

# **LOS ANGELES COUNTY**

## **GRAND JURY**



### **FINAL REPORT**

### **1975-76**

**Los Angeles County Grand Jury**  
**Final Report 1975-76**



## FOREMAN'S STATEMENT

For over one hundred years the California Grand Jury system has served this state well. It has maintained and refined the traditional role of the Grand Jury as a citizen body empanelled to hear criminal cases and determine whether there is sufficient evidence to warrant returning an indictment. In addition, California Grand Juries are charged with the responsibility of serving as guardians against improper or inefficient performance in County government. In both of these functions the Juries are armed with wide statutory powers of inquiry and investigation. This emphasis on the dual role of the Grand Jury is unique to California, and has been credited as being a strong contributory factor in the maintenance of honest and responsive local government.

The Los Angeles County Grand Jury is the largest in the state. This is entirely appropriate in view of the magnitude of the task involved in monitoring and evaluating the administration of a county which is the most populous in the nation, contains over one-third of the entire state's population, and has a budget larger than those of 37 of the 50 states. As of July, 1975, there were 81,199 people employed by the County, a statistic which is a source of concern to the Jury in that it represents one employee per 86 County residents, nearly 100% higher than the ratio of one employee per 162 County residents in 1950. This figure results in part from programs mandated by the state and federal governments. Because of the substantial and increasing burden these programs place on the budgeting and management of our County, the Jury has been particularly attentive to state and national legislation which will affect local government.

At the same time, the Jury has reviewed ongoing fiscal affairs and management procedures of the County and has examined a number of innovative programs designed to increase services and reduce costs. In the reports which follow, the findings and recommendations of the Jury's nine committees are presented. Numerous studies and recommendations have already been made during the course of the year. In these cases, the disposition of the recommendations has been noted.

On behalf of the entire Jury, I want to thank the Honorable Robert A. Wenke, Presiding Judge of the Superior Court, the Honorable Jack E. Goertzen, Supervising Judge of the Criminal Courts, and the Honorable William L. Ritz, who served as Supervising Judge during the first half of the Jury's term, for the unfailing support and assistance they have given throughout the year. In addition, the Jury is grateful for the excellent counsel received from our outstanding legal advisor, Deputy District Attorney Joseph V. Siler. We also want to express our appreciation to the highly competent and cooperative Grand Jury Staff.

It has been a great pleasure and privilege to serve with the 1975-1976 Jurors, whose dedication and diligence has been a genuine credit to the concept of citizen participation in government. And, finally, may I say that it has been a distinct honor to have served as the first woman to be appointed Foreman of the Los Angeles County Grand Jury.

Margaret Paterson Carr

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## 1975-76 LOS ANGELES GRAND JURY

MEMBER	RESIDENCE	NOMINATING JUDGE
Jacques Attie	Beverly Hills	Sydney W. Kaufman
Sanford J. Baines	Long Beach	Max Z. Wisot
Edith Bogen	Pasadena	Richard A. Gadbois
Margaret Paterson Carr	Los Angeles	Richard L. Wells
Frieda Chaikin	Los Angeles	Richard Schauer
Edwin Colwell	Pacific Palisades	Charles H. Woodmansee
Si Comar	Los Angeles	Robert Feinerman
Herbert C. Duckett	Los Angeles	Earl C. Broady
Pamela J. Edwards	Long Beach	Ross M. Bigelow
Hal J. Flammer	Los Angeles	Thomas C. Yager
Annabelle Grant	Studio City	Billy G. Mills
Paul E. Haines	Pasadena	David N. Eagleson
Mary Lou Howard	Burbank	Ronald E. Swearinger William H. Rosenthal
Mary E. Kimball	Sepulveda	William E. McGinley
O. Max Offley	Pasadena	Warren D. Allen
Kurt W. Simon	Los Angeles	Earl F. Riley
Peter Somfeld	Glendora	Hampton Hutton
Louise Ada Sterling	Los Angeles	Richard Fildew
Victor P. Swanson	Azusa	Thomas A. Newell
Tillman B. Thomas	Los Angeles	Sherman W. Smith
Arlette P. Westmoreland	Los Angeles	Peter E. Giannini
Joyce Whittlesey	Pasadena	E. Talbot Callister
Elaine L. Young	La Mirada	Raymond Choate

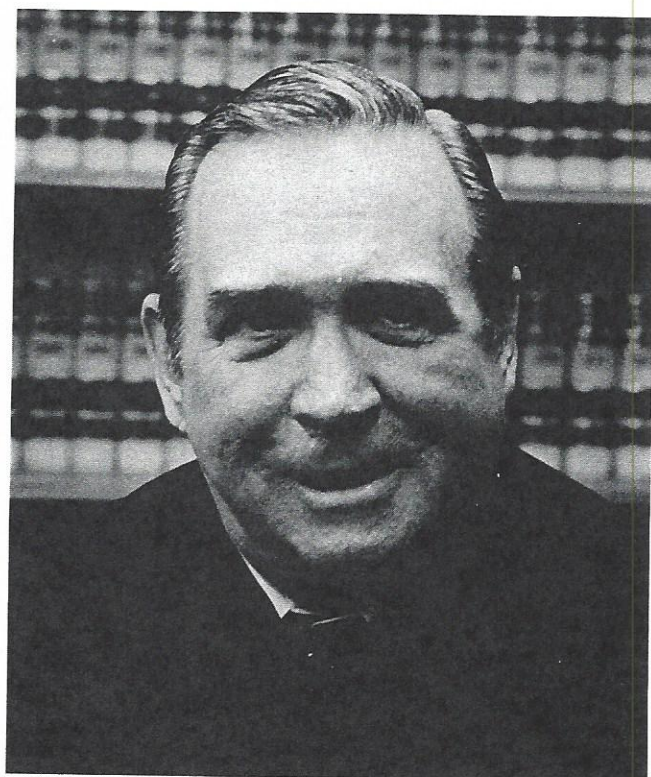


*The Honorable* JACK E. GOERTZEN  
Supervising Judge of the  
Criminal Courts  
1976



*The Honorable*  
ROBERT A. WENKE  
Presiding Judge of the Superior Court

*The Honorable* WILLIAM L. RITZI  
Supervising Judge of the  
Criminal Courts  
1975







*Left to Right  
Top to Bottom*

O. Max Offley

Paul E. Haines

Edwin Colwell

Frieda Chaikin

Tillman B. Thomas

Louise Ada Sterling

Arlette P. Westmoreland

Peter Somfeld

Pamela J. Edwards

Jacques Attie

Mary E. Kimball

Annabelle Grant







Hal J. Flammer  
*Secretary*

Si Comar  
*Foreman Pro Tem*

Margaret Paterson Carr  
*Foreman*

Elaine L. Young  
*Sergeant-at-Arms*

Kurt W. Simon  
Mary Lou Howard  
Sanford J. Baines  
Edith Bogen  
Herbert C. Duckett  
Joyce Whittlesey



*Not Shown:*  
Victor P. Swanson





Deputy District Attorney Joseph V. Siler  
*Legal Advisor to the Grand Jury*



Grand Jury Staff

Penny Dark  
*Secretary*

Morgan Von Saxel  
*Court Reporter*

Joyce M. Shannon  
*Executive Secretary*

Jesse Gomez  
*Investigator*

Not Shown: Theresa Carpenter, *Baliff*

# 1975-76 LOS ANGELES COUNTY GRAND JURY

## OFFICERS AND COMMITTEES

Margaret Paterson Carr, Foreman  
Hal J. Flammer, Secretary

Si Comar, Foreman Pro Tempore  
Elaine L. Young, Sergeant-at-Arms

## STANDING COMMITTEES

### ADMINISTRATIVE COMMITTEE

Margaret Paterson Carr, Chairman  
Edith Bogen  
Si Comar  
Herbert C. Duckett  
Pamela J. Edwards  
Hal J. Flammer  
Paul E. Haines  
Kurt W. Simon  
Peter Somfeld  
Joyce Whittlesey  
Elaine L. Young

### AUDIT COMMITTEE

Si Comar, Chairman  
Frieda Chaikin  
Hal J. Flammer  
O. Max Offley  
Kurt W. Simon  
Tillman B. Thomas

### CRIMINAL COMPLAINTS COMMITTEE

Paul E. Haines, Chairman  
Jacques Attie  
Sanford J. Baines  
Edwin Colwell  
Hal J. Flammer  
Mary Lou Howard  
Louise Ada Sterling  
Tillman B. Thomas

### EDUCATION & LIBRARIES COMMITTEE

Elaine L. Young, Chairman  
Frieda Chaikin  
Mary E. Kimball  
O. Max Offley  
Louise Ada Sterling  
Arlette P. Westmoreland  
Joyce Whittlesey

### ENVIRONMENTAL COMMITTEE

Herbert C. Duckett, Chairman  
Sanford J. Baines  
Annabelle Grant  
Mary Lou Howard  
Peter Somfeld  
Victor P. Swanson

### GOVERNMENTAL OPERATIONS COMMITTEE

Kurt W. Simon, Chairman  
Jacques Attie  
Si Comar  
Hal J. Flammer  
O. Max Offley  
Arlette P. Westmoreland

### HEALTH & DRUGS COMMITTEE

Pamela J. Edwards, Chairman  
Sanford J. Baines  
Herbert C. Duckett  
Annabelle Grant  
Paul E. Haines



#### JAILS COMMITTEE

Peter Somfeld, Chairman  
Jacques Attie  
Edwin Colwell  
Annabelle Grant  
Louise Ada Sterling  
Victor P. Swanson

#### SOCIAL SERVICES COMMITTEE

Edith Bogen, Chairman  
Edwin Colwell  
Pamela J. Edwards  
Mary E. Kimball  
Victor P. Swanson  
Arlette P. Westmoreland

#### JUVENILE JUSTICE COMMITTEE

Joyce Whittlesey, Chairman  
Edith Bogen  
Frieda Chaikin  
Mary Lou Howard  
Mary E. Kimball  
Tillman B. Thomas  
Elaine L. Young

# JUVENILE JUSTICE COMMITTEE

## PURPOSE

The principles which govern the Juvenile Justice System are currently under severe attack. It is argued that the System fails to protect society, prevent crime, rehabilitate juvenile offenders, assist children with special needs, or ensure a fair and just judicial disposition of juvenile cases. In order to evaluate these criticisms, this committee has conducted a comprehensive examination of the Juvenile Justice System in our County.

## AREAS OF CONCERN

The Committee's investigation was directed to the following aspects of the Juvenile Justice System:

- A. Diversion and Detention
- B. Judicial Proceedings
- C. Disposition of Juvenile Cases

## FINDINGS AND RECOMMENDATIONS

### A. Diversion and Detention

Juveniles awaiting disposition of their cases in the juvenile courts may be dealt with by the Juvenile Justice System in two ways. They may be detained in County facilities, or they may be diverted out of the judicial process into the community. Whether to detain or divert particular juvenile offenders represents one of the most controversial aspects of the Juvenile Justice System. The failure to detain juveniles who commit violent crimes has led to a lack of respect for the law and has endangered the safety of the community at large.

The Committee consulted with officials of the Juvenile Court, law enforcement agencies, the Probation Department, the District Attorney, the Public Defender, the schools, the Department of Community Services and others. The Committee also made on-site inspections of juvenile detention facilities at Central Juvenile Hall, Los Padrinos, Camp Scott and Camp Scudder, Wayside Honor Rancho, the Youth Training Center, and local jail and court holding facilities. On the basis of these consultations and evaluations, the Grand Jury recommends action by the Board of Supervisors with respect to both diversion programs and facilities for detention of juvenile offenders.

### Diversion Programs

In 1970, with state and federal grants, a number of programs were initiated to channel minors with delinquent tendencies to social agencies and counseling services in the community. It was contended that diversion programs could help children overcome critical behavioral problems, thus avoiding the stigma and possible negative consequences of detention and official court action.



It is imperative, however, that the effectiveness of various diversion programs be thoroughly evaluated. The extent to which diversion programs have decreased the number of Juvenile Court proceedings and reduced the incidence of juvenile delinquency has yet to be proven. Some authorities have argued that excessive reliance upon diversion programs only serves to "widen the net and draw more children into the Juvenile Justice System." This point of view was expressed by both Milton Rector, president of the National Council on Crime and Delinquency, and John Greacen, former director of the Federal Law Enforcement Assistance Administration, at the First National Conference on Juvenile Justice held at the Los Angeles Convention Center in November, 1975. Under this view, diversion programs will never be an effective substitute for adequate detention facilities to handle some juvenile offenders.

To highlight the questionable effectiveness of current diversion programs in reducing the need for detention facilities some dramatic statistics have come to the attention of the Grand Jury. According to the Los Angeles Police and Sheriff's Departments, the number of juveniles handled through diversion rather than detention rose from 533 in 1970 to 5474 in 1974 (an increase of 927%). Yet there is evidence which strongly suggests that diversion programs have not been successful in reducing the volume of Court cases. During the same period, referrals from the Probation Department to the Juvenile Court have actually increased 19%, despite a 7% decrease in the juvenile population of Los Angeles County. Currently there is no way to determine whether diversion is an effective alternative to detention. No statistics are available to indicate with certainty which diversion programs, if any, are successful in preventing future delinquent behavior. Moreover, it is unclear whether the increased use of juvenile diversion programs is merely the result of recidivism. The Grand Jury feels that the various diversion programs should be reviewed by an impartial board in order to determine their effectiveness.

## **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors commission an impartial review board to undertake a critical review of the existing diversion programs in Los Angeles County with the objective of evaluating the effectiveness of these programs and retaining only those which have demonstrated positive results. Additionally, this review should provide information necessary for ensuring the effectiveness of future programs.**

## **Detention Facilities**

The Probation Department and the Juvenile Court have in recent years made commendable efforts to develop special procedures to minimize the number of juvenile detainees. Such programs include PROTAP (Promise to Appear), Crisis Intervention, Conditional Release, and Stayed Release and Detention Review. Were it not for these strenuous efforts to reduce the demand for detention facilities, the increase in juvenile arrests and referrals would have completely overflowed the available juvenile detention facilities.



Even with these innovative diversion programs, there is a desperate need for additional secure facilities to accommodate the growing number of juveniles whose criminal behavior necessitates detention. In a recommendation to the Board of Supervisors on November 6, 1975, this Grand Jury strongly endorsed the immediate reconstruction of the San Fernando Valley Juvenile Hall at Sylmar as the only feasible means of obtaining the urgently needed facilities. The following interim report accompanied this recommendation:

The Juvenile Justice Committee of the Los Angeles County Grand Jury has undertaken a comprehensive study on the proposed rebuilding of Sylmar Juvenile Hall. We have received extensive data on this proposed project from numerous County departments, the Sylmar Juvenile Hall Task Force, and in addition we have conducted our own investigation. We have carefully considered all of the arguments offered for and against the rebuilding of Sylmar Juvenile Hall as a 411-bed facility. The Grand Jury has concluded that the facility should be rebuilt.

Among the arguments offered against rebuilding Sylmar Juvenile Hall is the claim that Los Angeles County does not need any additional secure juvenile facilities. We have found this argument to be untrue. Los Angeles County already has more juveniles in custody than its present stated maximum bed capacity of 1300. This situation will worsen in the future because the projected number of detainees increases by an average of at least 5% per year. In addition, the present maximum capacity is not actually 1300. This capacity has been achieved temporarily by using Camps Scott and Scudder and Wayside Honor Rancho as secure facilities, when they are in fact unsuitable for such use except on an emergency basis. The claimed capacity at Central Juvenile Hall and Los Padrinos Juvenile Hall has been overstated by approximately 10%, and these facilities are presently overcrowded by that amount. In addition, substandard buildings are being used at some facilities which will have to be demolished before 1977. A realistic estimate of the total bed capacity for all secure juvenile facilities at the present time is 915, and in 1977 will be 839. The figure for 1977 is more than 600-775 beds short of the projected need, which is 1464 to 1617 beds.

We have found that the projected range of secure beds needed in 1977 is accurate. This numerical range will not be substantially reduced by any new diversion program, nor by the anticipated removal of "601" cases from the Juvenile Justice System, nor by the proposal to expedite the placement process after adjudication.

Many diversion programs have been in effect, but they have not significantly reduced the number of juvenile detainees. If anything, the political and judicial climates point toward a tougher approach to juvenile crime which may result in more detainees, not less. The proposed removal of "601" cases from Juvenile Justice System will not significantly reduce the number of detainees. The "601" cases represent 13% of juvenile detainees, and most of these juveniles (e.g., runaways) would have to be detained in secure facilities.

An average of 166 juveniles are awaiting placement at any given time. If the time consumed in the placement process could be cut in half, 83 beds would be saved. This speculative number does not overcome the more probable reasons indicating an increase in the expected number of detainees. We have very carefully considered the objection that because of the size, a 411-bed facility causes an impersonal and warehouse-like atmosphere. We are satisfied that the concept of separate, self-contained units, with only 20 juveniles each, will avoid this situation. In any event, the Sylmar Juvenile Hall will be used for temporary detention with an average stay of 12 days.

We are satisfied that a juvenile facility is needed in the San Fernando Valley, and that the Sylmar location properly fits that need. We do not anticipate any difficulty in having the



Rapid Transit District provide public transportation to the facility, nor do we expect community resistance which so commonly occurs any time a site is selected for this type of facility.

Among the many reasons which have convinced us that the Sylmar Juvenile Hall facility should be rebuilt is the fact that approximately 700 additional secure beds for juvenile detainees will be needed by 1977. No alternate facility can be built and operating before 1980. Sylmar Juvenile Hall offers the added benefit of costing the County less than half the amount per bed when compared to other proposals. In addition, approximately half of the rebuilding costs (i.e., \$9.1 million out of a total of \$19.2 million) will be paid for by federal funds which will be lost to the County if this facility is not rebuilt. Finally, we are impressed with the flexibility of the present design, which is adaptable to a more open facility if need dictates. We want to assure the Board of Supervisors that every reasonable argument pro and con was weighed and examined by the Juvenile Justice Committee before this matter was brought to the entire Jury for its consideration.

#### **RECOMMENDATION**

**The Los Angeles County Grand Jury recommends that the Board of Supervisors act to rebuild the Sylmar Juvenile Hall as a 411-bed facility.**

The foregoing recommendation was approved by the Board of Supervisors and as of the writing of this report, the Board is progressing with rebuilding plans.

### **Temporary Facilities**

Because of the destruction of the Sylmar facility in 1971, Wayside Honor Rancho is currently being used as a temporary juvenile detention facility. Because the Wayside facility was not designed to handle juvenile offenders, significant security problems for the staff have arisen. In two recent incidents, staff members were held hostage by juvenile detainees. In each case serious physical harm was narrowly averted. The Committee believes that these incidents could have been avoided if the staff had adequate means of communication. The Grand Jury has previously recommended major changes in the Wayside facility to ensure the safety of both the staff and the detainees. These recommendations were denied because the facility will be returned to its original use after the completion of the new Sylmar Juvenile Hall.

While the temporary nature of the Wayside facility may make major renovations uneconomical, the Committee believes that some action must be taken to improve security. The simplest means of doing so is to provide the Wayside staff with walkie-talkies. This equipment should be provided at once, before a serious situation recurs.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors take action to provide the staff at Wayside Juvenile Detention facility with walkie-talkies.**

### **B. Judicial Proceedings**

The process by which juvenile cases are handled in the courts has received the close attention of the Committee. This investigation of the judicial phase of the Juvenile Justice System leads the Committee to make recommendations concerning

reorganization of the Juvenile Courts, preparation of police reports, appointment of judicial personnel and the treatment of witnesses in juvenile cases.

### Reorganization of the Juvenile Courts

The Committee learned that more than 34,000 hearings for detainees are held in the Juvenile Courts in the downtown area. These hearings require a minimum of 100,000 persons a year to come to the downtown area. In response to this problem, at the direction of the Board of Supervisors, the Juvenile Action Coordinating Committee (JACC) has prepared a regionalization plan for the Juvenile Courts which divides the County into ten self-contained Juvenile Court Regions. The Superior Court has also developed a regionalization plan. The two plans differ primarily with regard to the definition of the "Central Region." In the Juvenile Action Coordinating Committee plan, the Central Region would be small and would require only five courts. In the Superior Court plan the Central Region would be large and require 17 courts. The courts required by the Superior Court plan would be provided by demolishing the present court building at Eastlake and replacing it with a larger and very expensive structure.

The Committee feels that the Superior Court plan, requiring a 17-court building at Eastlake, would be unduly expensive and would defeat the purpose of regionalization. This plan would continue to require over 100,000 persons a year to come to the downtown area for hearings. The Superior Court plan perpetuates the present system of handling all detainees through Central Juvenile Hall and continues the practice of long-distance busing.

After careful consideration of the problems of Juvenile Court regionalization, the Committee proposes a third alternative plan. When Sylmar Juvenile Hall is rebuilt there will be three large detention facilities in the county; Sylmar Hall in the north, Central in the center, and Los Padrinos in the south. We suggest that detention facilities and Juvenile Courts be regionalized on the same basis: three self-contained detention regions, each centered on one of the three detention facilities and each composed of the three or four adjacent Juvenile Court Regions. Juveniles could then be detained and their court cases heard in the detention region in which they live.

The Superior Court has expressed concern that divergent and inconsistent policies and procedures may result from the adoption of a reorganization plan which includes largely autonomous regional Juvenile Courts. In the interest of maintaining uniform policies respecting the treatment of juveniles, the Superior Court recommends that all of the regional courts remain under the authority of the Presiding Juvenile Court judge. The Committee shares these concerns and supports this recommendation.

### RECOMMENDATIONS

- 1. The Grand Jury recommends that the Juvenile Court seek to implement the Juvenile Action Coordinating Committee's regionalization plan as modified, and that the Presiding Judge of the Juvenile Courts retain authority and jurisdiction over all of the Juvenile Courts in the County.**



2. **The Grand Jury recommends that the Board of Supervisors allocate funds to renovate the Juvenile Court building at Eastlake rather than having it demolished and rebuilt.**
3. **The Grand Jury recommends that the Juvenile Court establish three detention regions, each to be centered at one of the Juvenile Halls and encompassing the adjacent Juvenile Court regions.**

### Appointment of Judicial Personnel

The staff that is responsible for the judicial phase of the Juvenile Justice System can be improved in several ways. The Committee recommends changes in the appointment of judges, the role of the District Attorney, and the use of investigators in juvenile cases.

Currently, Superior Court judges are assigned to the Juvenile Court for a one-year term. This short-term assignment is the result of the Juvenile Court being unpopular with most judges. Nonetheless, we believe the expertise gained in juvenile matters by the judges should not be wasted by a short-term assignment. Instead, we believe that the minimum period of Juvenile Court service should be two years.

### RECOMMENDATION

**The Grand Jury recommends that judges serve a two-year minimum term in the Juvenile Court and be encouraged to serve a longer term and specialize in the Juvenile Justice System.**

### Role of the District Attorney

The District Attorney in Adult Court represents the People. He files charges, controls subpoenas and investigators, and is able to prepare a well-researched case. In Juvenile Court he appears, by law, only at the Probation Department's invitation. He may or may not review the petition, but has no jurisdiction to file it. He does not control the subpoena process and is not assigned investigators. In short, he knows little, or nothing, about the case before he is called upon to present it.

The Grand Jury submitted an interim recommendation to the Board of Supervisors on March 2, 1976 concerning investigators for the District Attorney's Juvenile Division. The text of the letter read as follows:

It has come to the attention of the Juvenile Justice Committee of the Grand Jury that the District Attorney's Juvenile Division, vested with the responsibility of prosecuting all juvenile crime, has no Case Investigators assigned to it. In contrast the Public Defender's Office, which defends only about 70% of the juvenile cases, has ten investigators assigned to its Juvenile Division. We believe the People of the State of California should be as adequately prepared to prosecute serious juvenile felonies as they are to prosecute adult cases. In view of the pervasive juvenile crime problem in the County it is essential that all levels of the Juvenile Justice System be adequately staffed, and that the District Attorney be well-equipped with thorough investigations and available witnesses.

At the present time the Deputy District Attorney must rely largely upon the information provided by the Probation Department's petitions and such further investigations as can be provided by police agencies. Current procedure for the prosecution of juvenile crime has been undermined by this lack of investigators. For the same reasons that it was necessary to assign investigators to adult cases, it is necessary to assign investigators to juvenile cases.

Cases should not be lost because there is no one to locate witnesses, to do last minute investigation, and to verify or negate defense claims, as is presently happening every day.

Vigorous yet fair prosecution requires that there be an adequate number of investigators for both the prosecution and the defense. The Grand Jury urges the Supervisors to take immediate action to correct this situation in our Juvenile Justice System.

#### **RECOMMENDATION**

**The Grand Jury recommends that the District Attorney's Juvenile Division be budgeted for 20 Case Investigators, 1 Supervising Investigator and 8 stenographers for secretarial support. Inasmuch as there are no prior statistics available regarding the investigative effort required for the Juvenile Division, this number may not be adequate. Based on 1975 statistics, our request would assign 1350 cases per investigator per year.**

As of the writing of this report, no action had been taken by the Board of Supervisors. An Additional interim recommendation made to the Board of Supervisors on April 5, 1976 concerned the Committee's review of legislative proposals designed to improve the Juvenile Justice System. The text of the recommendation read as follows:

The Juvenile Justice Committee of the Los Angeles County Grand Jury has looked into many proposals designed to improve the Juvenile Justice System. We have found in Assembly Bill 3121, authored by Assemblyman Julian Dixon, positive and constructive steps necessary to correct the current system.

We are convinced that stronger actions should be taken against major juvenile offenders. The Dixon Bill provides for this by requiring that juvenile offenders charged with committing violent crimes be tried as adults. This will result in removing these major offenders from Juvenile Hall and housing them instead in the County Jail facility, thus eliminating the mixing of the immature and unsophisticated juvenile offender with the major offender.

We are pleased that the Dixon Bill legitimizes the presence of the District Attorney in juvenile court proceedings, so that he is there as a matter of right as the Peoples' prosecutor rather than simply by the invitation of the Court.

We strongly endorse the Court of Reconciliation, which is provided for in the Dixon Bill, where juveniles with minor problems can be handled in a non-adversary proceeding.

#### **RECOMMENDATION**

**The Grand Jury feels that Assembly Bill 3121 is well-drafted, and recommends that the Board of Supervisors direct its legislative advocates to work towards its passage.**

The Board of Supervisors did not approve this recommendation, and voted to oppose Assembly Bill 3121.

### **On-Call System for Witnesses**

An on-call system for witnesses is in operation in the adult courts, but, except for the Norwalk Pilot Project, not in the Juvenile Courts. Under this system the subpoenaed



witness comes to court to testify only when and if called. Statistics show that of all subpoenaed witnesses, only about one-third are actually called to testify. This represents a substantial saving to both the County and the witnesses in both time and money.

## **RECOMMENDATION**

**The Grand Jury recommends the adoption of the on-call system for witnesses in all Juvenile Courts.**

### **Police Reports**

Police reports from different jurisdictions vary widely in quality. The Committee has found that quality relates directly to whether police reports are typewritten or handwritten. Handwritten reports tend to be very brief, frequently illegible, and often lacking in essential information, including the names of some witnesses. Typewritten reports on the other hand, besides being legible, typically contain far more information. Paucity of information often makes the difference between a case dismissal or successful prosecution.

The Committee was surprised to learn that two of the largest police agencies in the County, the Sheriff's Department and the Los Angeles Police Department, use handwritten reports. The explanation given was that funds for clerical personnel and equipment for typewritten reports have never been budgeted.

The Long Beach Police Department, however, has been producing typewritten reports for many years. Their systems and procedures were studied by the Committee. In Long Beach the police officer calls in his report to the station by telephone, directly into a tape recorder. A standard report form is used to prevent omission of essential information. The officer may call from the victim's home or the nearest telephone. He is assigned a serial number for the case at the time of the report, which he gives the victim for future reference. The victim can make on-the-spot corrections to the report, or can telephone them in later.

Typists are on duty at the station around the clock. The report is quickly typewritten directly from the tape. Copies are then distributed. The typists also prepare follow-up reports, walk-in complaint reports, and take dictation from officers directly after a booking. The ratio of typists to patrol officers is approximately 1 to 20.

The Committee learned that the cost of the clerical personnel and the equipment is more than balanced by the savings in time for the police officers. Advantages of typewritten reports include greater legibility and more detailed information for investigators, district attorneys, and judges. This results in a higher conviction rate. Not to be overlooked is the public relations aspect of inviting the victim's participation in the process.

We conclude that there is no financial justification for not having typewritten police reports.

## RECOMMENDATION

**The Grand Jury recommends that the Los Angeles County Sheriff's Department, The Los Angeles Police Department, and any other city police departments, presently using handwritten police reports take the necessary steps to implement the use of typewritten police reports.**

### C. Disposition of Juvenile Cases

At present the courts have several options in reference to the disposition of juveniles following their court hearing. The court may place a juvenile at the California Youth Authority, a detention camp, a placement home, or return him to his home on probation.

It is the current practice that a juvenile disposition, following a finding of delinquency, must be based on the "needs" of the juvenile offender rather than on the nature of the act committed or any concern for the protection of society. This practice has led to community outrage when it is applied to juvenile perpetrators of violent crime. The Committee feels that dispositions based solely on "the best interests of the child" and the unfettered exercise of discretionary decision-making in closed proceedings are unwise, and should be replaced by legislation instituting new procedures which recognize the protection of the community as a legitimate concern of the Juvenile Courts. The Committee also feels that a disposition should be consistent with the gravity of the offense.

During the course of the year, the Committee undertook a number of field investigations. The Committee inspected six camps housing boys ages 13-18 and ages 16-18 who had committed criminal offenses. They also inspected the California Youth Authority and various detention homes.

### Camps

For the most part the camps visited were adequately staffed by well-trained, dedicated people who have a good rapport with minors. Programs at Paige and Afflerbaugh offer skills in forestry, fire fighting, auto mechanics, welding, gardening and arts and crafts. The Los Angeles County Parks and Recreation Department operates a 35-acre nursery which provides job skills in tree boxing and planting assignments around the County. The Forestry Department offers basic techniques in forestry management. These provide the boys with on-the-job training and an opportunity of employment upon their release.

The quality of education differs in each camp. All attempt to provide basic fundamentals which the minor lacks. The abilities of the boys vary greatly from first grade to college level. Programs consequently require a close relationship between student and teacher. This requires individualized teaching modes for each resident.

The Committee found that cleanliness was uniform in the dorms, kitchen areas and classrooms, and that the grounds were well-kept. The boys often take pride in their



work and are generally well-mannered, respectful, and cooperative, indicating a good self-image. Counseling is responsible for reversing and modifying their anti-social attitudes, hostility and aggressive behavior. Each Deputy Probation Officer develops an individual treatment plan according to the needs of the boys assigned to him. Treatment may also include family counseling. At some camps, entering boys were provided with written instructions containing rules and regulations to facilitate the ability of the minor to conform to camp requirements.

The Committee noted that in many instances medical reports or probation reports accompanying the juvenile to camp were incomplete. In other cases there were no reports. These deficiencies have sometimes resulted in an inability to provide proper care.

### Placement Homes

Members of the Juvenile Justice Committee visited five detention homes, each one different in character to accommodate the type of child placed there. These visits revealed that: generally, housing was adequate and well-kept; supervision was good; adequate programs were provided; Department of Public Social Services reports were not always adequate, as often the minor arrived without medical records and/or case history; and medical services and counseling were provided as needed.

The Committee feels that vocational training should be provided for children ages 15 to 18 in these homes, and that every effort should be made by the home to assist these teenagers in securing employment upon their release.

After a comprehensive survey, the Committee discovered a lack of facilities for the care of the severely emotionally disturbed child. At present, Los Angeles County has 45 beds available for these children, although there is a demonstrated need for at least 200 beds.

### RECOMMENDATIONS

1. It is recommended that the Board of Supervisors take appropriate action to ensure that juveniles in placement facilities be provided with vocational programs and job training modeled on the programs at Paige and Afflerbaugh; and, in addition, that job placement services be provided to the juveniles upon release.
2. The Grand Jury recommends that the Probation Department ensure that at the time of placement medical records, psychiatric reports, reasons for placement, and records of prior delinquent behavior accompany the minor.
3. The Grand Jury recommends that the Probation Department ensure that upon entering camp, residents be given a written guide containing rules and regulations to assist them in performing camp requirements.
4. The Grand Jury recommends that the Board of Supervisors take appropriate action to develop additional facilities for the care of severely emotionally disturbed children.

### Short-Term Placement

At present the juvenile court judge has no option but to release the juvenile into the community or commit him to detention for at least six months. The Committee has become convinced that a short-term program, 60 to 90 days, would provide an additional option which would be of benefit to many minors and tend to discourage their further involvement in criminal activity.

The Committee has learned that Nike Site No. 88, on Oat Mountain in Chatsworth, has been approved for acquisition by the Board of Supervisors. The Probation Department has proposed using the existing buildings and appurtenances and occupying this facility for a short-term (60 to 90 day) treatment program for 60 delinquent boys who are first-time offenders.

This program will provide an alternative placement for the Juvenile Court, relieve the pressure on County detention facilities, and may affect the rate of juvenile recidivism.

### RECOMMENDATION

**The Grand Jury recommends that the Board of Supervisors and the Probation Department take appropriate action to open the Oat Mountain facility as a short-term detention facility as soon as possible.**

Joyce Whittlesey, Chairman  
Mary Lou Howard, Vice Chairman  
Mary Kimball, Secretary

Edith Bogen  
Frieda Chaikin  
Tillman Thomas  
Elaine Young



# CRIMINAL COMPLAINTS COMMITTEE

## PURPOSE

The Criminal Complaints Committee is responsible for approval or investigation of all cases referred to the Grand Jury for hearings; complaints from citizens; and requests for subpoenas. It may also focus its attention on various aspects of law enforcement and the criminal justice system.

## AREAS OF CONCERN

- A. Criminal Cases and Correspondence
- B. Sentencing Procedure Reform
- C. Insurance Fraud in Vehicle Accidents
- D. Release of Defendants Pending Appeal
- E. High-speed Vehicle Flight to Avoid Police
- F. Criminal Investigative Subpoenas
- G. Witness Inconveniences

## FINDINGS AND RECOMMENDATIONS

### A. Criminal Cases and Correspondence

The Criminal Complaints Committee of the Los Angeles County Grand Jury performs a function which, to the best of its knowledge, is unique among all the State and Federal Grand Juries within the United States. By a long-standing tradition, the District Attorney of Los Angeles County has permitted this Committee to decide which cases his office may present to the full Grand Jury. This function permits the Jury to allocate its time between civil and criminal matters. Less than one-half of one percent of the felony cases in Los Angeles County are presented to the Grand Jury for possible indictment.

Criminal hearings conducted by the Grand Jury generally involve: high-publicity crimes (misconduct of professionals or public officials); prominent murder cases; cases involving multiple suspects or large amounts of money or narcotics; cases involving hundreds or thousands of pieces of evidence; cases involving out-of-state and out-of-County witnesses; cases where the Grand Jury offers special advantages, such as when the Statute of Limitations must be tolled; cases where some suspects are in custody and others are not, permitting one Grand Jury hearing rather than a multitude of preliminary hearings; cases in which evidence is consolidated in one presentation rather than a number of separate hearings; and cases in which it is necessary to protect witnesses against fear and intimidation.

The Committee also approves any request for Grand Jury investigative subpoenas necessary to gather documentary evidence during the investigational stages of a case.

The Committee receives correspondence from citizens who believe they have evidence of criminal conduct that has not been properly handled by a law enforcement agency. All such correspondence is acknowledged and carefully reviewed; and investigations are ordered where appropriate. The police agencies or the District Attorney's Office are requested to make thorough investigations where the facts appear to justify it.

The Committee also studies the functioning of the criminal justice system in order to find those areas in which recommendations for improvement may be made.

The following statistics summarize the activities of the Criminal Complaints Committee and of the Grand Jury regarding our criminal investigations functions for the first ten months of our term.

1. Deputy District Attorney cases presented: 32; Heard by Grand Jury: 32. The subject matter of cases heard by the Grand Jury this year ran the gamut of crime: murder, rape, kidnapping, robbery, grand theft, bombing, youth gang killing, extortion, conspiracy, embezzlement, shoplifting, pandering, perjury, and many types of fraud.

An average of twenty-two Grand Jurors attended and participated in each hearing.

2. Indictments returned: 31; Indictments rejected: 1.
3. Number of suspects: 96; Number indicted: 86.
4. Number of counts: 417; Number of overt acts: 251.
5. Number of witnesses heard: 595.
6. Number of exhibits reviewed: 3,125.
7. Days devoted to hearings: 67.
8. Letters of complaint received: 100; Formal investigations initiated: 28.

Another statistic of interest is the saving of court time as a result of bringing a case before the Grand Jury rather than proceeding by way of Preliminary Hearing in the Municipal Court. It is estimated that the normal Preliminary Hearing takes approximately four times as many days as a Grand Jury hearing. Using that figure, the Grand Jury's 32 hearings during this ten month period saved the courts over 200 days.

## **B. Sentencing Procedure Reform**

The Committee is concerned about the differing sentencing practices of the various judges in Los Angeles County. Equal justice demands that defendants with similar records who have been convicted of similar crimes should receive similar sentences. However, this is not the fact in Los Angeles County. A Rand Report entitled "Prosecution of Adult Felony Defendants in Los Angeles County" points out that there are gross inequities in sentencing.



Under the recent case of *People v. Edwards*, 55 Cal.App.3d 615, sentencing judges are required to state on the record their reasons for denying a defendant probation. This case is now on appeal to the California Supreme Court. If the *Edwards* decision is not overturned and remains the law in California, the Committee believes legislation is required to make its terms evenhanded. This could be achieved if sentencing judges were required to state on the record their reasons for granting probation as well as those for denying it. The Appellate Courts of California would then have a complete record with all the necessary information to review whether a trial court judge has properly exercised his discretion in granting or denying probation. The Appellate Courts have the power to reverse the case and return it to the trial court or to modify the sentence if they conclude that the trial court judge acted improperly.

It is hoped that when sentencing judges state their reasons on the record for granting or denying probation this will tend to produce a degree of uniformity in sentencing.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation to require that trial court judges state on the record their reasons for any grant or denial of probation which they make.**

#### **C. Insurance Fraud in Vehicle Accidents**

The Committee and the entire Grand Jury have had several opportunities to observe various forms of insurance fraud. In many of these cases it might have been possible to prevent or detect the fraud at an early stage, rather than allowing it to develop into losses of millions of dollars. These losses to insurance companies are passed on to their clients. In addition, prosecution of these cases costs taxpayers hundreds of thousands of dollars annually.

Typical of the crimes committed are claims for property damage, medical bills, and lost wages for staged accidents or those which never occurred. Also, excessive claims are made through padded bills for accidents which in truth resulted in only minor dollar losses to the insured.

Insurance companies investigate claims in varying degrees. Not all damage is inspected. Most medical bills are accepted at face value. Claims for lost wages are not always verified with the employer. A number of insurance policies may be taken out on the same vehicle.

#### **RECOMMENDATIONS**

**The Grand Jury recommends that the Board of Supervisors seek legislation requiring the following procedures for companies insuring motor vehicles and doing business in California:**

**All vehicles must be inspected at the time they are insured.**

**Payment of claims must not be made until the party insured is identified and personally contacted by the insurance company Claims Investigator.**

**Contact must be made with the repair shops, doctors, and employers to verify claims for property damage, medical bills, and lost wages.**

#### **D. Release of Defendants During Appeal**

The Criminal Complaints Committee is concerned with the relative ease with which defendants are released on bail after conviction when their cases are on appeal. While the time between arrest and conviction may typically be approximately 90 days, the Appellate Courts frequently require a year or more to reach a decision. The right of a defendant to be released on bail or on his own recognizance is recognized before trial because at this stage there is a presumption of innocence. Obviously, after conviction a defendant has been found guilty and there is no presumption of innocence.

Criminal law loses its effect if punishment is not swift and sure. This principle is violated when a defendant is released on bail during a lengthy period of appeal.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation which would prohibit a convicted defendant from being released while his case is on appeal.**

#### **E. High-Speed Vehicle Flight to Avoid Police**

The Committee is concerned about high-speed police auto chases, which have become very commonplace. They often result in a traffic accident, causing serious injury to either the fleeing suspect, the pursuing police officers, or to innocent bystanders. Apparently the only statutes violated, if a death does not result, are the misdemeanor sections of the Vehicle Code, 23103 or 23104. The Committee feels that the present code is inadequate, and therefore recommends the following:

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation to make it a felony to flee in a vehicle from the police, thereby initiating a high speed police auto chase.**

#### **F. Criminal Investigative Subpoenas**

The Committee has the function of approving all requests for Grand Jury investigative subpoenas. These subpoenas are used in the investigational stages of a case where evidence exists in documentary form in the hands of some third party; for example, a financial institution or utility company. The Grand Jury, however, is extremely selective about the types of cases in which it will become involved. These cases, as mentioned previously in this report, constitute less than one-half of one percent of the felony cases in Los Angeles County.



It has come to the attention of the Committee that in the early stages of investigation in a normal felony case, there is no provision for obtaining an investigative subpoena. A search warrant cannot be used to obtain documentary evidence at this stage, because in order to obtain a search warrant there must be a showing of probable cause, a highly technical standard which is rarely met in the early investigational stages of a case. As a result, many investigations are frustrated.

Just as the Grand Jury investigative subpoena assists us in our investigations, the Committee believes that California law should provide for an administrative subpoena to facilitate the investigation of normal criminal cases. We believe the rights of suspects, and the rights of any institution involved, should be protected by requiring that all requests for such a subpoena be made by a prosecutorial agency to a Superior or Municipal Court judge, with a showing of good faith that a crime has been committed and that documents are needed. The court could then authorize the issuance of an investigative subpoena for the documents.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation authorizing the use of investigative subpoenas for documentary evidence in the hands of third parties, upon Court approval.**

#### **G. Witness Inconveniences**

Witnesses constitute one of the most important factors in our judicial system. After an investigation of the Courts, the Committee found a lack of consideration extended to most witnesses. The inconveniences include: intimidation attempts in the public hallways; a lack of parking facilities; and lack of child care. The County has made relatively little effort to meet these concerns of witnesses. A token number of parking and child care facilities have been provided in the downtown courts, but this is clearly not sufficient. Volunteer groups have assumed the staffing for the child care areas, and it is believed that volunteers could be obtained for other courts, if the space were made available.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors provide witnesses in all County court facilities where appropriate, with: child care areas; a safe witness waiting area; and parking facilities.**

Paul E. Haines, Chairman  
Tillman Thomas, Vice Chairman  
Mary Lou Howard, Secretary

Jacques Attie  
Sanford J. Baines  
Edwin Colwell  
Hal J. Flammer  
Louise Ada Sterling

# EDUCATION COMMITTEE

## PURPOSE

After reviewing statistics which indicated a decline in academic skills at schools across the country, this Committee determined to look for ways of upgrading the quality and standard of education in our country.

## AREAS OF CONCERN

The Committee's study included the following areas:

- A. Student Competence
- B. Teachers' Tenure
- C. School Attendance Review Board (SARB)

## FINDINGS AND RECOMMENDATIONS

### A. Student Competence

The inability to read and write in this technologically sophisticated society is an insurmountable handicap, and all School Districts in our County must ensure that "functional literacy," at the very minimum, will be attained by every student. The Committee, therefore, focused its student competence study on the best methods of attaining that goal.

In the course of this study, the Committee interviewed representatives of the State Department of Education, the Los Angeles County Board of Education, and the Los Angeles City Unified School District. The Committee also visited schools and studied pertinent materials.

Of the many programs presently offered by school districts to upgrade the general level of basic academic skills, the Committee found the Developmental Reading Program (DRP) to be the most outstanding effort to date. This program was produced by the Reading Task Force of the Los Angeles City Unified School District in 1970.

The DRP is based on a sequence of reading skills expressed in behavioral terms, keyed to selected materials, teaching techniques and assessment tests. It is designed to lead to competence in reading. Tests have shown that a child achieves "functional literacy" by the fourth grade when enrolled in the DRP continuously from kindergarten. Children in this program consistently score above the national norms on standardized tests. The Committee is most impressed by the program's documented success in helping students achieve basic reading competence at an early age.



This program is now being implemented in many of the Los Angeles City Unified School District schools, in Adult Education Programs, and by the Los Angeles Police Department to upgrade the reading skills of its minority recruits. It has attracted nationwide attention and is in such demand that it was copyrighted by the Los Angeles City Unified School District in 1975.

## **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors direct the County Schools, and encourage all of the School Districts in the County, to adopt the Developmental Reading Program as part of their reading curriculum.**

### **B. Teachers' Tenure**

The greatest influence on the quality of education is the teaching staff itself. Educators agree that there is a direct correlation between student competence and the abilities and skills of the teacher. The Committee therefore undertook a study into the present structure of hiring, evaluating, and removing teachers. To research these areas it was also necessary to review the history of teacher tenure laws.

The Committee interviewed representatives of the California Teachers Association, the California Federation of Teachers (affiliated with the American Federation of Teachers), the Professional Educators of Los Angeles and several superintendents of school districts.

### **Teachers' Tenure Law**

The Committee found that tenure for teachers originally grew out of a necessity to protect individual teachers from arbitrary and capricious actions of administrators and school board members. It served a useful purpose when the profession was young and the present legislation for the protection of teachers' rights had not been enacted. Today teachers are no longer dealing with administrators and Boards of Education on an individual basis. Teachers are united in strong teachers' professional organizations which represent them on every major issue.

The Committee has concluded from its study that the original and legitimate reasons for tenure no longer exist. Tenure, earned after three years of successful experience, gives the teacher-holder practically a lifetime guarantee of job security. Tenure has become a haven for the incompetent teacher. It should be altered to include a system of merit pay and periodic evaluation which provides real incentives for quality teaching.

The Committee urges a modification of the law to facilitate removal of incompetent teachers. This modification need not infringe upon academic freedom, due process, or a teacher's right to select the teaching techniques which he or she judges to be the most effective. A school district would no longer be obligated to retain those teachers



who could not receive a successful evaluation on their teaching skills, and whose presence in the classroom hinders learning and, in some cases, even retards the progress of pupils.

### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation modifying the current Teachers' Tenure Laws to provide for the establishment of a merit pay system, and easier removal of unsatisfactory teachers.**

### **Evaluation Process for Teachers**

The Committee feels that each school district should appoint a board composed of school administrators, staff, parents, and teachers to develop criteria for a fair evaluation, to be made of all teachers once every three years. At the high school level it would be advisable to include student representation. Knowing that his teaching competence will be reviewed periodically, a teacher would strive to perform at his or her optimum level throughout his or her career. The guarantee of a fair evaluation procedure would make for more competent and effective teachers and would enable school districts to provide a better educational system.

### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors direct the Los Angeles County Superintendent of Schools, and encourage all of the School Districts in the County, to establish a review board and set uniform standards to evaluate teachers' performance at least once every three years as a condition of continued employment.**

### **The Rodda Act (Senate Bill 160)**

The Rodda Act (S.B. 160), passed by the 1975 California State Legislature, regulates employer-employee relations for both certificated and classified employees of schools in California. It repeals the Winton Act as of July 1, 1976.

The Committee undertook a study of the bill, and discovered some disturbing factors.

1. The Rodda Act differs from the Winton Act in the following manner:
  - a. Under the Winton Act all qualified organizations have a voice in discussions related to working conditions. The Rodda Act calls for the selection of an exclusive bargaining agent in each school district.
  - b. Under the Winton Act teachers retain the right to represent themselves individually. Under the Rodda Act individuals cannot represent themselves directly with the employer after an exclusive agent has been recognized. (Art. 4, Sec. 3543)
  - c. The Winton Act allowed teachers to choose to join or not to join unions and did not legalize assessments or penalties. The Rodda Act contains a



- clause for "organizational security." Teachers can be required to pay agency shop fees as a condition of continued employment.
- d. Under the Winton Act final responsibility for decisions rests with the elected representatives of the people, the Board of Education. Under the Rodda Act an arbitration award made as the result of impasse procedures is final and binding on the Board of Education.
  2. The Rodda Act implies sanction of public strikes by teachers. Any contract agreement reached as a result of a strike, even an illegal strike, would be a valid and legally binding contract.
  3. The scope of representation of the Rodda Act includes matters relating to wages, hours, terms and conditions of employment. "Terms and conditions" include health and welfare benefits, safety conditions, class size, evaluation procedures, organizational security and grievance procedures. In addition, the exclusive representative may consult on the definition of educational objectives, the determination of the content of courses, curriculum and the selection of textbooks.
  4. The Rodda Act could become a precedent for giving collective bargaining rights to all government workers in California by the simple enlargement of Education Employment Relations Board.

The Committee feels that the fundamental problems of collective bargaining and strikes in the public sector, and particularly in the schools, are incompatible with the rights of the electorate. The Committee is convinced that as these teacher organizations grow more militant in their demands, particularly over matters of school policies, textbook selection, content of courses, curriculum and educational objectives, an erosion of the authority of the Boards of Education is inevitable. The removal of final decision-making authority from the Boards of Education and, indirectly, from the electorate to whom the Boards are responsible, clearly contradicts our concept of representative government.

The Committee is satisfied with the provisions of the Winton Act. In the interest of retaining public control of the public schools, the Committee therefore recommends the repeal of the Rodda Act (S.B. 160).

## **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek repeal of the Rodda Act, and the reinstatement of the Winton Act.**

### **C. School Attendance Review Board (SARB)**

In the past, depending on the resources of the local school district, a student with attendance or behavior problems would be referred through the counselor, nurse, teacher or principal to the Attendance and Child Welfare Service for attention. If all else failed, the student often ended up in the Juvenile Justice System. More often than

not, the traumatic juvenile court proceeding had only limited success, and left educators with the feeling that some more constructive procedure should have been offered.

The alarming drop-out rate in our schools has prompted many professionals in the educational field to take a hard look at its roots and causes. They reasoned that many students drop out of school following a pattern of high absenteeism and/or behavior problems.

Programs designed to deal with this problem in the past have been limited in their ability to help resolve cases largely because of short-term funding, and lack of authority to alter school programs or to establish additional community resources.

As a consequence, the School Attendance Review Board (SARB) was created by the California State Legislature (Section 12504 of the Education Code), effective January, 1975. SARB was legislated with no appropriation of funds. The 30 regional SARBs organized by the Los Angeles County SARB Board are composed of educators, community representatives, parents, and members of law enforcement, probation and welfare agencies. As a team they represent and have access to all of the resources of the community which can help a troubled child and his family. This Board meets regularly to screen, review and recommend a specific plan of action for each child referred to it.

### Functions of SARB

1. To maintain regular school attendance for all children.
2. To suggest a different school program or teacher, a shortened school day, continuation schools, special education or opportunity classes, or any other change necessary to encourage a child to stay in school.
3. To prevent young people with severe attendance and behavior problems from entering the Juvenile Justice System. With the SARB legislation schools can no longer seek petitions on minors directly from the Probation Department for reasons of truancy, except in serious offenses.
4. To identify and marshal all of the appropriate resources of school and community to focus on resolving the problem of each child referred to SARB.
5. Apart from keeping children out of the Juvenile Justice System, SARB is keeping children in school. Not to be overlooked also is the fact that higher school attendance, SARB's primary goal, means more money for schools based on Average Daily Attendance. This enables schools to produce better programs and perhaps even strive toward smaller classes.

### Referrals

SARB referrals are made only after it has been determined that all other means of help have been utilized without success. At this point a conference may be scheduled



with SARB members, with the child and his parents participating, to find a solution to the problem before the child is referred into the Juvenile Justice System.

The Committee undertook a study of this program by attending Los Angeles County SARB Board sessions and several regional SARB meetings, as well as consulting with the County Director and administrators of the program. In addition, the Committee digested all available material on this legislation.

### Statistical Results to Date

From September, 1973 to the end of January, 1974 there were 466 school-instigated petitions filed in the Juvenile Courts. Following the enactment of SARB legislation, from September, 1975 to the end of January, 1976, there were only 18 school-instigated petitions filed; this is a reduction of over 96%. The most recent Probation Department data indicates an 86.9% decrease in juvenile truancy referrals due to intervention by SARB. The potential impact of this program upon the Juvenile Justice System cannot be overestimated.

### Need to Publicize

While the Los Angeles County SARB Board has made every attempt to reach the educational community with information and leaflets on this new legislation, the public at large is generally unaware of its functions or even its existence. The Committee feels that more exposure through the news media is imperative. It is the Committee's opinion that Boards of Education and all School Districts have an obligation to publicize and inform all sectors of the community of SARB's existence.

### Additional Staffing

Since SARB, per se, is not funded by legislation, it is incumbent upon all community agencies participating in the SARB program, including schools, to reallocate staff time so that representatives from these agencies are not overburdened, thus enabling them to give SARB their proper attention and quality service.

### RECOMMENDATIONS

1. **The Grand Jury recommends that the Boards of Education in each school district in Los Angeles County make determined and concerted efforts to publicize the existence and functions of SARB in the news media.**
2. **The Grand Jury recommends that the Board of Supervisors request that all community agencies participating in the SARB program review their staffing policies in order for their representatives to provide quality service on the SARB Boards.**

Elaine L. Young, Chairman  
Mary E. Kimball, Vice Chairman  
Louise Ada Sterling, Secretary

Frieda Chaikin  
O. Max Offley  
Arlette P. Westmoreland  
Joyce Whittlesey



# ENVIRONMENTAL COMMITTEE

## PURPOSE

This Committee had the responsibility of studying the environmental factors which influence the quality of life in Los Angeles County. The Committee undertook studies in selected areas with the hope that the findings and recommendations would serve as a basis for educating public officials and the public at large on the issues which affect their environment.

## AREAS OF CONCERN

The rapid consumption of our natural resources is a matter of great concern. We are faced with the possibility of shortages. It is therefore essential that we examine the relationships between man and the natural resources which support him. The Environmental Committee has concentrated its studies this year in the following areas:

- A. Rapid Transit
- B. Water Quality Control
- C. Air Pollution ✓
- D. Special Study of Refinery-Related Pollution

## FINDINGS AND RECOMMENDATIONS

### A. Rapid Transit

During the course of the year the Committee conducted a thorough study of the rapid transit problem in Los Angeles County. Many proposals for solving the transit problems of this County were examined. From this study the Committee concluded that the proposals of Supervisor Baxter Ward were the most well thought-out and complete. The Committee also concluded that the time had arrived for Los Angeles County to stop studying the problem and to begin to build a system. Accordingly, we publicly endorsed Supervisor Ward's plan on January 28, 1976, in an interim report which read as follows:

Ever since the elimination of the Red Car System there has been a growing need for mass transit in Los Angeles County. Many different types of systems have been proposed; for example, monorails, subways, and fixed rail lines.

The immediacy of the need for a mass transit system is clearly visible to anyone using the streets and freeways of Los Angeles County at rush hour. Nonetheless, there has been substantial disagreement among political figures and representatives of the 78 cities in the County as to the best means of providing mass transit.

After a five-month study of the many and varied proposals for mass transit, the Los Angeles County Grand Jury has concluded that the plan prepared by the office of Supervisor Baxter Ward is the most comprehensive and well-developed proposal and would best serve the needs of the largest number of people. We believe the time has



come for the voters of Los Angeles County to decide whether or not to implement this plan. Since the location of the transit lines is so crucial to any voter decision, we agree with Supervisor Ward that a map showing the placement of the transit lines should be included on the ballot itself. In addition, a new County department would be needed to supervise the planning and construction of such a system in order to minimize its cost, if it is to be authorized by the voters.

#### **RECOMMENDATIONS**

1. **The Board of Supervisors and the Board of Directors of the Southern California Rapid Transit District endorse the placement on the June ballot of a consolidated, single issue, including a map, which will call for the development of a 281-mile rail transit project in Los Angeles County, to be supported by passage of a one-cent sales tax.**
2. **The Los Angeles County Board of Supervisors and the Board of Directors of the SCRTD urge the State Legislature and Governor Edmund G. Brown, Jr., to assist in the legislative and administrative processes necessary to permit the combination of sales tax increments and bonding procedures into a single ballot issue for placement on the June ballot.**
3. **The Los Angeles County Board of Supervisors arrange for the formation of a County organization to serve the SCRTD in this project; this organization to be known as the Department of Transit Development.**

As of the writing of this report there are plans to put this measure on the June ballot.

Since the release of our interim report, Supervisor Ward has refined his proposal in a number of ways to improve the likelihood of its success on the ballot. The refinements in the plan include: changing the method of financing from a combined bonding issue and sales tax increment to a pay-as-you-go plan financed solely by the increased sales tax; reducing the scope of the proposed mass transit system from a 7.5 billion dollar, 281-mile system to a 5.8 billion dollar, 232-mile system; and lengthening the period of construction from 15 years to approximately 28 years. The Committee is in agreement that these refinements will enhance the chance of voter acceptance for this needed mass transit system. Since the time of the interim report the Committee has examined all of the objections which have been raised to this proposed rapid transit system and has found no reason to withdraw our support. The Committee remains convinced that Supervisor Ward's proposed mass transit system, as refined, is the most well thought-out and complete of any proposed system for this County.

#### **B. Water Quality Control**

The Committee has concluded that water quality control and sewage treatment are two of the most important problems concerning the environment of Los Angeles County. Accordingly, studies were made to determine whether or not these problems were being adequately dealt with in Los Angeles County. As part of this study many on-site inspections of water and sewage treatment facilities throughout the County were made. The Committee is pleased to report that it was unable to find any shortcomings in the manner of operation of these treatment facilities.



There has been a rapid population growth and industrial expansion in Los Angeles County over the recent decades. This rapid growth has placed significant burdens on water and sewage treatment facilities. The problems in the County have been intensified by the fact that water and sewage treatment responsibilities are divided between four agencies.

Most of the municipal waste water and sewage in Los Angeles County is discharged into the ocean approximately two miles offshore. The Committee was pleased to learn that all such sewage is either presently receiving secondary treatment, or will, when plans already in effect to install secondary treatment are implemented. As a result, only relatively high quality effluents will be discharged off our shores. The inland and upstream sewage treatment facilities already receive secondary treatment, meeting the standards of the State Board of Water Resources.

There has been a recent consolidation of the County Sanitation Districts into a single, large, well-integrated sewage disposal system serving many communities. This district is presently meeting standards which equal or exceed those of the National and State Water Control Boards. The Committee has concluded that the County Sanitation Districts are being operated in a proper manner and are utilizing the most recent technology available for water quality control.

Of specific concern to this Committee was the City of Malibu. Malibu is entirely dependent on private surface systems for disposal of waste. The systems require frequent maintenance and sludge pumping and present the possibility of serious water pollution and public health problems. New development in the area is being restricted because of inadequate methods of sewage disposal. The residents of the area have continued to vote down bond issues for public sewers. The reason for their rejection of the bond issues is the fear of the residents in Malibu that building an adequate sewer system would mean a significant population increase in the area. The Committee does not believe that maintenance of an inadequate sewer system should be used as a population control measure. Federal funding is available for 87.5% of the cost of constructing a sewer system in the Malibu area. General County Capital Projects funding could be used for the balance of the cost of the system and repaid with interest out of the sewer hookup charges; therefore, a general bond issue would not be needed.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors take appropriate action to construct a sewer system in the Malibu area, using Federal funds and General County Capital Project funds, without further attempts to obtain local voter approval of a sewer bond issue.**

#### **C. Air Pollution**

The County of Los Angeles continues to have air pollution problems, including those of visibility and eye irritation. We have a meteorological condition known as temperature inversion (a layer of warm, lighter air immediately over the cooler,



heavier marine air, which traps air contaminants near the ground). Light, prevailing ocean winds, another characteristic of the Los Angeles Basin, cannot disperse the contaminants horizontally. This basin is similar to an enclosed room without adequate ventilation. Los Angeles County has had an Air Pollution Control District since October 14, 1947.

The four counties of the South Coast Air Basin: Los Angeles, Orange, Riverside and San Bernardino, have signed an agreement to merge the air pollution control districts of their respective counties into the unified Southern California Air Pollution Control District. This agreement became effective July 1, 1975 and the unification is to be completed by July 1, 1976.

During the transition year, the air pollution control districts of each county will be phased out and restructured as county departments. They will perform the air pollution control functions of the Southern California Air Pollution Control District in their respective counties. Since the transition is still in progress, the final success of the unified district cannot yet be known. Our recommendations are made under this disadvantage.

The four South Coast Air Basin counties are interdependent in their air pollution problem. The largest single stationary source of air pollution in Southern California is the Kaiser Steel Plant located in Fontana, in San Bernardino County, which emits 105,000 tons of air pollutants each year. Pollutants from this plant affect air quality in all four counties, as do pollutants from each of the other counties. Since the four counties share this problem, it is essential that the counties adopt uniform air pollution rules.

## **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors take appropriate action to ensure that the air pollution standards and enforcement policies adopted by the four Southern California Air Pollution District Counties be uniform.**

The Committee is concerned about the economic consequences of over-zealous use of air pollution restrictions on industry, particularly new industries seeking to locate in Los Angeles County. There has been a tendency to prohibit any new industry from locating in Los Angeles County if that industry would be a source of air pollutants, no matter how relatively minute the quantities. The Committee believes there should be a balance between the economic and environmental concerns. One logical approach to this problem would be for the Southern California Air Pollution Control District to permit a reasonable amount of new pollutants in each county in order to allow the establishment of new industries. Obviously, continued efforts should be made to reduce all industrial air pollutants so that there would be a net decrease in air pollutants each year throughout the Basin.



## RECOMMENDATION

**The Grand Jury recommends that the Southern California Air Pollution Control District adopt a policy of permitting a reasonable amount of new air pollution emissions in each county, for the purpose of allowing the establishment of new industries.**

### D. Special Study of Refinery-Related Pollution

Late in February, 1976 the Grand Jury received a request from the Board of Supervisors to conduct an investigation into charges made by the California Air Resources Board, relating to possible air pollution violations at the Standard Oil Refinery in El Segundo. In response to the Board's request the Grand Jury, sitting as a Committee of the Whole, conducted four days of hearings. Following this, a Special Environmental Committee was formed under the chairmanship of Sanford J. Baines to continue the inquiry. This Committee's conclusions and recommendations were sent to the Board of Supervisors in an interim report on April 20, 1976, which reads as follows:

In a letter of February 24, 1976 the Board requested that the Grand Jury undertake an investigation of charges made by the California Air Resources Board of massive air pollution violations from the floating roof storage tanks at the Standard Oil Refinery in El Segundo, California.

In response to the Board's letter the Grand Jury, sitting as a Committee of the Whole, undertook four full days of hearings. In accordance with the Board's suggestion we invited the following witnesses and their staffs to appear:

Tom Quinn, Chairman, California Air Resources Board  
Robert Lunche, Air Pollution Control Officer, Metropolitan Zone,  
Southern California Air Pollution Control District  
Win E. Larson, Chief Engineer, Standard Oil, El Segundo  
Joseph Stuart, Air Pollution Control Officer, Southern California Air Pollution  
Control District

We would refer the Board to the transcripts of these hearings and the attached charts and documents which were delivered to you on March 15, 1976. These materials will provide a detailed explanation of the mechanism of floating roof tanks, and background information on calculations and technical points raised in connection with this investigation.

At the conclusion of the four days of hearings the Grand Jury formed a Special Environmental Committee to continue the inquiry. Among those who appeared at the additional hearings were:

Dr. Arie Hagen-Smit, California Institute of Technology (formerly a member of both the California Air Resources Board and the Scientific Committees of the Los Angeles County Air Pollution Control District)  
Dr. Robert Sawyer, University of California at Berkeley (formerly a member of the California Air Resources Board)  
Dr. Frank J. Lockhart, University of Southern California

All of these persons are recognized experts in the air pollution control field. The Grand Jury had the assistance of Richard Kalustian, head of the District Attorney's Consumer and Environmental Protection Division throughout the hearings.



Based on the information brought to our attention at the hearings, the Grand Jury has arrived at a number of conclusions and recommendations. We will first answer the three questions raised in the Board's original letter to us.

1. *Were the floating roof storage tanks at the Standard Oil Refinery in El Segundo operated in violation of Air Pollution rules?* In order to answer this question it is necessary to discuss the relevant Air Pollution rules. Rule 56 states:

"A person shall not place, store or hold in any stationary tank, reservoir or other container of more than 40,000 gallons capacity any gasoline or any petroleum distillate having a vapor pressure of 1.5 pounds per square inch absolute or greater under actual storage conditions, unless such tank, reservoir or other container is a pressure tank maintaining working pressures sufficient at all times to prevent hydrocarbon vapor or gas loss to the atmosphere, or is designed and equipped with one of the following vapor loss control devices, properly installed, in good working order and in operation:

- a. A floating roof, consisting of a pontoon type or double-deck type roof, resting on the surface of the liquid contents and equipped with a closure seal, or seals, to close the space between the roof edge and tank wall . . ."

Rule 56 was repealed effective January 9, 1976. It has been replaced by Rule 463 which is identical in substance; however, Rule 463 does not require compliance with its terms until August 1, 1976. The result is that there is no rule governing emissions from floating roof storage tanks in effect from January 9, 1976 until August 1, 1976. The field inspections were conducted by representatives of the California Air Resources Board in February 1976 at a time when there was no air pollution rule in effect. Technically, therefore, Standard Oil was not in violation of any air pollution rule regarding emissions from floating roof storage tanks at the time the inspections were made, nor are they in violation at the present time.

We have, however, interpreted the Board's question more broadly: "Were the emissions from the storage tanks at the Standard Oil Refinery in violation of old Rule 56?" Our answer is yes. The Grand Jury has concluded that old Rule 56 would have been violated by Standard Oil in two ways:

- a. In a majority of the tanks inspected, according to a report issued by the California Air Resources Board on March 8, 1976, the seals in the floating roof did not effectively close the space between the roof and tank wall. There were sizable gaps, and areas where the seals were simply not operating properly. This was a violation of the provision of the rule which states ". . . equipped with a closure seal, or seals, to close the space between the roof edge and tank wall."
- b. There were approximately 75 gauging wells and sampling ports of approximately 50 square inches each, found open, allowing evaporation of exposed liquid to the atmosphere. This was in violation of the portion of the rule which states "All tank gauging and sampling devices shall be gas-tight except when gauging or sampling is taking place."

We have, therefore, concluded that there were substantial emissions in violation of old Rule 56 at the Standard Oil Refinery in El Segundo.

2. *Are the California Air Resources Board's estimates of 3,000 tons of hydrocarbon emissions released into the air each year accurate?* All of the experts who appeared before us estimated the loss from floating roof



storage tanks by using an equation developed by the American Petroleum Institute which is contained in API Bulletin 2517. This equation was empirically derived from test data obtained during the 1930's and 40's. The portion of the equation in controversy involves the seal condition factors. Here the API equation is imprecise. This permits each user of the equation to make different assumptions in arriving at his calculated emissions. The evidence presented to us by the experts has led us to conclude that the California Air Resources Board's estimates are incorrectly high, while those of Standard Oil are incorrectly low. The California Air Resources Board's exaggerated estimate of emissions per year was derived by arbitrarily multiplying the API equation results by a factor of three to account for poor seal condition, without any appropriate scientific basis. While we are convinced that there are substantial emissions from the Standard Oil floating roof storage tanks, it is not possible to quantify the exact amounts of emissions due to the imprecise nature of the API equation.

3. *Have the Los Angeles County's air pollution rules governing floating roof storage tanks been strictly enforced?* It is our conclusion, based upon the evidence presented, that the Los Angeles County Air Pollution Control District has not vigorously enforced old Rule 56 at the Standard Oil Refinery in El Segundo. It should be noted that the Los Angeles County Air Pollution Control District has consistently maintained that in its opinion there were no violations of old Rule 56 at the Standard Oil Refinery. At our hearing the Los Angeles County Air Pollution Control District took the position that a floating roof was only required to have seals in operation and that exactly how closely those seals were positioned to the storage tank wall was immaterial. The Los Angeles County Air Pollution Control District maintained that the term "close the space" had no ascertainable or enforceable meaning because it was technically impossible for the seals to be in contact with the tank wall around the entire circumference. The Los Angeles County Air Pollution Control has also maintained that a sampling and gauging port need not be capped because in their opinion the term "gas-tight vapor seal" referred to the vapors between the liquid surface and the floating roof. These vapors could not escape from the gauging or sampling ports, which are pipes extending from the roof directly into the liquid, thereby creating a "liquid seal." The Los Angeles County Air Pollution Control District, however, did not concern itself with the approximately 50 square inches of liquid exposed to evaporative losses in each of the sampling and gauging port pipes themselves.

We are convinced that the Los Angeles County Air Pollution Control District is incorrect in its interpretation of the legal requirements of old Rule 56. When that rule says that gauging and sampling ports should be capped and gas-tight, we believe that is precisely what is meant, and that this includes the approximately 50 square inches of liquid in each pipe itself. We also believe that old Rule 56 requires that the seals on floating roof tanks be in good working order so as to prevent evaporative losses and to substantially close the space between the floating roof and the tank wall. Obviously many of the seals on tanks at the Standard Oil Refinery were not in such condition. The evidence indicated that conditions of the seals on the floating roof storage tanks at the Standard Oil Refinery were substantially worse than those at the other refineries in Los Angeles County. The Los Angeles County Air Pollution District should have interpreted old Rule 56 in a more reasonable manner and enforced



it accordingly. We must also criticize the Los Angeles County Air Pollution Control District's manner of inspecting floating roof tanks. The usual method of inspecting seal conditions consisted of viewing the seals from a platform at a distance of up to 150 feet or so, which is clearly inadequate for determining their condition. Only once in the past year at the Standard Oil Refinery did the Los Angeles County Air Pollution Control District inspector actually go out on a floating roof to inspect the seals for gaps.

## Findings and Recommendations

1. From our hearings we have concluded that Rule 463 (old Rule 56) should be amended in a number of ways:
  - a. The phrase "close the space" should be defined with particularity. For example, "that no gap should exceed 1/8 inch" or "no more than 50 square inches of exposed liquid per 20 foot length," or other similar, precise definition. We conclude, based on the testimony of the experts who appeared before us, that it is technologically impossible to require that the seals touch at every point around the tank wall. However, we further conclude that existing technology permits the imposition of reasonable conditions.
  - b. Stored hydrocarbons which reach the 1.5 psia vapor pressure *at any time* during the year should be included within the Rule. Vapor pressures increase with temperature. Presently the average annual temperature is used to calculate the vapor pressure. Instead it should be calculated from the maximum summer temperature reached by the liquid. Otherwise during the critical summer months emissions may rise drastically from uncontrolled tanks and be a substantial contributing cause of photochemical smog.
  - c. Control of crude oil should be included within the Rule along with gasoline and distillates. All of the experts who appeared before us agreed on this point.

### RECOMMENDATION

**The Grand Jury recommends that the Southern California Air Pollution Control Board amend Rule 463 to: clearly state what is meant by the phrase "close the space"; include stored hydrocarbons which reach a vapor pressure of 1.5 psia at any time during the year; and include controls over the storage of crude oil.**

2. During our hearings we learned that there are secondary seals which can be retrofitted on existing floating roof storage tanks. The California Air Resources Board estimated that secondary seals will reduce emissions by 75% to 90%. These should be required on all tanks with defective seals. The Southern California Air Pollution Control District should also undertake a study to determine the cost effectiveness of retrofitting all metal shoe-type seals (this would exclude tube-type seals). It should be the District's position that retrofitting be required unless the economic disadvantage clearly outweighs the pollution control benefit.

It should be noted that there is a high probability that the replacement of defective seals and the retrofitting with secondary seals may be cost-effective when compared to the value of the hydrocarbons now being lost by evaporation.



### RECOMMENDATION

**The Grand Jury recommends that the Southern California Air Pollution Control District initiate a study on the merits of requiring that secondary seals be retrofitted on all floating roof storage tanks with metal shoe-type seals.**

3. Unfortunately, industry has not had an accurate equation with which to calculate evaporative losses from floating roof tanks. All of the experts have recognized the shortcomings of the API equation.

It would be advisable for the Federal Environmental Protection Agency, the California Air Resources Board, the local Air Pollution Control Districts, the American Petroleum Institute, or all of these organizations, to commission a study to develop a more accurate formula to calculate evaporative losses from floating roof tanks. Such an equation would permit the oil industry, as well as the public Air Pollution Control Agencies, to act upon more reliable information.

### RECOMMENDATION

**The Grand Jury recommends that the Southern California Air Pollution Control District seek to have a study undertaken to develop a more accurate means of calculating evaporative losses from floating roof storage tanks.**

4. The Southern California Air Pollution Control District should be urged to seriously consider the filing of civil lawsuits aimed at injunctive relief and civil penalties as well as the normal criminal enforcement methods. Strong consideration for civil methods of enforcement should be given in cases of large-scale single violators and consistent small violators. The impact of misdemeanor fines of "up to \$500" is minimal; but a civil penalty of five or six figures will have a substantially greater impact on major and repeated violators.

### RECOMMENDATION

**The Grand Jury recommends that the Southern California Air Pollution Control District utilize injunctions and civil penalties as well as criminal methods of enforcement.**

Finally, we feel we must comment on the manner in which publicity was generated by representatives of the California Air Resources Board regarding the results of their inspections at the Standard Oil Refinery. We believe that one public agency should be reluctant to publicly criticize another without giving the agency in question a prior opportunity to explain and defend its position. Here the California Air Resources Board arrived at its estimates of massive amounts of air pollutants by using speculative and questionable scientific techniques. These estimates were then used as the basis for a public condemnation. This occurred without any of the parties involved being given an adequate opportunity to explain or to correct the erroneous analysis. Resorting to publicity in this manner is improper even where there is some substance to the underlying charge.

This recommendation was adopted by the Board of Supervisors on May 11, 1976, and as of the writing of this report hearings are scheduled by the Southern California Air Pollution Control Board on violation of regulations governing floating roof tanks.

Herbert C. Duckett, Chairman  
Sanford J. Baines, Vice Chairman  
Mary Lou Howard, Secretary

Annabelle Grant  
Peter Somfeld  
Victor P. Swanson



# SOCIAL SERVICES COMMITTEE

## PURPOSE

This Committee has undertaken studies of public welfare programs in the County of Los Angeles and has investigated problems which may exist in the administration of welfare benefits and social services.

## AREAS OF CONCERN

- A. Work Security
- B. Income Security
- C. Food Stamp Program
- D. Aid to Families with Dependent Children
- E. Social Services for Children
- F. Licensing of Child Day Care Centers
- G. Child Abuse
- H. Illegal Aliens
- I. Welfare Fraud

## FINDINGS AND RECOMMENDATIONS

The Committee reviewed numerous reports and other published material related to welfare problems and proposals for welfare reform, consulted with administrators and line staff of various public and private social agencies and talked with others concerned, including welfare clients and representatives of welfare rights organizations. The Committee also visited a number of Department of Public Social Services (DPSS) district offices and inspected various children's placement facilities.

Public assistance for the needy is a long established American tradition; however, in recent years the welfare system has become complicated and astronomical in cost. Measures to improve its effectiveness and to eliminate excessive, unwarranted welfare expenditures are urgently needed.

The establishment of a broad national system of Work Security and Income Security would: (a) reduce the number of people dependent upon public welfare by providing employment instead of welfare benefits, and (b) reduce the duplication of effort, inequities and excessive administrative costs resulting from the present multiplicity of welfare programs and regulations, through a single comprehensive plan of assistance for those who are unable to work.

### A. Work Security

Gainful employment would be far better than welfare assistance for the individual as

well as for the nation. Employable welfare recipients could be removed from welfare rolls if enabled to secure work with the aid of job training, expansion of work opportunities in the private sector of the national economy and, as a last resort, federally subsidized work projects.

Past programs, instituted at different levels of government and under the administration of various agencies, have failed to achieve major progress toward the goal of full employment.

### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek federal legislation to establish a comprehensive federal program of Work Security as an alternative to welfare benefits for employable persons.**

### **B. Income Security**

The maze of federal, state and county programs and regulations through which welfare benefits are distributed causes confusion, duplication of effort and excessive administrative costs. Twenty-four separate forms and forty-two pages of information may be required to process a single application for welfare aid.

A comprehensive national program of Income Security based upon the total needs of the applicant (instead of the differing and often inconsistent eligibility criteria of existing welfare programs) would effect tremendous savings in administrative costs and provide more adequately for the needs of those who are unemployable.

### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek federal legislation to establish a comprehensive federal program of Income Security as an alternative to the present multiplicity of welfare programs for persons who are not able to work.**

### **C. Food Stamps**

There has been an enormously increased growth of the food stamp program in the last few years, with a comparable increase in cost to the taxpayers. It is imperative to keep the budget for administering the program under as much control as possible, without depriving the nation's low income households who need the benefits for an adequate diet. Presently, the program provides benefits of about \$144 million dollars per year to approximately 198,000 households or about 760,000 persons in Los Angeles County.

A solution to the food stamp program would be to cash out the food stamp bonus for an equivalent income supplement, funded entirely by the federal government. However, until the program is abolished in favor of a more adequate income system, the following is recommended:



## **RECOMMENDATION**

**The Grand Jury recommends to the Board of Supervisors that they continue the effort to change Federal law to achieve the cashing out of the Food Stamp program for households receiving public assistance payments. Such households would receive an equivalent increase in the cash grant, funded entirely by the federal government.**

### **Transfer of Food Stamp Administration**

If the Federal government does not cash out the Food Stamp Program, there are improvements which can be made. Two systems of distributing welfare funds are now in effect, one to determine eligibility for public assistance and the other to determine eligibility for food stamps. Public assistance programs are administered by the Department of Health, Education and Welfare (HEW). The Food Stamp Program is administered by the Department of Agriculture. This results in dual systems of record keeping, leading to numerous errors and unnecessary administrative expense. Two independent eligibility investigations and two complicated budgeting processes must be completed if the recipient applies for both welfare benefits and food stamps. During 1975 alone, the Department of Agriculture released more than 500 changes in the Food Stamp Program. The manual has been rewritten six times and substantially revised 131 times. The necessity for simplification of the program has been recognized by Federal, State and County Government.

Administration of the program should be transferred from the Department of Agriculture to HEW which could align the program with other public assistance programs and delete the current duplicate systems.

## **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors continue to seek Federal legislation to transfer the Food Stamp Program from the Department of Agriculture to the Department of Health, Education and Welfare.**

### **Supplemental Security Income Program for the Aged, Blind and Disabled**

Five states, including California, chose to cash out the food stamp bonus for the Aged, Blind and Disabled, and increase the Supplemental Security Income Program (SSI) grants by an amount that equaled or exceeded the amount of their bonus food stamps. The current law expired June 30, 1976. In California the SSI recipients received greater benefits than if their food stamp eligibility had been continued. In addition, the local administrative costs were reduced substantially because administration of both a food stamp program and a welfare program for SSI recipients was eliminated.



## **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation extending the cash-out of Food Stamps for the Supplemental Security Income Program.**

### **D. Aid to Families with Dependent Children**

Federally mandated Aid to Families with Dependent Children (AFDC) Programs account for more than 80% of all welfare funds distributed through the County Department of Public Social Services (DPSS). Most of the total AFDC expenditures are covered by federal and state funds, but the cost to the county amounted to approximately \$129 million for the year 1975-76.

Many of the problems which have caused widespread public concern and criticism can only be overcome by basic changes in the total welfare system. Such long range welfare reform will take years to accomplish, however, and in the meantime, immediate action is essential to bring about improvement in existing AFDC programs. In this connection, it should be noted that the Los Angeles County DPSS compares very favorably with similar agencies in other parts of the country in reducing the percentage of error in AFDC cases. A nationwide study in 1975 showed that the rate of error for AFDC cases in Los Angeles was not only lower than the average for California but was much lower than the national average and less than half of that in New York, Illinois and Michigan. The Committee feels that the DPSS merits high recommendation for its achievement in this respect.

### **Ceiling on Earned Income and Deductions For Income**

AFDC recipients who are able to work should be encouraged to become self-supporting. Existing welfare legislation should be enforced and present regulations altered so that persons who earn comparatively high income cannot continue to receive welfare payments and food stamps. In addition, the present procedure for calculating amounts which can be earned without reducing welfare benefits is excessively complicated and inequitable. This problem could be corrected by establishing a ceiling based upon a fixed percentage of gross earned income sufficient to allow for usual work expenses and to provide work incentive. This would exclude welfare eligibility for families with adequate income.

## **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation and/or administrative changes to establish a ceiling on earned income and simplify the rules under which earned income reduces welfare benefits.**

### **Implementation of Changes in Policy and Procedure**

The complex task of processing AFDC applications and benefits has been complicated by frequent changes and new regulations by federal and state authorities. Such changes have been issued at an average rate of one every day over the past four years



and in many instances the staff has been expected to implement new rules immediately. The Committee feels that 60 days should be a minimal lead time period for any implementation of new or changed regulations.

### RECOMMENDATION

**The Grand Jury recommends that the Board of Supervisors seek federal and state regulations to require 60 days lead time for the implementation of new or changed regulations governing Aid to Families with Dependent Children Programs.**

### E. Social Services for Children

Social Services for Children constitute an important part of the work of the DPSS. Children who are in need of care and protection because of physical abuse, neglect, unfit home conditions, disability of parents, or other circumstances dangerous to their safety and welfare are referred to DPSS by private citizens, schools, police, social agencies or by their own parents.

In some cases, it is possible to resolve the problem without removing the child from his own home through counseling and casework services. In other instances it is necessary to place the child with relatives or in a foster home, group home, or institution. If the parents consent, the placement may be handled on a voluntary basis; but if they are not willing to have the child placed it may be necessary to refer the matter to the Juvenile Court under Section 600 of the Juvenile Court Law.

The social services required for these cases include: intake investigation, crisis intervention, counseling for children and for their parents, evaluation, licensing and monitoring placement facilities, arranging individual placements and case supervision.

### Placement

Approximately 10,500 children under the care of DPSS are in foster homes, group homes and institutions. It is essential to provide casework assistance to parents as well as to the children themselves. This helps to ease the trauma associated with placement and to overcome the problems which made it necessary to remove the children from their homes. It also enables parents to resume responsibility for the children's care as soon as possible.

### Need for Additional Staff

Children's Services Workers are allocated in accordance with a case yardstick which calls for a total of 695 positions. A recent survey, however, shows that an average of 20% of these positions were vacant due to budgetary restrictions. In addition, the DPSS has been required to transfer a number of Children's Services Workers to Diversion Projects, special programs, and Neighborhood Services Centers, without being authorized to employ replacements. The department has also been unable to



engage substitutes for workers who are on extended leave of absence due to illness. The Committee feels that authorization should be granted by the DPSS to fill all budgeted positions of Children's Services Worker and to employ replacements for those on prolonged leaves. Information obtained by the Committee indicates that Children's Services Workers are not able to see children in foster homes or other placement facilities on a regular basis nor to provide adequate supportive services, because of excessive work loads.

## **RECOMMENDATIONS**

**The Grand Jury recommends to the Department of Public Social Services that high priority be given to the need for staff to provide casework services for children in foster homes, group homes and institutions, and that:**

- 1. Authorization be granted to fill all budgeted positions of Children's Services Worker.**
- 2. Authorization be granted to employ replacements for Children's Services Workers who have been assigned to other functions or are on prolonged sick leave.**

## **Qualifications of Staff**

Due to hiring freezes and budgetary cutbacks, DPSS has not employed professionally trained personnel to fill specialized Children's Services Worker positions since 1972. During the same period, job specifications for Children's Services Worker have been progressively downgraded in order to allow promotion of less qualified staff. As a result the staff is largely unqualified to deal with the difficult problems involved in these specialized caseloads.

## **RECOMMENDATION**

**The Grand Jury recommends that the Department of Public Social Services review and revise hiring and promotional practices in order to provide for the recruitment of professionally trained social workers.**

## **Centralization of Licensing and Monitoring Services**

Licensing and monitoring of child care facilities is complicated because four separate agencies are involved in this activity. The State Department of Health has delegated responsibility for licensing foster homes and child day care homes as well as small group homes and institutions (which care for no more than 15 children) to the County DPSS; the local office of the State Department of Health licenses large group homes and institutions (which have capacity for more than 15 children); and the Probation Department and the Adoptions Department act as sub-agents of DPSS in certifying foster homes to be used for their own programs.

This division of responsibility results in duplication of effort, inefficient use of staff, lack of uniform procedures and varying interpretations of county standards and state



licensing regulations. Consolidation of these activities under a single department would provide more efficient and more economical service.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek the cooperation of state authorities in establishing a centralized department with complete responsibility for licensing, monitoring and enforcing standards for foster homes, group homes and institutions for children.**

#### **Group Homes and Institutions**

The Committee made an extensive study of conditions in homes for children other than foster homes. Visits to twenty homes, including some with questionable ratings, were made. The Committee also reviewed reports of investigations made by the Juvenile Justice Committee of the Grand Jury and by the Probation Department.

Most of the managers and staffs of homes for children try to provide adequate care, but they are not always qualified to maintain a good environment or to give proper attention to the emotional as well as to the physical needs of the children. Careful selection of placement facilities to ensure a wholesome environment and suitable program of care is essential. Constant monitoring and evaluation is also necessary to make sure that services and facilities do not deteriorate. This is especially important in the case of newly established group homes and institutions. Most of the large institutions have been operating for a long time and require less frequent monitoring and evaluation than do the smaller group homes and facilities for developmentally disabled children. However, all of them should be inspected on a regular basis.

The DPSS Centralized Child Care Evaluation Unit has only six medical social work consultants to monitor some 400 group homes and institutions. This is not a sufficient staff to deal with the large number of facilities which are widely scattered throughout the county and, in some instances, are in neighboring counties.

#### **RECOMMENDATION**

**The Grand Jury recommends that the staff of the Department of Public Social Services Centralized Child Care Evaluation Unit be increased by adding sufficient staff at an appropriate level of skill to: respond promptly to complaints or emergencies which occur in any child care group home or institution; monitor small group homes and homes for developmentally disabled children at least once every month; monitor all new group homes and institutions at least once every month; and monitor larger and well-established group homes and institutions at least once each quarter.**

#### **F. Licensing and Supervision of Child Day Care Centers**

Since 1913, the State of California has assumed responsibility for protecting the health and safety of small children who are placed in child day care centers through



a licensing program. In July of 1975, however, funds for this purpose were drastically curtailed, making it necessary for the State Department of Health to resort to a procedure of "self licensing." This opened the way for children to be endangered by placement in child day care centers not meeting minimum standards.

There are 1,500 child day care centers with an estimated capacity for 73,000 children currently licensed or pending licensing in Los Angeles County. The curtailed staff of two "evaluators" and two clerks responsible for licensing and supervising all of these facilities can only respond to complaints. They have been unable to fulfill even the minimum requirements of making sample visits to 10% of the centers. This understaffing is especially unfortunate since it precludes the licensing of urgently needed new facilities. Child day care centers serve a necessary function by enabling parents to work and thus avoid dependence on public assistance. Currently, the referral service of DPSS can give no assurance as to the quality of the places they recommend.

### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek state legislation to provide sufficient funds for an adequate program of licensing and supervising child day care centers.**

### **G. Child Abuse**

Child abuse and child neglect are two of the most serious problems confronting our society. In communities throughout the County a large number of children suffer from mistreatment by adults responsible for their care. In 1975 DPSS initiated Juvenile Court action on behalf of 3,291 children to protect them from abuse and neglect. In that same year, 19,678 families were referred to DPSS for protective services because of suspected abuse and neglect. There were 19 homicide victims 10 years of age or younger, an increase of 53% since 1965. Reliable data concerning the magnitude of the problem is lacking due to the reluctance of many private physicians, teachers, and the general public to report child abuse. Therefore it is estimated that these figures represent only a fraction of the actual incidents. Efforts to prevent, identify, and treat child abuse and neglect are handicapped by the lack of coordinated services in the county.

A supervisor of Child Welfare and Attendance is required by the California Education Code, Section 12351, to provide services, with assistance as needed, in the area of compulsory education and conditions affecting the welfare of pupils. For budgetary reasons many school districts have reduced or eliminated these services.

The Child Welfare and Attendance staff could coordinate the districts' efforts to develop a liaison with law enforcement and welfare agencies in early identification of child abuse. The Committee feels that an inter-agency child abuse unit should be established. This unit should include representatives from the County Counsel's Office, Department of Health Services, the District Attorney's Office, DPSS, the Los Angeles Police Department, the Sheriff's Department, and the Superintendent of Schools. County paid physicians, specially trained in diagnosing child abuse, should



be employed when necessary. The major responsibility of this panel of physicians would be to serve as trauma specialists for the Child Abuse Unit. In addition, a telephone number publicized throughout the County should be made available to receive calls of alleged child abuse or neglect.

There is a need for an index which would permit immediate identification and removal from the home of children previously victimized by their parents. This index would also serve as a tracer for those child-abusers who move around the County. The index would be maintained with complete, up-to-date, cross reference files on all reports, and would only be effective if adequate staff of trained personnel were provided. The Committee recognizes that the information contained in this index could only be shared with legally authorized law enforcement and social agencies.

### **RECOMMENDATIONS**

- 1. The Grand Jury recommends that the Board of Supervisors establish an inter-agency child abuse committee.**
- 2. The Grand Jury recommends that the Board of Supervisors establish a centralized, countywide child abuse index.**
- 3. The Grand Jury recommends that child abuse cases be handled by specially trained staff in both the District Attorney's Office and in the schools. (The Sheriff, County Counsel, and the Department of Public Social Services have already designated staff for child abuse cases.)**
- 4. The Grand Jury recommends that the Board of Supervisors establish a panel of county-paid physicians specially trained in diagnosing child abuse to be available to law enforcement agencies, the Department of Public Social Services, the County Counsel, and the District Attorney, to diagnose suspected child abuse cases and provide the medical testimony necessary in court.**
- 5. The Grand Jury recommends that the Boards of Education in each School District in Los Angeles County be encouraged to fully implement the required position of Supervisor of Child Welfare and Attendance with the appropriate support staff.**
- 6. The Grand Jury recommends that the Board of Supervisors establish a single, countywide, publicized telephone number, operative 24 hours a day, to receive all reports of alleged child abuse and neglect.**

### **H. Financial Aid to Illegal Aliens**

The Committee undertook a study of the problem of illegal aliens in Los Angeles County, and sent the following interim report to the Board of Supervisors on May 12, 1976:

The estimates on illegal aliens residing in Los Angeles County, including all nationalities, vary from approximately 54,000 to over 600,000. The wide range of these estimates points up the fact that the social and economic impact of these people cannot be measured with any reasonable degree of accuracy. The principal reason for aliens entering this country illegally is an imbalance of economy between the country of their birth and our own.

Due to the lack of statistics, the Grand Jury has been unable to determine the precise effect on the job market that illegal aliens create, but with the high rate of unemployment in this country, any substantial loss of jobs is a serious concern. The Grand Jury reasons that if employers were faced with strict penalties for knowingly employing illegal aliens, the incentive for these aliens to come to our country would be drastically reduced.

The Grand Jury is aware of the concern of members of the Mexican-American community that such a law might make it more difficult for them to obtain employment. However, it must be pointed out that much hardship is being caused at the present time in the Mexican-American community by the loss of jobs which are being filled by illegal aliens.

The Grand Jury has determined that a serious problem exists in regard to the present "Green Card" which is issued to aliens who are legally entitled to remain in this country. These "Green Cards" can be forged or altered so that they can be used by illegal aliens. It has come to the attention of the Grand Jury that a new type of identification, known as the "Alien Identification Card" has been developed which is designed to prevent forgery or alteration.

Approximately 3,500 illegal aliens are recipients of welfare aid. If this aid were to be continued for 12 months, these aliens would qualify for about \$3.7 million, of which about \$600,000 would be paid by the County. An estimated \$10.8 million for medical care for illegal aliens was expended by the County during the year 1975.

One proposal to reduce welfare payments to illegal aliens is that of DPSS to the State Department of Benefits, in which proof of legal status would be submitted by the applicant before the granting of any aid.

Inasmuch as the existence of illegal aliens in the County is a responsibility of the Federal Government, the Grand Jury (believes) that the Federal Government should provide all costs involved in rendering health and welfare aid.

#### RECOMMENDATIONS

1. The Grand Jury recommends that the Board of Supervisors request federal legislation making it unlawful for employers to knowingly hire illegal aliens, with strict penalty clauses for violation.
2. The Grand Jury recommends that the Board of Supervisors seek State regulations in which proof of legal status be submitted to the DPSS before benefits may be granted to any applicant.
3. The Grand Jury recommends that the Board of Supervisors seek federal legislation for the following purposes:
  - a. To require that the Federal Government provide all costs involved in aid and health care for illegal aliens.
  - b. To require that the new "Alien Identification Card" or a similar, non-forgable card be adopted for use by aliens.

As of the writing of this report, no action had been taken by the Board of Supervisors.



## I. Welfare Fraud

Over one and one half million dollars of fraudulent payments to welfare recipients in this County were uncovered by the Fraud Unit of DPSS for the one-year period between November, 1974 and October, 1975. This represents the amount of money that recipients who were caught admitted obtaining fraudulently. The Committee was unable to arrive at an estimate of how much undetected fraud exists.

Fraud prevention must begin with the eligibility worker, who should impress upon the client the meaning and consequence of fraud. All factors of eligibility must be thoroughly verified. Home visits must be made, number of children and school enrollment must be carefully checked. This would avoid multiple filing for assistance by individuals using various names, and claiming children not their own.

A primary concern in the deterrence of welfare fraud is the lack of emphasis by the District Attorney on treating welfare fraud as a "real crime," coupled with the courts' failure to impose strict sentences following conviction. This has led to an attitude among offenders that a free or low-cost loan can be obtained by committing welfare fraud, repayable only if the offender is caught.

During the one-year period of November, 1974 through October, 1975, 619 cases of alleged fraud were referred to the District Attorney for prosecution, of which 183 cases were accepted. These accepted cases represented over \$500,000 in fraudulent payment. The court ordered restitution of slightly over \$100,000.

### RECOMMENDATIONS

1. **The Grand Jury recommends to the Board of Supervisors that a program of education be undertaken to ensure that welfare applicants are fully aware of the specific criminal penalties of welfare fraud.**
2. **The Grand Jury recommends that the District Attorney prosecute welfare fraud more vigorously.**
3. **The Grand Jury recommends that the Municipal and Superior Courts apply stricter sentencing upon conviction of welfare fraud.**

Edith Bogen, Chairman  
Edwin Colwell, Vice Chairman  
Arlette P. Westmoreland, Secretary

Pamela J. Edwards  
Mary E. Kimball  
Victor P. Swanson

# GOVERNMENTAL OPERATIONS COMMITTEE

## PURPOSE

This Committee was especially created this year to inquire into the functions and efficiency of the various County departments. The Committee was also charged with examining the relationships of State and Federal laws as they affect County government, and with reviewing and pursuing the recommendations of former Grand Juries.

## AREAS OF CONCERN

- A. Court Reforms
- B. Grand Jury Reforms
- C. Election Day Holiday

## FINDINGS AND RECOMMENDATIONS

During the course of the year many representatives from governmental agencies met with the Committee to express their viewpoints on matters of concern to the Grand Jury. The Committee examined and discussed a great deal of legislation on the federal, state, and local levels. Legislative materials of particular interest were distributed to the appropriate Grand Jury committees.

A committee was formed to serve as a liaison between the Board of Supervisors and the Grand Jury. Each member of the Board of Supervisors appointed one of his deputies to this committee, along with a representative from the Chief Administrative Office.

### A. Court Reforms

The Committee was interested in improving the quality and time-saving aspects of present court procedures. A number of meetings were held with knowledgeable experts in the field, and the Supervising Judge of the Criminal Courts was consulted.

### Video Tape

The Committee conducted research into the feasibility of video-taping trials and civil depositions. It studied reports from other states which have had experience in this field, as well as observing actual trials where this technique was used. Equipment manufacturers were invited to demonstrate this medium.

The Committee concluded that at present the adoption of this technique for entire court proceedings is not advisable, primarily for reasons of cost. The Committee felt, however, that there are substantial advantages to the video-taping of civil depositions. The following interim report was made to the Board of Supervisors on December 9, 1975.



The Grand Jury has become aware of the substantial advantages of video-taped civil depositions in comparison with the present standard typed transcripts of testimony. Unfortunately, California law does not permit the use of video-taped civil depositions in lieu of an official reporter's transcript unless the attorneys stipulate to their use, and the judge presiding agrees.

A video-taped civil deposition allows the trial lawyers, judges, and possibly juries in civil cases, to see the demeanor of the witnesses when they testify, rather than reading the cold written record. Some studies have suggested that as video-taped depositions would permit a fuller assessment by attorneys of the impact of witnesses' testimony on the trier of fact, the use of this technique would tend to produce more pretrial settlements, with concomitant savings of courtroom time and costs. It also appears that video-taped depositions are less expensive to prepare than an official reporter's transcript. They are especially advantageous whenever witnesses are from out of state or otherwise not easily available. Furthermore, video-taped records are available without delay and when replayed before a judge or jury they give a far more accurate impression of the witnesses' testimony.

A number of detailed studies have been made, and articles have been written, on the advantages and disadvantages of video-taped depositions. Among them are:

1. "The Use of Videotape Depositions in Judicial Proceedings", reported by the National Conference of Metropolitan Courts; final report dated October, 1974.
2. "Videotape Recording in the California Criminal Justice System", prepared by McGeorge School of Law, University of the Pacific, dated March, 1974.
3. "Effects of Videotaped Testimony on Information Processing and Decision Making in Jury Trials", prepared as an R.A.N.N. project of the National Science Foundation by the Department of Communications, Michigan State University; Progress Report 2, dated January, 1975.
4. "Real Versus Reel: What's the Verdict?" An article in the Journal of Communications, Summer, 1974, Volume 24:3.

All of the above-mentioned reports have concluded in favor of video-taped depositions.

In conclusion, the Grand Jury believes that the various California statutes which require the presence of an official reporter during the taking of civil depositions should be changed to permit video-taped depositions.

#### **RECOMMENDATION**

**The Los Angeles County Grand Jury recommends that the Board of Supervisors seek legislation to permit video-taped civil depositions as an optional alternative to the presently required written transcripts prepared by an official reporter.**

This recommendation was approved by the Board of Supervisors, and was introduced in the State Legislature by Senator Deukmejian as Senate Bill 2006.

#### **Non-Unanimous Jury Verdicts in Criminal Cases**

The Committee was concerned with the people's constitutional right to speedy justice, the long delays of trials, and out-dated legal restrictions. In its search for a solution, it became apparent that hung juries and resulting retrials imposed a constant burden on already crowded court calendars at an ever increasing cost to the taxpayers.



According to the "Empirical Study of Frequency of Occurrence, Causes, Effects, and Time Consumed by Hung Juries" (report from the Office of Criminal Justice Planning, April, 1975), approximately twelve percent of all California's criminal trials result in hung juries. Retrials average 6.85 days, at a cost estimated by the director of Administrative Services of the Los Angeles County Superior Court as \$3,000.00 a day. Additional costs arise from the defendant's right to a complete transcript of his trial at taxpayers' expense.

Opinions were sought on this matter from Superior Court judges, representatives of the District Attorney's Office, the Public Defender's Office, the National Conference of Metropolitan Courts, and the Judiciary Committee of the California State Assembly.

In searching for a solution which would be a compromise acceptable to the prosecution, the defense, and the court, the Committee conducted research into possible precedents in other states. A number of states do permit non-unanimous jury verdicts in criminal cases, but none which satisfactorily resolve the problem of hung juries.

The Committee proposes to seek legislation permitting verdicts by criminal court juries to be returned either for conviction or acquittal by a vote of nine or more jurors; with the added provision that if nine jurors cannot agree on a verdict then the defendant will be acquitted. Obviously, under this provision, there would be no possibility of a hung jury or a retrial.

This proposal offers advantages to defendant, prosecution, and the public. To the defendant, it offers the guarantee of facing only one trial and the certainty of acquittal if more than three jurors vote "not guilty". A defendant would still have to be proven guilty beyond a reasonable doubt to the satisfaction of at least nine jurors. The prosecution would be served by achieving a conviction on cases where the juries were 11-1, 10-2 or 9-3 for conviction. The public would be served by substantial savings in court time, and in obtaining a more efficient and equitable system of justice.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation to permit non-unanimous jury verdicts of nine or more in all criminal trials (except for capital cases), with the provision that if nine jurors cannot agree on a verdict, then the defendant shall be acquitted.**

#### **B. Grand Jury Reforms**

Throughout the year the Committee looked into numerous proposals for legislative changes which might affect the Grand Jury system, and discussed the subject with other California Grand Juries. For the purpose of clarifying the code sections governing Grand Jury procedures and strengthening the Grand Jury system, the



Grand Jury, on November 26, 1975, sent the following interim reports to the Board of Supervisors, and to all other Grand Juries in the State of California:

The Los Angeles County Grand Jury believes there is a need for a minor amendment to Penal Code Sections 918, 919, 920, 925 and 928 which relate to Grand Jury duties. We have become concerned because these Penal Code sections require that we undertake investigations which realistically are impossible for us to complete. We have concluded that these sections should be amended to change the use of the mandatory word "shall" investigate or inquire and, instead, substitute the discretionary word "may" investigate or inquire into each of these sections. Unless these changes are made the Grand Jury cannot fully meet its statutory duties, even if our budget were to be increased many times over.

Penal Code Section 918 is unrealistic in requiring the Grand Jury to investigate any crime personally known to a grand juror. A criminal investigation should be undertaken by the Grand Jury only if there is some special reason to justify it. The Grand Jury should therefore retain the power to investigate these cases on a discretionary basis. A grand juror who learns about a crime should report that crime to the proper police agency just like any other citizen.

Penal Code 919 requires the Grand Jury to inquire into the case of every person imprisoned in the jail of the County on a criminal charge and not indicted. During the course of the year, well over 100,000 unindicted prisoners are housed in the Los Angeles County Jail. Certainly all of these cases cannot be examined by 23 grand jurors who are busy with many other duties.

Penal Code Section 920 requires the Grand Jury to investigate into the circumstances of all property which might escheat to the State. Again, this involves hundreds of items from estate property to bank accounts. Existing procedures already cover routine escheat cases; therefore there is no reason for the Grand Jury to review escheat matters except on a discretionary basis.

Penal Code Section 925 requires that the Grand Jury make a complete and thorough fiscal examination of the accounts and records of all County offices. Los Angeles County government is so large and complex that meeting this requirement fully would require the expenditure of millions of dollars for outside auditors, and still the Grand Jury could not completely examine all the records. Here again, the Grand Jury should have the power to investigate on a discretionary basis, which in practice is the procedure that is already followed.

Penal Code Section 928 requires that the Grand Jury investigate into the management needs of all County offices, including the equipment needs and the method of operation of all offices. Here again, Los Angeles County is so large and complex that this requirement cannot be met by the Grand Jury except on a discretionary basis where only a few County departments are examined each year.

In conclusion, the Grand Jury believes that the Penal Code sections cited are out of date because they mandate Grand Jury investigations by the word "shall" when such investigation should be discretionary. The use of the discretionary word "may" in each of these sections would eliminate the problems of mandates which have become unrealistic, without changing or limiting the Grand Jury's powers. The reason for this proposal is simply to update California Law so that the Grand Jury will have the necessary discretion to properly fulfill its duties.

#### **RECOMMENDATION**

**The Los Angeles County Grand Jury recommends that the Board of Supervisors seek State legislative amendments for Penal Code Sections 918, 919, 920, 925 and 928 so that the word "shall" is replaced with the word "may" in each of these sections.**



This recommendation was approved by the Board of Supervisors and was introduced in the State Legislature by Assemblyman Sieroty as Assembly Bill 3697.

While County governments in California are always subject to the scrutiny of Grand Jury management audits, there is at present no independent watchdog agency for cities. The Grand Jury believes that its powers of investigation should be the same for the cities within the County and the various City-County joint power agencies as they are for the County government.

Presently, the Grand Jury may only inquire into the fiscal matters of cities (Section 925(a) P.C.), but not into the management needs of the cities. In distinction, the Grand Jury may inquire into management needs of the various taxing districts within the County (Section 933.5 P.C.). We are requested by citizens from time to time to investigate the operation of various city governments and other local government agencies within the County. Under existing law we do not have the authority to require disclosure of the records involved. We believe this situation should be corrected.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors seek legislation to permit the Grand Jury to inquire into the management needs of the cities and all other local governmental agencies within the County on the same basis that it is presently authorized to inquire into County management needs under Penal Code Section 928.**

This recommendation was approved by the Board of Supervisors, and was introduced in the State Legislature by Senator Deukmejian as Senate Bill 2007.

The Committee made a comprehensive study of AB 352, dealing with California Grand Jury reform, and the Grand Jury made an interim report to the Board of Supervisors, on March 25, 1976, as follows:

The Los Angeles County Grand Jury has undertaken a study of Assembly Bill 352 which is a proposal for a complete revision of California Grand Jury Law. We have concluded that this Bill contains numerous undesirable features and it should be defeated.

The California Grand Jury System is recognized as one of the most outstanding in the nation. The present system is working smoothly and is not in need of major overhaul. However, Assembly Bill 352 proposes to do just that.

Among the undesirable major changes proposed by Assembly Bill 352 are:

1. The separation of the criminal and civil functions of the Grand Jury to the detriment of both by the creation of two separate Grand Juries in all major counties;
2. A change in the selection process so that the vast majority of Grand Jurors would be randomly selected rather than the present method which provides for nomination by Superior Court judges;
3. A severe restriction on the types of criminal cases over which a Grand Jury would have jurisdiction where presently there is no restriction at all;
4. The creation of new methods for defendants to attack a Grand Jury indictment on the basis that a Grand Jury lacked jurisdiction because the new jurisdictional categories are ambiguously defined;
5. A provision which allows outside attorneys into Grand Jury proceedings thereby subjecting these hearings to delays caused by attorney's scheduling problems, difficulties in controlling obstreperous attorneys, compromises



of traditional Grand Jury secrecy, and danger of further extensions of the adversary system into the Grand Jury process; and,

6. A substantial increase in the public cost of supporting the Grand Jury because there would be two separate Grand Juries to fund in all major counties.

There are few provisions in Assembly Bill 352 which we believe have merit. For example: provision for Grand Jury interim reports to which reply must be made within 60 days; and authority for the Grand Jury to make management audits of city affairs in addition to the fiscal audits presently authorized. However, these matters can be provided for in separate legislation. They in no way constitute an adequate reason to support this bill, which contains so many provisions that would be detrimental to the California Grand Jury System.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors oppose Assembly Bill 352.**

As of the writing of this report, no action had been taken by the Board of Supervisors.

#### **C. Election Day Reform**

The Committee investigated the present holidays for all California State, County and City offices and courts. The Grand Jury sent to the Board of Supervisors, on August 7, 1975, the following recommendation:

The Los Angeles County Grand Jury has voted unanimously to recommend that the Board of Supervisors actively support Senate Bill 311 (Beilenson, 1/29/75).

This bill, which has been passed by the State Senate and is presently before the Assembly Committee on Public Employees and Retirement, would provide for having all state, county and city offices and courts remain open on election days.

The Grand Jury is of the opinion that this measure would provide for more efficient and responsive service to the public by eliminating the loss of time and money which presently occurs when these offices and courts are closed on election days.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors support Senate Bill 311.**

This recommendation was approved by the Board of Supervisors, and the legislation was subsequently enacted.

Kurt Simon, Chairman  
O. Max Offley, Vice Chairman  
Arlette Westmoreland, Secretary

Jacques Attie  
Si Comar  
Hal J. Flammer

# HEALTH AND DRUGS COMMITTEE

## PURPOSE

The Health and Drugs Committee is charged with inspecting County health facilities, reviewing the quality of health care, and making recommendations for improvement in health care whenever such recommendations are found to be necessary.

## AREAS OF CONCERN

- A. Alcoholism
- B. Hospitals
- C. Drug Abuse
- D. Paramedic Program
- E. Comparative Medicine and Veterinary Services

## FINDINGS AND RECOMMENDATIONS

### A. Alcoholism

After heart disease and cancer, alcoholism is the nation's leading health threat. Nine million Americans are considered to be alcoholics or problem drinkers. Fifty percent of the 50,000 people killed each year on the highways in the United States are killed by drinking drivers.

In order to conduct our study, the Committee visited various facilities and invited experts in the Health Services field to appear and share their information and viewpoints with us. The Committee made a concerted effort to hear diversified opinions. The Committee found that there are many advisory boards, task forces, and commissions which are involved in the problem of alcohol abuse in Los Angeles County, as well as 24 different governmental agencies. It is the Committee's opinion that the problem of alcohol abuse could be dealt with far less expensively and far more effectively if all of these governmental agencies were merged into a single entity.

### RECOMMENDATION

**The Grand Jury recommends that the Board of Supervisors take appropriate action to merge the 24 existing separate agencies involved in the problem of alcohol abuse into one Department of Alcohol Abuse.**

One of the greatest concerns of our citizenry should be the fact that drinking of alcoholic beverages by teenagers is increasing at a very rapid pace. The most recent statistics show that juveniles account for over 80% of the increase in alcohol-related offenses.

During the period of our study the Committee discovered that Long Beach Unified School District, with the assistance of Dr. Ruth Rich, has instituted a one-semester



course in drug and alcohol abuse which in our opinion has been operating successfully. This program should serve as a model for other School Districts.

### **RECOMMENDATIONS**

1. **The Grand Jury recommends that the Board of Supervisors seek legislation requiring a one-semester course in drug and alcohol abuse to be taught at the Junior High School level in all School Districts.**
2. **The Grand Jury recommends that the Boards of Education for all School Districts in Los Angeles County exercise their discretion to institute a one-semester course in drug and alcohol abuse at the Junior High School level, even though such a course is not now required by State law.**

The Committee has been impressed with the services Alcoholics Anonymous offers to public schools at no cost, and we believe greater use should be made of these services.

### **RECOMMENDATION**

**The Grand Jury recommends that the Boards of Education for all School Districts in Los Angeles County make greater use of the services of Alcoholics Anonymous in all City and County schools.**

A study of Municipal Court expenditures in 1974 for major traffic violations due to drunk driving and alcohol-related offenses reveals that the cost to the County was \$5,165,633.00, according to data from the Chief Administrative Office.

Public funding for current alcoholism resources, which includes rehabilitation and prevention services for all persons with problems of alcoholism, not public inebriates exclusively, exceeds twenty million dollars in Los Angeles County.

The Committee has learned that the Los Angeles County-U.S.C. Medical Center has been serving as an expensive detoxification center. Public inebriates are brought to the Center and then placed in regular hospital beds at a cost in excess of \$200 per day, even when hospital care is not required. It is the opinion of the Committee that the Triage concept should be retained at the Medical Center. The remaining public inebriates should be handled at diagnostic evaluation and referral detoxification centers through the Triage concept as described in the Model Detoxification Center, Department of Health Services letter dated January 19, 1976. There is a need to establish 21 such facilities in the various Health Services Regions. The cost of handling a public inebriate at one of these facilities is estimated at \$40 per day per patient. Since the Medical Center handles literally thousands of public inebriates each year, the savings to the County would be substantial if the Triage concept were used.

### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors require the Department of Health Services to use the Triage concept for public**

**inebriates referred to its facilities, and that the Board establish the necessary 21 detoxification centers in the Health Services Regions.**

Costs to the Criminal Justice System for arrest, booking, arraignment and one day in jail in Los Angeles County is estimated at \$172.00. It is the policy of this state that persons found in any public place under the influence of intoxicating liquor shall not be subject to criminal prosecution, but instead shall receive evaluation, detoxification treatment, and rehabilitation services provided by the health agencies of the County.

It is this Committee's opinion that the Long Beach General Hospital serves a great need in Los Angeles County. The referrals from other hospitals for the detoxification program are of critical importance. Yet this program may be cut back because of the requirement for uniform cost cutting throughout County departments.

#### **RECOMMENDATION**

**The Grand Jury recommends that the detoxification and rehabilitation programs conducted at Long Beach General Hospital be continued and not be subjected to the uniform cost cutting in County departments.**

#### **B. Hospitals**

During our term in office the Committee inspected ten hospitals and health service facilities in Los Angeles County. In general, we found that the hospitals in Los Angeles County provide exceptional health care and are served by competent, dedicated physicians and other staff members.

The Committee inspected the hospital and health service facilities both by making scheduled tours of the facilities and by making unscheduled visits. We found the unscheduled visits to be the most effective in evaluating the accuracy of the information we gathered. In every case, the administrators of the various facilities met with us and cooperated in every way.

#### **Martin Luther King Hospital**

We were impressed with the modern equipment and computer techniques at the Martin Luther King Hospital, located in South Central Los Angeles. This facility is the newest hospital in Los Angeles County. The Committee was disturbed to learn that it is not being used to its full capacity. On the date of our inspection, the hospital was operating at approximately 65% capacity and only four of the nine operating rooms were scheduled to be used during the day. It was explained to us that the patients who live in the geographical area of the Martin Luther King Hospital are accustomed to receiving health care at the Los Angeles County-U.S.C. Medical Center and are reluctant to change to the new facility.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Department of Health Services institute a program to encourage citizens who reside in South Central Los**



**Angeles to obtain their health care at the new Martin Luther King Hospital rather than at the overcrowded Los Angeles County-U.S.C. Medical Center.**

During our visit to the Martin Luther King Hospital we observed an abundance of security equipment, including T.V. cameras and monitors. However, we noticed that the security personnel rarely observed the monitors. This equipment is valueless unless it is properly manned.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Department of Health Services require that security personnel properly man their equipment and that this requirement be enforced by frequent checks on the job performance of the security personnel.**

#### **Harbor General Hospital**

In an unscheduled visit we inspected the Harbor General Hospital facility. We found this hospital to be well-run, efficient, and a substantial asset to the County. One problem attracted our attention: at the Out-Patient Clinic there is a fenced-in play area which is used by the children of the out-patients. Normally this play area is very heavily used; however, our visit occurred on a rainy day. We found that the play area is not fully roofed or enclosed, and therefore cannot be utilized during inclement weather.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Department of Health Services fully enclose the play area at the Out-Patient Clinic of the Harbor General Hospital.**

The Committee conducted one of its visits to Harbor General Hospital during the crisis caused by the doctors' slowdown. The Committee was impressed with the ability of the Department of Health Services both to handle the sudden influx of patients and to make the most efficient use of the County health facilities. The Committee was informed that the Director of Health Services made a conference call early each morning during the crisis to every County hospital. This was done to determine the number of beds available in the various medical specialties, and plan the appropriate placement of patients to avoid overloading any single facility.

The Committee is satisfied that should a major disaster befall Los Angeles County, the Department of Health Services is well-prepared to meet the emergency. The Committee believes that the Department of Health Services should be commended for its handling of the doctors' slowdown crisis.

#### **Coroner's Office**

The Committee inspected the Coroner's Office. This office has the responsibility for investigating and determining the circumstances and causes of all unexplained or



unusual deaths in Los Angeles County. The Committee found the facilities and laboratories to be in excellent condition. The Committee was impressed with the efficient operation of the Coroner's Office.

### C. Drug Abuse

The Committee decided to look into the serious drug addiction problems in Los Angeles County. Los Angeles County has acquired the reputation of being the major distribution center for marijuana and heroin. A significant portion of the rising crime rate is directly attributable to the heroin addiction problem. Experts have estimated that 50% of the burglaries and robberies in Los Angeles County are committed by heroin addicts.

### Treatment Programs

The Committee investigated the drug abuse programs at Rancho Los Amigos Hospital and many smaller community-based programs located in Los Angeles County. Surprisingly, the directory compiled by the Department of Health Services lists over 250 separate drug abuse treatment and rehabilitation resource facilities in Los Angeles County.

The Committee studied in great detail the Methadone Maintenance Program operated by the Department of Health Services. We inspected many of the facilities used in the Program, and the Committee met with leading experts representing all viewpoints on the merits of the Methadone Maintenance Program. The Committee is not convinced of the merits of the Methadone Maintenance Program because this program operates by exchanging a life-long heroin addiction problem for a life-long methadone addiction problem. The Committee discovered that there are no statistics showing the results of the Methadone Maintenance Program. This situation is not unique, as there are no statistics showing the results of any of the numerous drug abuse programs studied by the Committee. For example, in residential centers, addicts on methadone are believed to be living drug-free, methadone maintained. However, upon their release back into the community, the inadequate information available indicated that only 8% of the clients remain heroin free. This discouraging figure is unfortunately one of the higher estimates of success following any of the drug abuse treatment programs studied by the Committee.

### RECOMMENDATION

**The Grand Jury recommends that the Board of Supervisors oppose any expansion of the Methadone Maintenance Program in Los Angeles County.**

The Committee believes that no existing programs should be expanded, and that no additional programs should be funded until the success of existing drug abuse programs has been documented by outside experts. The requirement that outside experts evaluate the programs' success is crucial, because we have learned that there has been a tendency in the past to make exaggerated claims of success.



## **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors not fund any new drug abuse treatment programs or expand any existing programs until the techniques used by the programs have been independently shown to achieve a significant cure rate.**

### **Civil Commitment**

The Committee undertook a study of a proposal by District Attorney John Van de Kamp and Sheriff Peter Pitchess to reactivate the civil narcotic treatment program in Los Angeles County. The Committee recommended the reinstitution of this program in a May 5, 1976 interim report to the Board of Supervisors which reads as follows:

The Health and Drugs Committee of the Los Angeles County Grand Jury has undertaken a study of the heroin addiction problem in Los Angeles County. We have concluded that the Civil Commitment Program should be reinstituted. We join with District Attorney John Van de Kamp and Sheriff Peter Pitchess in urging the board to adopt this course of action.

Among the reasons that have led to our recommendation is the fact that we are unimpressed with the results of the community-based narcotic addict treatment programs. There are no statistics to indicate that these programs have had a measurable impact in protecting the community. The alternate of involuntary civil commitment is provided for in the State Welfare and Institutions Code. This procedure will protect the community from addicts during the period of their involuntary treatment.

The Civil Commitment Program was discontinued in Los Angeles County in 1973 due to the lack of a secure facility for the temporary holding of addicts. The Civil Rehabilitation Center in Corona is available and able to treat addicts. The problem facing Los Angeles County is simply that it needs a holding facility until the civil commitment can be ordered by the court.

## **RECOMMENDATION**

**The Los Angeles County Grand Jury therefore recommends that the Board of Supervisors reinstitute the Civil Commitment Program for addicts by providing a facility for the detention of addicts prior to commitment to the Civil Rehabilitation Center in Corona.**

As of the writing of this report, no action had been taken by the Board of Supervisors.

### **Psychiatric Evaluation**

During the Committee's review of the drug abuse problem in Los Angeles County it came to our attention that there is a substantial expenditure of public funds to outside consulting psychiatrists. These psychiatrists are chosen from a panel of 25 by the courts. They are used when it is necessary to examine a defendant to determine whether he is an addict or in imminent danger of becoming an addict, or when there is a question about the mental competence of a defendant in a criminal action. The psychiatrists are paid for their examination, evaluation and courtroom testimony. We learned that on most occasions two or three separate psychiatrists are appointed to make evaluations in each case. We were surprised to learn that the members of the psychiatric panel received a total of more than \$484,000.00 in consulting fees from the County last year, and that over \$106,000.00 was paid to one member of the panel.

The Committee believes that the County could hire and maintain, at far less expense, a small staff of psychiatrists who would be available to the court for appointment in cases where psychiatric evaluations are necessary. These psychiatrists could be hired at the County's going rate for physicians, which is in the \$40,000 to \$50,000 range per year. In addition, they would be available for psychiatric evaluations and counseling in our various County hospitals when they were not needed for court work.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors hire a small number of psychiatrists to be available to the courts when psychiatric evaluations are necessary.**

#### **D. Paramedic Program**

The Paramedic Program was instituted in 1969 in an effort to give Los Angeles County citizens the best emergency medical care, especially in coronary cases, in the shortest possible time. This program has required the cooperation of the Fire Department and medical authorities. The Paramedic Program provides round-the-clock, on-site emergency service for which no charge is made by the Fire Department.

The Paramedic Program covers all areas of the County. The response time to a call is usually very short; however, in certain rural areas in Antelope Valley, Santa Clarita Valley, and in the neighborhood of Malibu, the distances are such that the town-based paramedic units may take up to a half an hour to reach the scene.

The Grand Jury would like to commend the Board of Supervisors for providing this excellent service to County citizens.

#### **RECOMMENDATION**

**The Grand Jury recommends that the Board of Supervisors take appropriate action to reduce Paramedic response time in rural areas of the County.**

#### **E. Comparative Medicine and Veterinary Services**

The Committee inspected the Comparative Medicine and Veterinary Services Division of the Department of Health Services. This Division has the responsibility for contagious and infectious diseases in animals, particularly those which can be transmitted to man. The Division operates with a staff of 29 employees under the direction of Dr. Robert J. Schroeder. The Committee learned that the program operated by this department has received world-wide acclaim for its outstanding contributions to this area of medical research. The World Health Organization in



Geneva, Switzerland has chosen this program as the world model for a well-developed medical veterinary program. In our inspections we found well-equipped laboratories, operating efficiently, staffed by employees who took great pride in their work. The Committee believes that Dr. Schroeder and his staff at the Comparative Medicine and Veterinary Services should be commended for their outstanding achievement.

Pamela J. Edwards, Chairman  
Sanford J. Baines, Vice Chairman  
Annabelle Grant, Secretary

Herbert C. Duckett  
Paul E. Haines

# JAILS COMMITTEE

## PURPOSE

The California Penal Code charges the Grand Jury to inquire into the condition and management of all jails within the county, and to investigate the case of any person imprisoned in a jail of the county on a criminal charge and not indicted.

## AREAS OF CONCERN

The Jails Committee of the Los Angeles County Grand Jury met this responsibility by inquiring into:

- A. All Jail, Detention and Holding Facilities in the County
- B. Legislation and Court Mandates Affecting Jail Operations
- C. Prisoners' Complaints
- D. Programs of Law Enforcement

## FINDINGS AND RECOMMENDATIONS

### A. Jail, Detention and Holding Facilities

The Committee found that County jail facilities are basically adequate and in compliance with State laws. In those areas where the facilities fall short of State requirements, the police departments actively attempt to bring the facilities up to standards. This effort is laudable and should continue.

Of major interest, however, is that the Committee found that two facilities, the Hall of Justice and Biscailuz Center, are being considered for closure when the new addition to the Central Jail is completed. The Committee believes that closing these facilities will place unreasonably high demands on the available bed space for the current inmate population. Any substantial increase in the population will force an overcrowding of Central Jail. Further, closing Biscailuz Center will cause the loss of a minimum security facility causing the transfer of minimum security inmates to the more costly maximum security facilities.

The Committee found that the Hall of Justice Jail could easily be converted for use by weekender and work furlough programs. Only minor remodeling would be required to provide an additional dining facility and shower facilities for female inmates. With the exception of lockers for the inmates' personal property, no additional equipment should be necessary. Personnel would be a basic skeleton crew, providing only minimum supervision, for a jail population of approximately 450 male and female weekenders and 100 men and women on work furlough programs, with reliance on the courts to remove problem inmates who do not voluntarily cooperate.



It has also come to the attention of the Committee that a prisoner can be fed for a cost of \$1.26 per day if the food is prepared at a central Sheriff's facility and the meals delivered to stations. However, if the food has to be provided by private caterer, the cost exceeds \$4.00 per day. We have learned that Biscailuz Center can be converted to a central food facility without major renovation expense. The necessary kitchen personnel can be provided through minimum security trustees at this facility. Accordingly, we have concluded that this would be an appropriate use for the Biscailuz Center.

Finally, even if the two facilities are closed, the County will have to maintain the structures and equipment, a costly proposition. Therefore, the County should actively seek alternative functions to assure that both the Hall of Justice Jail and Biscailuz Center continue to be used in an appropriate capacity.

Sybil Brand Institute for Women is currently the subject of a class action suit by inmates alleging improper conditions. Because this suit is now under submission by the court, the Jails Committee believes that the areas covered by the suit are best left to the court, which has heard exhaustive testimony from both sides and is therefore in a better position to determine the facts and rule on the issues of law.

The Jails Committee did find, however, that Sybil Brand Institute is deficient in two areas. As a jail facility that receives newly-booked inmates, the jail needs detoxification cells for drunks and safety cells for violent or emotionally disturbed prisoners. While the facility has safety cells, they do not comply with State law establishing standards for safety cells and detoxification cells. The Sheriff's Department should immediately modify seven cells to comply with State law in this matter.

The County has been building new substations for the past several years and phasing out older, inadequate buildings. Altadena Sheriff's Station, however, continues to be inadequate for community needs, and should be replaced. It is overcrowded now and even more space will be required in the future. The jail does not meet space requirements of the Minimum Standards for Local Detention Facilities.

The Jails Committee received several complaints from judges about the condition and the early morning overcrowding of court holding cells. This particular area has been one of continuing concern to past Grand Juries. On-site inspection by the Jails Committee revealed numerous physical problems at many of the facilities which are the result of overcrowding. The majority of these problems could be solved by thorough cleaning, painting and/or renovation of the walls of the holding cells. During its 1975 inspections, the Department of Health Services found numerous deficiencies in the holding facilities which are enumerated in their report. We feel these deficiencies should be corrected as soon as possible. The Department of Health Services has also found that overcrowding occurs when there is less than 8.4 square feet per prisoner. Efforts should be made to make sure this standard is not violated.

The detention camps are now authorized to pay inmates \$1.00 per day for work performed. This amount has remained constant for a number of years in spite of



tremendous increases in cost of all products, including those sold to inmates. The Jails Committee believes that this daily wage should be increased to at least \$2.00 per day.

### **RECOMMENDATIONS**

**The Grand Jury recommends that the Board of Supervisors and the Sheriff's Department take appropriate action to:**

- 1. Use the Hall of Justice Jail and Biscailuz Center for housing inmates on a reduced basis, with the Hall of Justice Jail utilized for weekender and work furlough programs, and Biscailuz Center converted to a central food service facility and the housing of minimum security trustees.**
- 2. Immediately bring Sybil Brand Institute into compliance with State law on the structure of safety cells and detoxification cells.**
- 3. Replace the Altadena Sheriff's Station with a new facility as soon as possible.**
- 4. Allocate necessary funds immediately to correct all deficiencies in the court holding cells found by the Department of Health Services during its 1975 inspections, and to comply with the Department's space requirement standards of 8.4 square feet per inmate in holding cells.**
- 5. Set a maximum number of inmates who can be detained in each holding facility throughout the County, based on the Department of Health Services' standard of 8.4 square feet per inmate, with the added provision that the Sheriff's Transportation Division be provided with the necessary resources to make the required number of trips to prevent overcrowding at these holding tanks.**
- 6. Reimburse inmates for work performed at a rate of at least \$2.00 per day.**

The Jails Committee conducted inspections of all detention facilities, including those at Parker Center, 77th Street Station, Long Beach City Jail and the Pasadena City Jail. Our research indicated that previous Grand Jury reports pointed out problems at these facilities. The Jails Committee feels the problems of past years have not been corrected and are important enough to comment upon again.

### **Parker Center**

In 1973 the Grand Jury recommended that acceptable air circulation be provided at each jail facility. Despite this recommendation, the condition of air circulated through the jail division in Parker Center has not improved and remains unsatisfactory during the summer months. Budget requests to air condition the jail area have been repeatedly denied. Also, for the last three years three inspection agencies have indicated that the padded floors in the detoxification cells were in need of repair and have recommended their replacement. Requests for this repair have been ignored and the condition of the padded cells continues to deteriorate.



### 77th Street Station

The Grand Jury, on its tour of the 77th Street Station as part of a Watts field trip, found the facility to be almost 50 years old, undersized, ineffective in operation, and short of parking and storage space. Funding for a new station in South Los Angeles was provided in 1968, and as late as last year architectural plans were being revised to bring plans in conformity with the State of California Guidelines for Detention Facilities.

### Long Beach City Jail

There are some minor problems in the gun locker area, and in the multiple occupancy, safety, and isolation cells, which can be easily corrected. However, the major concern is in the method of cooling the two upper floors, which contain the jail. It is the Committee's understanding that in the summer months temperatures rise to nearly unbearable levels, which affects the performance and morale of staff as well as the attitudes of the inmates.

### Pasadena City Jail

The Committee found this facility to be old, and in its present condition inadequate to efficiently render the services required of its population, even though staffed by dedicated personnel. Presently the City of Pasadena is debating whether to spend \$300,000 for a major renovation of its jail facilities or instead to design and construct an experimental multi-department facility which would house the City Police Department, Sheriff's Department, Jail, Courtrooms and all supporting departments in one complex. This proposal is known as the satellite concept.

### RECOMMENDATIONS

**The Grand Jury recommends that the cities involved take appropriate action to:**

- 1. Correct the air conditioning problem in the Jail Division of Parker Center and bring the detoxification cell area up to minimum state standards.**
- 2. Expedite the construction of the planned South Los Angeles Police facility as soon as possible.**
- 3. Correct the air conditioning problem in the Long Beach City Jail.**
- 4. Pursue the planning, development and construction of the Pasadena satellite facility.**

The Jails Committee does not feel it is necessary to list all the facilities visited, or to enumerate minor problems it may have noted. The Jails Committee, members of the Grand Jury, and the Grand Jury as a whole, in their visits to the 90-plus detention facilities in the County, found the installations generally meeting all the requirements set forth in the State of California Laws and Guidelines of Local Detention Facilities.



Also, the Committee found that they are inspected, at least on an annual basis, by several designated authorities such as the Department of Corrections, California Youth Authority, Fire and Health Departments, plus internal inspections, and at times by special teams for research information, surveys, and court-ordered class action suits. The Committee feels that its time and effort would be more productive if it had the option to visit only those facilities which by their size and scope require more attention than the numerous small holding facilities it is required to visit.

The Committee is pleased to note that new jail facilities have been constructed by the cities of Covina and Sierra Madre, and they are now in operation. The old jail facilities in these cities have been criticized repeatedly by prior years' Grand Juries. We compliment these two cities for having built such fine new facilities. Two other cities, Baldwin Park and the City of Vernon, are now in the process of building new facilities to replace antiquated ones which also had been under observation by prior Grand Juries.

## B. Legislation and Court Mandates

California is fortunate in having enlightened prison and jail administrators. The State Board of Corrections has published a comprehensive set of standards entitled Minimum Standards for Jails and Local Detention Facilities. Taken as a whole, the Committee found that these guidelines amply provide for the proper management and environment of county jails. These standards were updated as recently as January 1, 1976.

Compliance with court decisions is not as simple or clear-cut as is compliance with legislative mandates, due to the number of judicial rules created out of a plethora of court decisions, both locally and nationally.

Several class action suits involving the Los Angeles County jails have been or are being adjudicated in federal and state courts. Where decisions have been rendered, the Sheriff's Department has complied or is in the process of complying with such mandates. The only major findings to date, in such cases, have concerned the Hall of Justice Jail, with most criticism directed toward the physical plant.

The Committee found that where at all feasible, the Sheriff's Department has altered practices and procedures alleged to be improper in suits prior to adjudication of such suits. It appears that the Sheriff's Department actively seeks to meet all reasonable demands for changes in practices and procedures as long as such changes do not jeopardize security nor the welfare of the inmates. Many of the agencies which initiate lawsuits regarding jail conditions are publicly-funded agencies. We believe it would be more appropriate for these agencies to attempt to resolve these problems in the jails by working with the Sheriff's Department before the filing of any lawsuit. This Committee believes the Sheriff's Department should and would respond to the reasonable requests of such agencies.



## RECOMMENDATION

**The Grand Jury recommends that the Board of Supervisors and the Sheriff's Department take appropriate action to resolve all reasonable disputes regarding jail conditions brought to their attention by public agencies so that these matters need not be resolved by the courts.**

### C. Prisoners' Complaints

The Grand Jury and Jails Committee have investigated numerous allegations by inmates of misconduct and improper jail conditions. Largely, these allegations were without foundation. Where there was substance to the complaints, prompt attention to the situation resulted in amelioration of the problem.

Recent emphasis on custodial functions during initial cadet training in the Sheriff's Department followed by continuous in-service training for officers has successfully resulted in a reduction of such incidents. This training consists of both lectures and practical training during academy training of personnel.

## RECOMMENDATION

**The Grand Jury recommends to the Board of Supervisors and the Sheriff's Department that training classes continue to include the extensive training on custodial functions, with special emphasis on instruction in the understanding of human behavior.**

### D. Programs of Law Enforcement

The Jails Committee had the opportunity to review a number of law enforcement programs and to consider six problems generally affecting law enforcement.

First, 80 percent of the inmate population currently returns to the community within 10 days of initial arrest. Inmates sentenced to the County Jail actually spend an average of 14.87 days in custody, with 55 percent of the inmates serving an average of 1.3 days. This rapid turnover of the inmate population does not lend itself to viable programs that allow an inmate to return to the community better prepared to lead a productive life. Most educational, vocational, and rehabilitative programs now available require more extensive involvement than is possible for the majority of inmates now in jails. Therefore, the Committee believes a series of shorter, more intensive programs should be developed and offered to those prisoners whose confinement is of such duration that they could participate. Further, there should be a means that permits inmates to continue in programs once they are released to the community. The Committee found that too often an inmate is successfully performing in a certain program and is released prior to its completion with no means available to him to continue once he has returned to the community. Consequently, any progress or benefit achieved is often for naught.

Second, the problem of alcoholism has reached epidemic proportions. Historically, public inebriates have been dealt with by confinement in the County Jail. While this



procedure has solved an individual problem on a temporary basis, it has done little to cure the alcoholic. Further, the cost of maintaining alcoholics in jail is prohibitive. The County Task Force on Alcoholism, in a recent report entitled "Cost of the Misuse of Alcohol in the County of Los Angeles," estimated that custody costs for alcoholics were over \$10,000,000.

Penal Code Section 647 (ff) permits a peace officer to take a person arrested for a violation of Penal Code Section 647 (f), drunk in a public place, to a detoxification center in lieu of arrest. Existing facilities capable of handling alcohol problems, however, are frequently overcrowded and cannot handle the number of alcoholics now in custody. It is apparent that a large financial commitment is required to establish a sufficient number of detoxification programs and facilities to separate public inebriates from the criminal justice system; however, cost studies made have reflected that this action would quickly prove to be cost effective.

Third, the Jails Committee also looked at the jails' medical facilities. The County jails' daily population of nearly 10,000 includes many who have numerous medical problems, thus necessitating a rather large medical facility. When the current addition to the Central Jail is complete, that facility will have a 512-bed hospital, making it the third largest hospital in the County. In addition, all other major custodial facilities have a medical staff to treat inmates. Although the Jails Committee found medical procedures, treatment and practices to be sound, proper management requires review of all aspects of operations. The most qualified source of such review of medical services, obviously, is qualified medical practitioners. Because the County enjoys a prestigious medical staff through the Los Angeles County-USC Medical Center, this seems to be the most appropriate source of personnel to conduct a regular review of medical practices in the County jail.

Fourth, Los Angeles County consists of numerous municipalities with separate police agencies, and there is ample evidence to indicate that the proliferation of law enforcement agencies is both costly and duplicative. With the rising costs of all governmental activities and the mounting financial problems confronting all government, the municipalities would do well to vigorously pursue the consolidation into regional departments of their specialized police functions such as crime labs, homicide, narcotics, burglary, and helicopter surveillance duties as a means of reducing costs and the duplication of services. This would also allow small community police departments to conduct their routine policing requirements more efficiently. In some cases it would be to the advantage of a community to contract with the Sheriff's Department for its services.

Fifth, recognizing that the possibility of any significant degree of consolidation is a considerable distance in the future, the Committee believes that a "911" telephone system is one way of immediately assisting the public in reaching any type of emergency service. A "911" system is capable of providing a simple, uniform telephone number which will provide anyone in the County, no matter where he may be, with a way of contacting the proper agency whenever emergency services are required.



Sixth, the Jails Committee recognizes that any improvement in operations or expansion of services is limited by budgetary restraints. While the County is confronted with many fiscal problems, it must comply fully with national, state and court-ordered mandates. Many of these mandates can only be met by increased budgetary sources. For example, the courts now require that all inmates subjected to disciplinary action be allowed due process *minima* that includes the right to appear before a disciplinary board. These requirements sometimes necessitate a considerable increase in man-hours expended. Because none of the facilities has budgetary allocations to fund additional personnel to meet this requirement, a restructuring of priorities becomes necessary. Often this results in a necessary but not legally compelled function (e.g., supervision of personnel) being lost or reduced to meet court mandates. It appears, then, that the County will have to allocate additional funds in order for the Sheriff to maintain current programs and services and at the same time meet new demands ordered by the courts.

### **RECOMMENDATIONS**

**The Grand Jury recommends that the Board of Supervisors and the Sheriff's Department take appropriate action to:**

- 1. Develop inmate vocational programs of short duration and assist the inmate in continuing his involvement in such programs after his release.**
- 2. Allocate funds to establish sufficient detoxification centers to treat all eligible persons arrested on public intoxication charges and to divert these persons from the criminal justice system.**
- 3. Ensure that the Department of Health Services conduct annual inspections of medical services provided at County Jail Hospital, and to comply with all recommendations which that Department deems appropriate.**
- 4. Actively seek the establishment of a county-wide "911" telephone system.**
- 5. Increase the budget of the Custody Division of the Sheriff's Department so that it may comply with federal, state and court-ordered mandates without sacrificing current operations.**

**The Grand Jury recommends that County municipalities should vigorously pursue the consolidation or regionalization of police services.**

Finally, the Committee would like to commend the law enforcement agencies of Los Angeles County for the many programs they have instituted to provide services and protection to the community. For example, a number of agencies have a Citizen's Observer program that permits citizens to observe police activities firsthand, thus opening the police force to public understanding and scrutiny. Another program involves placing police officers in public schools to teach courses related to the Criminal Justice System. Services such as the Basic Car Plan, Special Weapons and

Tactics Teams, Comprehensive Burglary Teams, Crime Impact Teams, the Neighborhood Watch and Going Away Program, the Police-Clergy Program, Special Emergency Communication Systems for the Deaf, and others too numerous to mention are indicative of the continuing efforts, too often unnoticed by the general public, which are made by police agencies to serve the citizens of the County.

Peter Somfeld, Chairman  
Jacques Attie, Vice Chairman and Secretary  
Edwin Colwell

Annabelle Grant  
Louise Ada Sterling  
Victor P. Swanson



# AUDIT COMMITTEE

## PURPOSE

The Penal Code of the State of California, Sections 925, 926 and 928, mandates the Grand Jury to review the operations of County offices. This is accomplished under direction of the Audit Committee by fiscal or management audit and by investigating the facilities and needs of the Departments.

Section 926 of the Penal Code provides that the Grand Jury may contract for an auditor to assist it in fulfilling its responsibilities. The initial act of the Audit Committee was, therefore, to invite ten Certified Public Accounting firms to make proposal presentations. Presentations were made by eight firms, and after personal interviews with each, the Audit Committee, by unanimous consent and with the approval of the entire Grand Jury, selected Peat, Marwick, Mitchell & Co., with Donald R. Rager as Contract Auditor.

Accordingly, a contract agreement was entered into on August 29, 1975, effective until June 30, 1976. A new and important feature of this contract is the inclusion therein of the Contract Auditor's agreement to provide from July 1, 1976 to September 30, 1976 such records or information compiled pursuant to this agreement as may be requested by the 1976-77 Grand Jury and to furnish such assistance as may be requested to enable the successor Grand Jury to carry out its duties of review under Penal Code Section 933(b).

## AREAS OF CONCERN

It was immediately evident to both the Audit Committee and the Contract Auditor that to make a careful and complete examination of the accounts and records of all the offices of Los Angeles County as is prescribed under Section 925 of the Penal Code would be impossible within the time and budget allotted. It therefore became necessary to be selective in determining where audits were to be made. To accomplish this the following criteria were used: Follow-up recommendations by the 1974-75 Audit Committee; budgets of Departments; date of last audit by the Chief Administrative Office, Auditor-Controller, or previous Grand Juries; and cost of audit. The Committee also solicited from the Foreman of the Grand Jury and from each Committee their recommendations for audit.

The Committee agreed that the thrust of its audits would be directed towards management audits. Much discussion and deliberation with our Contract Auditor culminated in the following selections:

- A. Child Support Collection Program — specifically mandated by Section 10602.5 of the Welfare and Institutions Code of California.



- B. Welfare Financial Services Division
- C. Department of Parks and Recreation
- D. Pharmacy Inventory Control Program, Department of Health Services
- E. MASTER Project, Department of Health Services
- F. Children's Services Program and Related Financial Processing
- G. County Clerk; Control of Criminal and Civil Exhibits
- H. Department of Health Services; Hospital Procurement
- I. Status of 1974-1975 Contract Auditor's Recommendations

As the Contract Auditor completed his work on each of the above audits, exit interviews were conducted at which members of the Audit Committee, the Contract Auditor, and representatives of the affected Departments audited were present. Each final report was then furnished to the Audit Committee for study, and upon its approval, was presented for approval to the entire Grand Jury. Following this the report was sent to the department heads concerned and to the Chief Administrative Office, with a request to the CAO for a reply. As the complete report of the Contract Auditor may be found in the Grand Jury files, the Committee has listed only the most pertinent recommendations, which deserve special comment. Attention is directed to the addendum of the Contract Auditor's report which reflects the replies and any actions on the recommendations that were implemented during the tenure of this Jury.

## FINDINGS AND RECOMMENDATIONS

### A. Child Support Collection Program — Report No. 1

The Contract Auditor's report on the above program disclosed that no significant changes in organization, responsibilities or procedures have occurred in the past year. However, a Federal law passed by Congress in 1974 placed responsibility upon each state as designated in Title IV to implement and coordinate the programs. Accordingly, in September, 1975 the State of California enacted legislation which requires each county to maintain a single organizational unit in the District Attorney's Office to be responsible for enforcing child support payments. To receive the reimbursement for this service to which it is entitled under Federal and State laws, the County must promptly implement procedures to comply with the legislation briefly described above.

### Objectives

Since previous Grand Jury Audits have evaluated the child support system in detail, the Committee's objectives were to:

- Provide updated information



- Describe significant changes in the program
- Recommend improvements necessary to achieve greater efficiency of operation
- Evaluate the ability of the system to respond to new Federal and/or State reporting requirements

## RECOMMENDATIONS

- (No. 1-5) The District Attorney evaluate the procedures and, if appropriate, request that Child Support court orders be filed in the Central District.
- (No. 1-8) The District Attorney appoint one individual, to report directly to him, whose sole job would be to have full authority and responsibility for all Child Support functions.
- (No. 1-9) The newly appointed individual perform an organization review of the District Attorney-related Child Support Program to determine the most effective organizational structure of District Attorney Child support activities.
- (No. 1-11) The District Attorney expedite the development of the new system and take steps to ensure Automated Child Support Enforcement System requirements conform to new Federal and State requirements, particularly in the areas of:
- Fiscal accountability
  - Case information maintenance
  - Cost allocation
  - Reimbursement claims
  - Caseload statistics
  - Delinquency notification and follow-up
- (No. 1-19) The District Attorney review and convert cases as a prerequisite to implementing the new Federal law.
- (No. 1-29) The Board of Supervisors review the functions and responsibilities of the Court Trustee and consider its transfer to the Office of the District Attorney. Authority of Supervisorial action is allowed pursuant to Section 99.12 of the County Administrative Code and Section 580.4 of the Welfare and Institutions Code.

In regard to recommendation No. 1-29, the Committee agreed with the Auditor-Controller that the warrant issuance and control function be retained in that office.

## B. Welfare Financial Services — Report No. 2

This unit issues, accounts for and controls all welfare warrants associated with the Aid to Families with Dependent Children Program administered by the County. It also operates the County's Emergent Loan Accounting and Collection Program in conjunction with the Federal government's Supplemental Security Income Program.

The total dollar amount of warrants issued in 1974-75 was \$613,081,859. The total dollar amount in the Emergent Loan Program to September, 1975 (from January, 1974) was \$7,677,073.

## Objectives

Since previous Grand Jury audits had not reviewed the Auditor-Controller's Welfare Financial Services Division for eleven years, the Committee's objectives were to:

- Review the responsibilities assigned to this division to evaluate the effectiveness of resource management and internal controls;
- Review overall control of welfare warrants issuing and accountability;
- Review policies and procedures for recovery of monies associated with fraudulently cashed warrants;
- Review and evaluate the controls and documentation associated with the new Emergent Loan Program to ensure the County is receiving full reimbursement from either the borrower or the State of California;
- Review the project development status for the new Emergent Loan Reporting System presently under development by the Data Processing Department; and
- Recommend improvements to increase control and achieve greater efficiency of operations.

## RECOMMENDATIONS

- (No. 2-5) **Form 487 warrant cancellations be eliminated and the computer system be modified to process all warrant cancellation requests, regardless of whether they are made before or after the printing cutoff date.**
- (No. 2-8) **The County Administrative Office study the feasibility of direct warrant deposits under a possible HEW project grant.**
- (No. 2-10) **A case aging and control system be implemented in the Warrant Investigation Section.**
- (No. 2-13) **Better communications between WFSD and the Social Security Administration be established for exchange of Emergent Loan information.**

## C. Parks and Recreation Department — Report No. 3

The functions of this department are as follows:

- Provide comprehensive regional recreation systems for the County of Los Angeles;
- Guide and direct local recreation programs by providing facilities and beautification projects to residents of unincorporated territories of the County; and
- Provide specialized services to all communities within the County which augment or improve parks and recreation, as well as the physical resources of the Department to other agencies of County government as required.

The Maintenance Program has a responsibility for making improvements to 28 regional parks, 63 local parks, 9 sanctuaries, 35 swimming pools, 16 golf courses, 2 theatres, 40 civic centers, 200 County buildings and 5,000 miles of public thoroughfares, as well as tree planting, landscaping and maintenance services to municipalities within the County.



Parks and Recreation has approximately 1,400 permanent employees and 1,100 temporary employees, an operating budget of \$25,000,000 and revenues of \$5,450,000.

## Objectives

The Committee directed the management audit to the Facility Services Agency and its related interface with the Administrative Service Agency. The Facility Services Agency is composed of the Construction Division, Golf Division, Grounds Maintenance Division, and Roadside Trees Division. The Committee's objectives were to:

- Review the operating structure relative to fulfilling the assigned responsibilities;
- Evaluate the financial budgetary and management control systems and procedures; and
- Review resource allocation and control.

## RECOMMENDATIONS

- (No. 3-1) Agency management review the organization and location of sections and facilities within each division to ensure maximum utilization of staff by minimizing crew travel time.
- (No. 3-2) Agency management specify work quality standards and define service schedules and tasks to be performed at a given facility and report subsequent performance to management. These standards be adjusted when service responsibilities are assumed for new facilities without associated increases in personnel.
- (No. 3-3) Agency management require each facility supervisor to routinely file inspection reports aimed at monitoring quality of service with respect to predetermined standards. Management review these reports for accuracy, follow-up on corrective action and periodically issue a summary report.
- (No. 3-5) Agency management develop a materials budget for each facility to enable supervisors to control and approve quantities requisitioned.
- (No. 3-8) Purchasing and Stores management change warehouse disbursement procedures to expedite processing of requisitions and filling of orders.
- (No. 3-9) Agency management develop procedures to ensure that:
  - a. Materials are stored in the controlled warehouses;
  - b. Optimum reorder points and the economic order quantities are established; and
  - c. Backorder quantities are incorporated into reordering procedures.
- (No. 3-12) Agency management formalize the physical inventory procedures and discrepancy reporting requirements for warehouse and craftshops.
- (No. 3-25) CAO and P & R management evaluate the possibility of combining requests for the construction of a new facility with requests for related operating and maintenance positions.
- (No. 3-27) P & R management develop an appropriate cost accounting system to prevent the duplication of accounting books at each service section and at headquarters. Reports track labor, material and equipment costs for each work-order and indicate percentage completion against the amount budgeted.



(No. 3-34) Systems Analysis Section management, working in conjunction with P & R management, develop a comprehensive list of specific projects ranked by order of benefits. This list be used as a basis for evaluating the staffing requirements of the Systems Analysis Section. Benefits generally be quantifiable and expressed in terms of probable cost reductions or savings resulting from the Section's recommendations.

#### D. Pharmacy Inventory Control Program — Department of Health Services — Report No. 4

This department is one of the largest and most complex organizations in Los Angeles County government. It provides services for over one million County residents each year, and generally the time of contact occurs when the patient and family are in a stress-oriented condition. The efficient operation of this department is essential because of its impact on the health of County residents and its direct personal contact with them.

The size of the Department's operations made it impractical to perform a review of all of its operations; therefore the Committee has selected two areas which represent new operations undertaken by the Department and which have the potential for meeting existing management information needs and controlling weaknesses. The areas are: Pharmaceutical Control and MASTER Project.

The Pharmaceutical area has long been the subject of concern to Grand Jury Auditors and to the County because of management and control problems. During 1974-1975 an interim control system was developed to provide improved control over pharmaceuticals and to provide the basic information for implementation of a sophisticated computer-based control system. The interim system is currently in operation at the L.A. County-USC Medical Center. The system is contemplated for expansion into the other County hospitals.

#### Objectives

- Evaluate the effectiveness of the interim control system relative to:
  - physical control
  - cost distribution
- Determine the ability of the interim system to provide the information needed for implementation of the computerized system
- Evaluate the design of the computerized system to determine its:
  - ability to operate in each of the County hospitals
  - ability to meet the management and control needs of each hospital
  - ability to provide management information useful at each level of the Department of Health Services organizational structure
- Develop recommendations for change and/or modification of the interim and/or computerized system.

During the fiscal year of 1974-1975 Los Angeles County's expenditures for drugs and related pharmaceutical items amounted to over \$14,000,000.



## Glossary

To assist the reader the following glossary of terms used in this section are presented:

(PIMS)	— Pharmacy Interim Monitoring System
(PSCAS)	— Pharmacy Stock Control and Audit System
(PPES)	— Pharmacy Prescription Entry System
(OMR)	— Outside Medical Relief
(OMR/MH)	— Outside Medical Relief/Mental Health

### RECOMMENDATIONS

- (No. 4-1) The Department of Health Services expand utilization of PPES/PSCAS to other County facilities handling drugs. This recommendation should be considered in conjunction with Recommendations 4-2 through 4-11 which cover system modifications applicable to the same County facilities.
- (No. 4-2) The Department of Health Services analyze, develop and implement systems modifications and supporting procedures to attain perpetual inventory over ward stocks based on disbursements to inpatients.
- (No. 4-3) The Department of Health Services analyze, develop and implement organization, policies and procedures to achieve uniform patient identification and numbering, and monitor patient registration compliance.
- (No. 4-4) The Department of Health Services institute appropriate policies and procedures to establish the County's Therapeutic Committee as the approval agent for the generic file with delegated responsibility to Regional Therapeutic Committees to extract their individual formularies from the MASTER generic file.
- (No. 4-6) The Department of Health Services provide staff support with regard to the County Therapeutic Committee's role sufficient to coordinate, monitor and control manual forms and procedures to promote uniformity supporting input procedures and systems utilization as systems are implemented at additional institutions.
- (No. 4-7) The Department of Health Services analyze and implement the PPES/PSCAS programs for:
- Entering filled OMR/MH prescriptions for post-audit of drug control
  - Monitoring prescription numbers to assigned physicians
  - Computing vendor payments (extension of unit price by dosage plus administrative charge)
  - Computing, monitoring and controlling contract pharmacy replenishment quantities and inventory levels, and
  - Providing management and financial information to responsible program directors and financial staff for effecting responsible accounting.
- (No. 4-8) The Department of Health Services examine the operating responsibilities of the Bureau of Resources and Collections with respect to OMR/MH and institute organizational change to strengthen OMR/MH program management. This examination would address the issues of contract monitoring, physical distribution, and inventory management and control over contract pharmacies.
- (No. 4-9) The Department of Health Services prepare guidelines documenting rationale and criteria concerning when and under what conditions a satellite pharmacy should be established.
- (No. 4-10) The Department of Health Services analyze the organizational and operating responsibilities of the Community Health Pharmacy, specifically analyzing the following issues:



- a. Integration of transportation system with other Countywide transportation systems
  - b. Feasibility of centralized manufacturing and prepackaging, recognizing planned construction of new Central Pharmacy at the Medical Center
  - c. Policy determination concerning inventory stocking strategy at community health centers
  - d. Pharmacy inventory monitoring and control responsibility
  - e. Policy and procedures for procurement.
- (No. 4-11) The Department of Data Processing analyze the feasibility of implementing the PPES/ PSCAS program at the community health center level in conjunction with establishing a unified approach to serving these centers with on-line data processing capabilities for other administrative and fiscal information needs.
- (No. 4-13) The Department of Health Services review and establish uniform accounting and management reporting systems to support a Department of Health Services function having responsibility for monitoring Countywide drug utilization.
- (No. 4-15) The Therapeutic Committee and Pharmacy Steering Committee re-examine and institute changes to the nature and scope of the drug approval process sufficient to allow further integration of the dictates of the Therapeutic Committee with the pharmacy inventory control system (i.e., drug discontinuance and effect on current inventories, restricted use only identifiers for inclusion in the generic file, automated reviews processing within system predicated on Therapeutic Committee's approved procedure).
- (No. 4-19) The Department of Health Services review the role of the Pharmacy Steering Committee relative to its composition (including personnel from other departments within the County) and duties. The Pharmacy Steering Committee, as reconstituted, review and establish priorities for systems modifications, including definition of modifications relative to:
- a. Purchasing methodology
  - b. Reorder rules
  - c. Physical inventory cycle and procedures
  - d. Management reporting for ward stock usage
  - e. Exception reporting relative to inventory adjustments
  - f. Daily batch controls.
- (No. 4-20) The Department of Data Processing develop and document their short- and long-range plans relative to resource requirements to support systems modifications as well as expanded utilization of the system at other institutions.
- (No. 4-40) The Department of Health Services perform a review of the appropriate role and organizational relationships of the Internal Audit Program at the Central Pharmacy/ Medical Center. This review should focus on the:
- a. Identification and development of appropriate internal audit programs to strengthen and enhance internal controls and compliance testing within the pharmacy operations of the Department of Health Services;
  - b. Consideration of appropriate staffing in terms of experience and number;
  - c. Relationship to other Department of Health Services internal audit functions; and
  - d. Separation of the internal audit function from operational responsibilities.



## E. MASTER Project, Department of Health Services — Report No. 5

The objective of this is to design and implement a management information system that will have an impact on virtually all management activities within the Department. The Project has been underway for approximately two years and the first finished products of the Project were produced within the last six months. The timing of the Committee's review was ideal and provided information on the status of the Project; the quality and usefulness of its products; the appropriateness of its unfinished work; and the areas where changes and/or modifications of the Project appear warranted.

### Objectives

- Determine current status of the Project and relate to the original Project plan.
- Evaluate the management reports currently being prepared:
  - for management use
  - for accounting control
- Review uncompleted Project tasks to determine:
  - current status
  - problems being experienced
  - potential solutions to these problems
- Develop recommendations for:
  - improvement and/or modification in Project activities
  - actions required by other County operations in support of the Project.

### Glossary

To assist the reader the following glossary of terms used in this section are presented:

(HFC)	— Hospital Financial Control System
(DHS)	— Department of Health Services
(MMS)	— Medical Management System
(GSD)	— General System Design
(SHAS)	— Shared Hospital Accounting System
(MDAUTO)	— McDonnell Douglas Automation Company

### RECOMMENDATIONS

- (No. 5-2) **The MASTER Project Executive Steering Committee meet on a regular basis to provide key individuals with an understanding of the project status.**
- (No. 5-3) **The MASTER Project team redirect all efforts to completing the follow-up tasks for the first phase financial system implementation and for the implementation of the second phase, data collection and rate-setting procedures, before beginning design and implementation work for the Mental Health Centers and Community Health Centers.**
- (No. 5-5) **DHS take action to ensure that adequately staffed teams complete implementation to the users' satisfaction at each facility before proceeding to implementation at other facilities.**

- (No. 5-7) Hospitals reduce delays in billing by:
- a. Limiting suspense periods to a maximum of ten days.
  - b. Eliminating billing date delays
  - c. Eliminating maximum delinquency days for reimbursement of carrier unknown.
- (No. 5-11) DHS, in conjunction with the hospitals, develop and implement a procedure for identifying payments received without an account number and for payments on accounts transferred to the Bureau of Resources and Collections.
- (No. 5-15) Hospital administrators immediately implement the recommendations made by the DHS task force on improving Patient Financial Services.
- (No. 5-20) The MASTER Project team provide to all levels of hospital personnel additional training in the use of the MCAUTO system reports.
- (No. 5-28) The MASTER Project team reemphasize to the fiscal officers of the County hospitals the importance of submitting cost figures for all significant expenditures and incorporate a follow-up procedure as part of this function.
- (No. 5-33) The CAO coordinate the efforts of DPD and the Personnel/Payroll project team to ensure that the new labor costs distribution subsystem is implemented by July 1, 1976.

#### F. Children's Services Program and Related Financial Processing — Report No. 6

The Department of Public Social Services (DPSS) has responsibility for the placement of children who cannot remain in their own homes due to:

- Lack of parent or custodian able or willing to provide care
- Court order declaring the child a dependent of the court
- Child's parent requesting placement in cases where home care is not feasible.

Depending on a diagnosis of the child's needs, the DPSS places the child in either a private foster home, a group home or an institution. Rates paid to foster parents are intended to reimburse them for out-of-pocket expenses associated with the care of the child. While the child is in placement, DPSS supervises the child, works with foster parents, natural parents, schools and other community agencies. The long-range objective of the program is to return the child to his or her natural home as soon as possible.

There was an average of approximately 10,500 children in placement each month from October, 1975 to March, 1976. Court placements accounted for about 3,800 of these children. Voluntary placements numbered 6,700.

#### Purpose

The purpose of this audit was to review various policies, systems, procedures and operations relating to children's services delivery, eligibility determination, payments to boarding homes and institutions, claimings from State and Federal governments, and collections from natural parents.



## Objectives

- Evaluate the responsibilities, organization and controls, and
- Evaluate the information and record-keeping systems and procedures.

## Glossary

To assist the reader the following glossary of terms used in this section are presented:

(BSS)	— Bureau of Social Services
(BAP)	— Bureau of Assistance Payments
(BAS)	— Bureau of Administrative Services
(BPPD)	— Bureau of Program Planning and Development
(CSW)	— Children's Service Workers
(GRI)	— General Relief Ineligible

## Conclusions

Based on information available to them, the Committee believes that significant improvements can be made in the present operations in the area of children's services delivery and support systems and of financial processing. Conclusions are summarized as follows:

1. The difficulties encountered in placing children and avoiding negotiated placement rates are compounded by the lack of a clear identification of costs to be covered and average actual costs incurred. These costs should be identified and analyzed, and basic policies underlying payment rates should be considered.
2. The provision of quality care and supervision requires an ongoing assessment. Staffing levels should be carefully reviewed and information and recording systems should be improved in support of quality services.
3. Responsibilities for collection of reimbursements due from parents need to be clarified and reinforced to insure that parents' repayment obligations are met.
4. Payment and accounting procedures should be improved to assure that State-required reconciliations can be performed and that children receive incidental allowances during hospitalization.

## Board and Care Payments

The amount of money to be paid to foster care facilities is set forth in DPSS Administrative Directive 1575. This Directive contains schedules, qualifying provisions, and control procedures for rates of payment to:

- Contract emergency care institutions (24 hour intake)
- Foster homes
- Maternity homes

- Facilities licensed by the State which do not have a contractual rate agreement with the County
- Facilities licensed by the State which do not have a contractual rate agreement with the County and specialize in care of the mentally retarded or emotionally disturbed
- Facilities licensed by the State which have a contractual rate agreement with the County.

This audit focused on the monthly rates for children placed in foster homes, contained in Schedule B of the Directive. Comments concern the following:

- Basis for Schedule B Rates
- Use of Schedule B Rates

### Basis for Schedule B Rates

Payment rates are set by the Chief Administrative Office after consultation with affected County agencies and foster parent associations. Basic rates were set many years ago and cost of living adjustments have been applied each year to the original rate. The size of the adjustment is generally based on changes in the overall cost-of-living index. Of concern is the fact that no objective assessment has been made recently of actual out-of-pocket costs incurred by foster parents for board and care. Also, if future payments for such costs are to accurately reflect actual costs, cost-of-living factors related to the component costs should be used rather than an overall factor.

### RECOMMENDATIONS

- (No. 6-1) The Chief Administrative Office, in consultation with affected County agencies, establish County policy for the specific types of costs that board and care payments are intended to reimburse.
- (No. 6-2) The Chief Administrative Office determine the average actual cost incurred that board and care payments are intended to reimburse.
- (No. 6-4) BSS, in developing and implementing new rate schedule approaches, further study and consider the following:
  - a. Clearly cost-justified rates
  - b. CSW responsibilities for payment level control
  - c. Payment reductions when children's problems improve
- (No. 6-5) The Bureau of Social Services establish a monthly auditing program necessary to assure the Department that case contact requirements are being met in compliance with State and County requirements.
- (No. 6-10) The County Counsel determine the necessary legislative requirements so the Office of the District Attorney can expand its collection activities to include GRI cases.
- (No. 6-14) The Management Analysis and Evaluation Section establish a comprehensive SSAT project plan including, revised objectives, task plan and timetable.



## G. County Clerk; Control of Criminal & Civil Exhibits — Report No. 7

### Purpose

The Criminal Courts program of the County Clerk is to assist the presiding officer in criminal courtrooms in conducting the business of the court, and to provide service and security to the public and the court in storage and retrieval of criminal case records and exhibits. This program, which is mandated by the California Government Code, involves approximately 20,000 case filings annually.

The Civil Courts program is to assist the presiding officer in the courtroom in conducting the business of the court, and to maintain civil case records and exhibits. This program is mandated by the California Government Code and involves approximately 140,000 annual case filings.

This audit was limited to the procedures and controls pertaining to criminal and civil exhibits (exclusive of juvenile and mental health exhibits). Accordingly, interviews encompassed only key management and supervisory personnel in the following areas:

- Executive personnel of the County Clerk
- Civil exhibit custodians and administrative personnel located in the County Courthouse
- Criminal exhibit custodians and administrative personnel located in the Criminal Courts Building
- Exhibit custodians and administrative personnel located in selected Superior Court Districts: West (Santa Monica), Northeast (Pasadena) and South (Long Beach)
- Criminal Court Clerk personnel

### Objectives

The review of the receipt, handling, storage, disposition and related record-keeping of criminal and civil exhibits included:

- Reviewing procedures and evaluating controls over the custody of criminal and civil exhibits
- Reviewing and evaluating the record-keeping of criminal and civil exhibits

Based upon the information made available the Committee believes that significant improvements can be made to the system of control over criminal and civil exhibits in the custody of the County Clerk.

The Committee has noted, however, that in comparison to controls in effect during prior reports of the Grand Jury Contract Auditor, the present system has improved significantly in the following areas:

- Security over storage of criminal exhibits

- Security over transportation of criminal exhibits
- Controlling and recording the movement of all exhibits.

Conclusions are summarized as follows:

1. Certain improvements can be made to the present system of control over criminal and civil exhibits. These improvements relate to identification and control of narcotic exhibits, release of exhibits to owners, and disposition of exhibits, among other matters.
2. Exhibit custodians are not always in compliance with prescribed policies and procedures. Specific examples of noncompliance are described and methods of reducing them recommended.
3. Physical security over criminal and civil exhibits (and risk of loss) varies with the type of exhibit and the geographic storage location. The Committee recommends that security and fire surveys of the Central Civil and the district exhibit rooms be conducted to recommend methods of achieving acceptable levels of security.

#### RECOMMENDATIONS

- (No. 7-1) The Board of Supervisors seek legislation to enable the County Clerk to develop methods and prescribe procedures to protect and maintain the integrity of narcotic exhibits from the time of receipt in the criminal exhibit room, their introduction at a court proceeding, and to their ultimate disposition.
- (No. 7-3) The County Clerk initiate a review involving appropriate County departments to study and propose methods for minimizing the security risks associated with narcotic and weapon criminal exhibits.
- (No. 7-14) The County Clerk, in conjunction with appropriate County agencies, analyze alternatives for reducing the number of civil exhibits in storage and prepare an appropriate action plan to effect the reduction.
- (No. 7-16) The County Clerk develop and conduct on a systematic basis, a formal compliance testing program to assure employee compliance with established policies and procedures pertaining to the receipt, storage and disposition of criminal and civil exhibits.
- (No. 7-19) The County Clerk request the Sheriff's Department to perform periodic security reviews for employees handling criminal and civil exhibits.
- (No. 7-22) The County Clerk request the Sheriff's Department to perform security reviews specifically for the district office exhibit rooms and recommend methods of achieving minimally acceptable security levels.

#### H. Department of Health Services — Hospital Procurement — Report No. 8

A brief review was conducted on Hospital Procurement and the following recommendations were made:

- (No. 8-1) County hospitals establish a committee to ascertain the potential for standardization of minor equipment.
- (No. 8-2) County hospitals reactivate the forms standardization committee and resume its activities.



## I. Status of 1974-1975 Contract Auditor's Recommendations — Report No. 9

All departments contacted by the Auditor concurred with our comments on the prior year's recommendations.

The following recommendations were reviewed:

1. Auditor-Controller, Accounting Division
  - a. Property Transfer Advice  
Current Status (Rec. No. 2-10)  
Training courses for department inventory personnel have been conducted to explain how to prepare the property transfer advice and to emphasize the need for its preparation. A team was established to spot check transfers, review advice processing and issue instructions for correcting errors.
  - b. Document Handling  
Current Status (Rec. No. 2-19)  
Additional storage equipment has been requested. Special storage facilities for computer reports have been received and are in use. Budget requests are being developed to provide funds to convert records to microfilm. Document storage remains a problem and continued review is planned.
2. Long Beach General Hospital — Patient Billing  
Current Status (Rec. Nos. 4-2, 4-6, 4-8, 4-10)  
Long Beach General Hospital has implemented the Service Bureau Patient Billing and Accounts Receivable system (MASTER Project). Reports from the new system do not directly provide information from which staff can determine if "Bill Patient" and "Patient Liability" accounts are promptly billed. The average number of days required to bill insurance companies has, however, increased from 71 days in 1974-75 to 102 days currently. The 102 days are made up of 20 days from the date of discharge to the date the itemized list of charges is prepared, plus the subsequent 82 days required to prepare the bill for mailing. This may in part be caused by the start-up impact of the new system.
3. Long Beach General — Narcotics Control  
Current Status (Rec. No. 4-20)  
The Pharmacy Supervisor has instituted additional procedures that require the head nurse to spot check the medical record's drug orders against the itemized list of controlled substances. The interim perpetual inventory system which was operational during the previous Grand Jury Audit continues in effect and will be utilized until the new County Pharmacy System is implemented.
4. Harbor General Hospital — Narcotics Control  
Current Status (Rec. No. 4-50)  
An interim perpetual inventory system is operational at Harbor General Hospital which will continue to be used until the new Countywide Pharmacy System is implemented. However, the last physical inventory that was taken against the perpetual inventory records was taken at June 30, 1974 and was not verified by personnel other than pharmacy staff.

5. Retirement Division, Treasurer — Tax Collector
  - a. Transaction Dollar Controls and Totals by Type  
Current Status (Rec. Nos. 7-4, 7-8)  
A new computerized system is being developed which, according to the Retirement Division Staff, will provide both control totals and appropriate exception listings.
  - b. Security of Unissued Warrants  
Current Status (Rec. No. 7-23)  
Due to extensive daily usage, the unissued warrants and checks and the signature plates are still kept in an unlocked safe during working hours. However, the location of the safe permits the Supervisor to constantly monitor access to the safe and the usage of the signature plates at all times. In addition, a log has been established to record all receipts and disbursements of warrants and checks. Inspection of the log indicated that it was being currently maintained. The Retiree Payroll Warrant stock is kept in the Treasurer's main vault. A log is also maintained for these warrants.
  - c. Controls by Warrant and Check Signers  
Current Status (Rec. No. 7-24)  
The Retirement Division deemed this recommendation impractical. Our review indicated that central mail collection at several locations made it impractical for one person to sign a warrant or check and forward it to a second clerk to place in the mail basket without interrupting the second clerk's work. Cancellation work is performed independent of the signing and disbursing functions.
  - d. Bond Access  
Current Status (Rec. No. 7-28)  
The County Treasurer has not implemented this recommendation. It is his opinion that, since he has the ultimate responsibility for the bonds, having an additional signature would not improve security. The Treasurer further believes that the need for two signatures would unnecessarily complicate the access and transfer of bonds. No additional controls have been implemented to overcome this control weakness.
  - e. Cash Receipt Forms  
Current Status (Rec. No. 7-30)  
This recommendation has been implemented. Three individuals have been authorized to sign the cash receipts, and prenumbered receipts are now issued.
6. Public Administrator
  - a. Reconcile Cash Received to Property Report  
Current Status (Rec. No. 9-1)  
A written procedure was initiated September 3, 1975, under which this recommendation is satisfied. A visual review of a random selection of files indicated compliance with this procedure. The procedure requires an explanation for all differences.
  - b. Control of Estate Files  
Current Status (Rec. No. 9-3)  
A new system was established that prevents the individual requesting a file from actually taking the file from the file drawer. The individual responsible for the file prepares an "out" card with the requestor's name on it. A random check of the files indicated compliance with this procedure. The Department is also investigating the possible use of a centralized file system, which would further improve security. No date has been established for making a decision on implementing centralized files.



7. Treasurer and Tax Collector

a. Billings to Financial Institutions

Current Status (Rec. No. 10-5)

While the Treasurer and Tax Collector's Office believes that this is a valid recommendation, it has been assigned a low priority for implementation. A cost-benefits study showed little cost benefit for the expense that would be incurred.

b. Installment Payments

Current Status (Rec. No. 10-8)

The occurrence leading to this recommendation appears to be an isolated one. Procedures exist to provide for the posting of installment payments prior to the start of the deeding process. Installment payments received appear to enter the system properly. Payments that are late are handled on an exception basis if the deeding process has been initiated.

c. County Bank Account Controls

Current Status (Rec. Nos. 10-13, 10-22)

The Chief Administrative Officer, Auditor-Controller, and Treasurer have initiated a study to determine the best method of complying with this recommendation. This pilot study has been undertaken in the Engineering Department. Preliminary findings are being reviewed and summarized for management.

8. Auditor-Controller, General Claims Sections

a. Check Signing Machine Controls

Current Status (Rec. No. 11-4)

Implementation of meter controls over the check signing machine has been deemed impractical by the Auditor-Controller's staff. Reconciliation of meter counts is quite time consuming, and is hampered by frequent double stamps of the same warrant and preliminary testing of the machine. Payments would unnecessarily be delayed by the extensive reconciliation requirements. The same key controls both the use of the signer and the counter, making separation of access virtually impossible.

b. Returned Warrants

Current Status (Rec. No. 11-5)

A disbursement log has been established, and new procedure requiring the receipt clerk to void all returned warrants has been implemented to control returned warrants. These procedures appear adequate to prevent misuse of returned warrants.

c. Non-Prenumbered Warrant Stock

Current Status (Rec. No. 11-9)

Access to non-prenumbered warrant stock has been limited and distribution of stock is recorded on a log and controlled by numbers on the backs of the stock. These controls appear to be effective, and are being followed by Auditor-Controller personnel.

d. Trust Unit Checks Signing Controls

Current Status (Rec. No. 11-10)

This recommendation has not been implemented for the same reason recommendation 11-4 was not implemented. The Auditor-Controller believes the additional work associated with operating the check signing meter control is not justifiable. He believes warrant disbursement procedures provide adequate control.

- e. Unclaimed Trust Unit Warrants  
Current Status (Rec. No. 11-11)  
All returned warrants are cancelled by a receiving clerk who is independent of the disbursements function.
- 9. Purchasing and Stores Department
  - a. Blank Purchase Order Checks  
Current Status (Rec. No. 12-13)  
The blank forms are now kept in a secured safe rather than in the Stationery Room. New procedures were implemented in February of 1976, which remove the actual blank forms from the Purchasing Agent and place them in a controlled store room. Daily issues are logged out as disbursed.
  - b. Facsimile Signature Plate  
Current Status (Rec. No. 12-14)  
The facsimile signature plate is returned to the safe when it is not being used.
- 10. Capital Projects Division
  - a. Policies and Ground Rules for Capital Projects Planning  
Current Status (Rec No. 6-2)  
No new policies or procedures regarding long-range capital project planning have been established by the Board. The Capital Projects Division continues to submit a yearly update of the long-range plan to the Board for its review and approval.
  - b. Integrate Long-Range Planning with Budget Recommendations  
Current Status (Rec. No. 6-3)  
The Capital Projects Division, as pointed out in Recommendation No. 6-2 (discussed above) updates the long-range plan on a yearly basis. Starting in March of 1976, new capital projects submitted to the Board will contain information concerning impacts on operating budgets. The Board will have information concerning current and future operating requirements available at the time capital projects are reviewed.
  - c. Procedures for Capital Project Planning  
Current Status (Rec. No. 6-5)  
A procedures manual is currently being developed by the Capital Projects Division staff. This manual will provide guidelines for preparation of the Capital budgets. Expected completion date is August of 1976.

In conclusion, the Audit Committee, aware that the property tax burden on County citizens is already great, feels that the Board of Supervisors and the Chief Administrative Officer should aggressively and continuously probe for ways to ensure efficiency and economy in County government. Without a severe control of every facet of the County budget, property taxes will become an insupportable burden to most citizens.

The Committee wishes to thank the very able auditors for their tremendous help, their efficiency and their availability at all times.

Si Comar, Chairman  
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