jury time and expense.)
4. Additional court space and some additional judges, where needed. (As the crime rate and the number of criminals increase, additional personnel and more space obviously will be needed.)

ROBERT H. STREHLE
W. B. HELLER

SUMMARY OF GRAND JURY SURVEY

Our interest in the Grand Jury system led us to conduct a survey to determine how grand juries are selected and employed in various counties in the United States which have a population of approximately 1 million. Twenty of the 25 questionnaires we circulated were responded to, 6 of these being returned by California counties.

The survey reveals the following methods of selection to be in use: (1) nomination by Superior Court judges, (2) picking from voters' registration lists, (3) choice from lists of experienced petit jurors, (4) naming by jury commissioners, and (5) naming by elected officials. In only two of the counties reporting, the Grand Jury foreman is elected by the jury members; in all other instances, he is appointed by the presiding judge.

The survey further reveals that the term of office varies from 1 month to 12 months, depending upon State; and that Grand Jury duties in the criminal category extend from the hearing of all felonies (reported by 9 questionees) to the hearing only of felonies presented by the district attorney (6 questionees), and in the civil category include investigation of county departments (all questionees California counties). One responding county invites suspects to appear without immunity, whereas nine grant immunity. Depending upon State, the meeting time of the grand jury varies from 3 days per week to 5 days per week.

COMMITTEE

Denman P. Gambill

Patricia Yeomans

SPECIAL REPORT

RECOMMENDATION TO SIMPLIFY WELFARE ADMINISTRATION PROCEDURES

September 15, 1965

Mr. Paul Ward
Administrator
Health and Welfare Agency
State Capitol, Room 1020
Sacramento, California

Dear Mr. Ward:

The 1965 Los Angeles County Grand Jury has been concerned throughout the year with the problem of the continued rise of the real property tax.

In our efforts to find ways and means to make recommendations to reverse this trend, an examination was made of the Los Angeles County Bureau of Public Assistance whose \$400,966,530 budget accounts for 43.1% of the 1965-66 budget for Los Angeles County. We learned that \$38,500,000 of these funds are expended for County administrative costs of welfare programs, or for every ten dollars disbursed in aid, more than one dollar is spent on administration. Since it is obvious from the figures that Welfare is Big Business, we wonder whether it is Big Business efficiently administered.

We recognize the obligations of society to care for the needy, the aged, the sick, the disabled, and the children, but we also realize that the tax burden is becoming impossible for many of our citizens. Therefore, if the needs are to be met, we believe that they must be provided under as efficient and businesslike a sys-

tem as possible.

During the course of our examination of the Bureau of Public Assistance and the programs under its jurisdiction the following facts were brought to our attention.

- (1) Funds for all programs except General Relief come from both federal and state government. Both levels of government, but particularly the state, have a tremendous degree of control over the implementation of these programs. Each county is responsible both for the administration of the programs as well as providing substantial financial support.
- (2) The State Legislature enacts statutes which define the scope of the programs. The State Department of Social Welfare determines how the laws are to be administered on the local level. The Department of Social Welfare has and is using considerable latitude in the manner in which it interprets the legislation passed in the welfare field.
- (3) No consideration is given, as far as we can discover, for the difference in size in Los Angeles County in comparison with other counties in the State when establishing welfare policies and procedures. In view of the fact that approximately 40% of the welfare recipients in the entire State live in Los Angeles County it appears that certain variables exist.
- (4) The State Department of Social Welfare made the election for all California Counties to participate in the "priority needs" Federal Program. While this program increases Federal participation in administrative costs from 50% to 75%, figures for Los Angeles County indicate that an additional 280 positions at a total cost to the County of \$361,650 will be required to meet priority needs yardsticks for adult approved cases.
- (5) The final report of the Welfare Study Commission included ten recommendations made by Mr. William A. Barr, head of the Los Angeles County Department of Charities, which call for simplifi-

cation of administrative procedures in welfare programs. While these recommendations were not per se part of the Commission's formal recommendations, they are vital to efficient administration. According to our information, while seven of these points require no legislative action, no action has been taken on six of them.

(6) Supervisor Ernest E. Debs, a member of the Governor's Welfare Study Commission, has stated that not one recommendation of the report, which was issued in January, 1963, has been implemented. In Governor Brown's opening address to the State Welfare Commission he offered the remark, "Recognize that at any one time, some worthy projects must be delayed. Some objectives must be for a time remote. But they must not be filed and forgotten." We wonder whether for the most part if the entire report has not been "filed and forgotten."

(7) According to all our observations, the costs of welfare programs continue to rise, the paperwork continues to mount, the turnover of social workers, whose morale is undermined by the hours spent at paperwork, continues to contribute to administrative difficulties, and the time available for clients continues to decline.

The 1965 Los Angeles County Grand Jury does therefore recommend and ask that the California State Department of Social Welfare immediately act to streamline the administration of existing welfare programs. A strong and vigorous beginning should include the following:

(1) Los Angeles County be given the authority to implement the recommendations of Mr. William Barr contained in the Appendix to the Welfare Study Commission report, a copy of which is attached hereto.

(2) That Los Angeles County Welfare administrators participate in the planning of procedures and policies used in the administering of welfare programs in this county.

(3) That Los Angeles County be given the authority to initiate

immediately a pilot project of application by Affidavit, using an affidavit which is short and understandable to our older people who qualify under the Old Age Security Program.

(4) That the State Department of Social Welfare provide active, dynamic leadership in the entire field of welfare administration. Since both the counties and the state must share the responsibility for the care and, when possible rehabilitation of those of our citizens who are in need of help, it is only reasonable to ask that they work together in mutual cooperation toward the common goal of maximum care at a minimum cost to the taxpayer.

Very truly yours,

PETER F. SCHABARUM
FOREMAN

MRS. WILLIAM G. SINN
Public Services Committee

JBS/b

cc: Governor Edmund G. Brown
Each County of L.A. Supervisor
Mr. William A. Barr

SPECIAL REPORT

RECOMMENDATION TO CONSOLIDATE THE MUNICIPAL COURTS

Senator Joseph A. Rattigan
Chairman, Committee on Local Government
State Capitol Building
Sacramento 14, California

RE: Senate Bill 1091 (Consolidation of
the Los Angeles County Municipal
Court Districts

Dear Senator Rattigan:

The 1965 Los Angeles County Grand Jury has conducted an extensive hearing into the desirability of enacting S.B. 1091 or some version thereof which will substantially reduce the number of Municipal Court districts in the County of Los Angeles. In this hearing the Grand Jury heard from several judges of the Municipal Court, a member of the Board of Supervisors of the County of Los Angeles, a staff member from the Chief Administrative Office of Los Angeles County, a representative from the League of California Cities, and others. A considerable volume of statistical information, prepared by responsible parties, has also been studied.

As a result of this hearing the members of this Grand Jury believe that the present system of 23 independent judicial districts and 3 justice courts is both inefficient and extravagant.

As one example, the County of Los Angeles is presently faced with a legislative request for 14 additional Municipal Court judges.

If this request is granted it will cost approximately \$577,000 in annual operating expenses, and some \$3,500,000 in construction costs. The hearing we conducted persuades us that if the number of judicial districts is sharply reduced it will not be necessary to add these additional judges to the Municipal Court system. This economy will be possible because of the facility with which judges and cases from an area having a heavy load of

judicial work can be transferred to an area in which there is a comparatively light load of judicial work.

The information we obtained at the hearing - particularly the statistical studies - shows that the existing system encourages the so-called "unused judge". It is striking indeed to notice the variations in the amount of judicial work performed by the various districts.

We believe, based on the testimony provided, that the greatest economy and efficiency can be obtained by consolidation of the Municipal Courts; therefore we recommend passage of Senate Bill 1091.

Very truly yours,

COURTS COMMITTEE

LaVern H. Brinkman, Chairman

Mrs. Sinclair Jardine

Denman P. Gambill

RECOMMENDATIONS FOR REVISIONS IN GRAND JURY PROCEDURES

October 27, 1965

The Honorable Kenneth N. Chantry
Presiding Judge of the Superior Court
Courthouse
111 North Hill Street
Los Angeles, California

Dear Judge Chantry:

The 1965 Los Angeles County Grand Jury has had a continuing interest in improving the functions and operation of the Grand Jury system.

It has been brought to our attention that a proposed amendment to Rule 29 of the Rules of the Superior Court of Los Angeles County is being circulated amongst the Judges of the Superior Court. The proposed amendment calls for the selection of nominees for the Grand Jury by the Committee on Selection of Grand Jurors, in the event each of the judges of the Superior Court does not exercise his prerogative of submitting two nominees to be placed on the Grand Jury list.

The 1965 Grand Jury recommends and endorses this proposed amendment. It is our feeling that it is most important that a wide and diverse number of nominees be made available for selection as grand jurors. In past years the total number of nominees appearing on the Grand Jury list has been considerably less than the number authorized. We believe that this amendment provides the necessary impetus that should result in a large number of prospective jurors being named, while at the same time retaining the individuality which permits each judge, if he so chooses, to select his own nominees.

In addition to the above I am sure you are aware that this Grand Jury has made two other recommendations, both of which have been

transmitted to Judge Bernard Lawler, Chairman of the Committee on Jury Policy and Procedures, including Grand Juror Selection.

One recommendation deals with the suggestion that the Grand Jury be impaneled on a fiscal year basis rather than on the present calendar year term. To reiterate, it is the feeling of this Grand Jury that civil matters are equally as important as the criminal aspects of our responsibility. Major areas of concern, i.e., the Los Angeles County Budget, pending legislation, etc., are under consideration at a time shortly after the impanelment of the jury when it has not had an opportunity to orient itself to its responsibilities.

The second recommendation suggests the offering of a written communique from the prospective nominee to his nominating judge wherein he, the nominee, acknowledges his desire to serve, his awareness of the responsibilities involved, and the time he must be prepared to give to meet this obligation.

It is our understanding that the judges of the Superior Court will meet shortly as a committee of the whole to consider these matters, as well as other business relative to the court. The Grand Jury will appreciate being advised as to any conclusions rendered by the judges on items within our area of interest.

Very truly yours,

PFS/b

cc: Judge David Williams

PETER F. SCHABARUM
FOREMAN

BUDGET MESSAGE

June 15, 1965

The Honorable Board of Supervisors
County of Los Angeles
383 Hall of Administration
Los Angeles, California

Dear Sirs:

At the time of its impanelment, the 1965 County Grand Jury was asked to give particular attention to the rising tax burden upon citizens of this county, caused by increased cost of government. With this charge in mind this Grand Jury has examined the proposed Los Angeles County budget for the fiscal year 1965-66 and has the following observations and recommendations to make to the Board of Supervisors.

It must be said that we recognize that the citizens of this County have asked to be provided certain services, that the population is in a continuing upward climb and that there has been a continually inflationary rise, requiring an upward adjustment in wages and salaries. However, it is felt that a hard look at the budget, including perhaps an entirely fresh, new look at certain segments thereof, should result in a substantial reduction.

As to wages and salaries, it is most difficult for the Grand Jury to understand the justification for an across-the-board 2.75% wage increase for most employees in county employ. There is not substantial evidence to indicate that such a move is justified, particularly in view of the fact that the Wage and Salary Survey, which is used as the basis for this increase, does not cover all of those employed by the county. We also concur with those who feel that the proposed increase in salaries for those employees considered to be in the craft trades is not justified.

It has been pointed out, and in our view correctly so, that the present formula used to arrive at salary increases for this cat-

egory of employee is not sufficiently weighted to properly reflect continuity of employment or benefits enjoyed by those employed by the county.

As regards the approximately 2400 new positions recommended in this year's budget, the Grand Jury is distressed about the import connected with these recommendations. It is felt that the workloads and criteria used by most departments, but particularly by the Department of Charities, the Bureau of Public Assistance, and the Probation Department, demand close scrutiny. Workload requirements prescribed by either state or federal government in order to qualify for funds do not necessarily provide the substantiation for additional personnel. In that the county must bear a substantial share of the cost of administering the many welfare programs under its jurisdiction, it appears that close analysis should be made to determine the advisability of increasing staff and facilities as a condition of qualifying for funds.

It is our suggestion that the order already approved by your board, adding approximately 120 positions to the Road Department and approximately 20 positions to the County Engineer be rescinded. It is felt that private contractors should replace the engineers and other personnel necessary to implement the road building program for which these positions have been authorized. The legal questions inherent in this recommendation are recognized; however, it is felt that this is an excellent area for exploration of the use of private contractors to do work that is short lived in duration. We view with alarm the premise that projected additional revenues are sufficient basis for adding personnel. This argument we feel to be completely unacceptable. In view of the Grand Jury's support of the consolidation of the Municipal Court system, it must follow that there be a recommendation to hold the line on all projects dealing with expansion of Municipal Court facilities, and particularly, the employment of additional persons to man as yet unbuilt facilities. We therefore question the need for 23 additional positions recommended to be added to the Municipal Court, as well as 7 of the 23 positions already authorized for the Marshal's office. This Grand Jury also recognizes the recent transfer of City Health Department activities over to the County Health Department. We are aware of the re-organization problems presently being re-

solved; consequently, we strongly question the advisability of adding the additional 25 positions requested until a thorough review has been completed.

That portion of the budget dealing with capital projects is in itself not so alarming as the implications that can be presumed. The acquisitions of land proposed in this budget, on which buildings are subsequently to be built, do indeed envision a massive increase in personnel just to staff and operate these buildings.

The Capital Projects program is deemed to be of such magnitude that this Grand Jury will make further inquiry into the feasibility and justification of the many projects presently in the planning and development stage. The Grand Jury has attached a list hereto of those items listed under Capital Projects which it recommends should be deferred to a later date. Those bearing particular mention include the Compton Airport, the Malibu County Building, and Health Department Headquarters Building.

We would, and do, concur with Supervisor Bonelli's announced intent to prune 25% from that portion of the budget dealing with Exploitation. Those areas involving Aid to Other Governments and Exposition should likewise be closely examined for areas of reduction.

Finally, the 1965 Grand Jury suggests that this be a proper time to review, and, yes, to re-examine your policies in the following areas of concern:

1. Wages and Salaries.
2. Workloads and other criteria used to justify additional personnel positions.
3. The position of Los Angeles County in the part it must play to receive benefits from State or Federally sponsored Welfare programs.
4. The criteria for determining feasibility of launching new capital projects.

We believe that the citizens of this county will best be served if the Board of Supervisors will address themselves to the difficult task of substantially reducing the proposed budget.

Very truly yours,

1965 LOS ANGELES COUNTY GRAND JURY
PETER F. SCHABARUM
FOREMAN

Capital Projects to be Deferred

<u>Project</u>	<u>Amount</u>
Beverly Hills Municipal Courts	\$ 198,000
Malibu County Building	2,250,000
Norwalk Sheriffs Substation	65,000
Minimum Security Unit - Wayside Honor Rancho	239,500
Centinela Probation Department Building	200,000
Juvenile Hall - Plans and Demolition	193,900
La Mirada Park	372,000
Whittier Narrows Dam Repair	213,800
Arboretum Development	30,800
Lux Arboretum	50,000
Air Conditioning of Existing Welfare Building	348,600
Museum Building - Taxidermy Wing	316,100
Compton Airport	1,266,833
Health Department Headquarters Building	1,707,000
Total	<hr/> \$7,451,533

SPECIAL REPORT

FINANCING OF CAPITAL PROJECTS

The Honorable Board of Supervisors
County of Los Angeles
Hall of Administration
500 West Temple Street
Los Angeles, California 90012

November 17, 1965

In re: Financing of Capital Projects

Gentlemen:

The long range capital improvement program for Los Angeles County portends a tremendous expenditure of the taxpayer's dollars, as well as the assumption of large long term obligations to repay the funds required to construct the improvements contemplated in this program. The completion of this program will result in a massive increase in budgetary funds required to cover the cost of operating and maintaining these facilities.

The 1965 Grand Jury has inquired into the methods of financing buildings owned, or being built for use, by Los Angeles County with particular emphasis on the mode of financing wherein a sale-lease back agreement has been made with the Board of Retirement of the Los Angeles County Employee's Association. The investigation made by this Grand Jury reveals that the methods and procedures used in accomplishing the construction of capital projects using this type of financing are subject to severe criticism, and, therefore, may not be in the best interest of the taxpayers of this County.

It is, therefore, recommended that the Board of Supervisors immediately enter into an in-depth review relating to financing of capital projects.

As of this date, the County has, in effect, borrowed or obtained commitments on a total sum of approximately \$161,000,000.00

from the Board of Retirement. These funds cover twenty separate projects amongst which the six golf courses, five court buildings, the men's central jail, and a major portion of the buildings in the civic center complex. As of this date, six leases are completed, approximately one-half of the projects are in various stages of construction, and the balance are in planning. By Board action of September 7th of this year, an acceleration in the timetable for construction of these and other projects was approved. Additional projects have been submitted to the Board of Retirement for commitment.

The Board of Supervisors must be acutely aware of the scope and implications connected with the entire capital improvement program. It is imperative that each project be checked and re-checked as to need, function, cost, method of financing, and budgetary requirements needed before authorization to proceed is given. The findings resulting in the above recommendation are as follows:

1. This method of financing does not permit complete public exposure to the justification for construction of a project. It also does not permit easy public access to the terms and conditions negotiated between the parties, nor does the public enjoy the opportunity to review plans and specification, or other matters connected with the project as it is being developed. It is recognized that County Government is charged with the responsibility of maintaining a particular level of service in certain types of governmental functions, i.e. law enforcement, the courts, welfare and charities. However, a case could be argued that some of the projects approved and built do not represent a mandate from the electorate.
2. By arbitrarily entering into this type of financing, it does not expose the project to the market place in order to determine alternative financing that may be available at less cost or on more favorable terms. In recent years, comparatively little effort has been made to obtain financing through submission of a bond issue to the voters.

Other sources of financing, in addition to the use of general obligation bonds, include a sale-lease back to private investors or direct expenditures by allocations from the general fund. Fluctuations in the bond market

and the availability of mortgage funds would suggest that these alternatives may be worthy of consideration from time to time.

3. Sale-lease back arrangements with the Board of Retirement exposes County elected officials and administrators to the criticism that it was accomplished on a less than arms length basis. A review of leases on existing County facilities, when compared to those used in private enterprise, can only lead to the conclusion that there are agreements between the County and the Board of Retirement not apparent in their lease agreements. For instance, to mention one example, while some leases provide that such hazards as earthquakes are to be insured against and be paid for by the County, the practice has been not to carry such insurance. In other leases it has been noted that there is an intention to renegotiate upon completion of the construction phase of the project to more completely express the intentions of the Parties. There is no reference in most leases that the option price includes six months unearned interest.

In connection with your review of this method of financing, it is requested that the following specific recommendations be considered:

1. That all existing leases be rewritten to reflect a rental payment that would include amortization of the cost of the project, over the term of the lease, including the stipulated true interest rate. A review of the lease dealing with the Hall of Administration reveals that if the County exercises its option to purchase that facility in 1980 (the optimum date to purchase) it will have paid a total sum, not including normal interest, in excess of \$1,300,000.00 over the original cost of the project. In other words, the Board of Retirement, at the time of repurchase by the County, will have received its original investment back, the prescribed 4½% interest plus a total bonus in excess of \$1,300,000.00.
2. It should be an established policy that it is the intent of both parties that fair market value and book value shall

be the same, and that the rental to be paid shall be an amortization of that figure over the term of the lease including the payment of the prescribed interest rate.

3. The bonus in the form of a prepayment penalty in the event the County exercises its option to purchase shall be 90 days interest on the, then, unpaid balance of the cost of the project.

This should be a reasonable offset to the current requirement of the Board of Retirement that there shall be no option to purchase until the 10th year of a lease.

4. That the rentals to be paid through the interim period of construction shall be, in fact, a true representation of interest earned on funds advanced by the Board of Retirement. The rent shall be computed on an average of funds disbursed for each 60 day period during the estimated period of construction, rather than the present six month period. Further, that upon completion of a project, the rental shall be adjusted to the end that the rental paid represents the interest earned on the sums as disbursed during the course of construction.
5. That all terms and conditions of the lease agreement be clear and precise to the extent that neither the County nor the Board of Retirement shall have unilateral rights which would place an unfair burden upon the other party.
6. That the lease agreement be the only agreement, written or verbal, as between the two parties relative to a particular project.
7. That all existing leases, with particular reference to those leases with the Hall of Administration and the Hall of Records, be renegotiated to reflect current policies including the aforementioned recommendation, and that excess rentals previously paid in excess of that which would amortize the project based on actual cost, plus interest at 4½%, be returned to the County for deposit into the Accumulative Capital Outlay Fund.

The purpose of this report is threefold:

1. To correct certain inequities that are extant in exist-

ing leases with the Board of Retirement.

2. To stop what appears to be a wholesale and indiscriminate use of this type of financing without an objective review of other available methods.
3. To forestall future criticism that will surely come when current budgets have to be increased to provide funds to amortize the obligations incurred.

It is hoped that what is contained herein will accomplish these purposes.

Respectfully submitted,
1965 GRAND JURY

PETER F. SCABARUM
Foreman

PFS:ma

PART THREE

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INDEX TO RECOMMENDATIONS

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