



1978-79 Grand Jury Final Report

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THE STATE OF THE COUNTY

I

Among the almost 4,000 counties in the United States, Los Angeles County looms imperially as a statistical marvel. It includes two natural islands miles out to sea, a vast desert area, specialized farms, a national forest in rugged mountains, a peak 10,000 feet high, and 81 cities. Its population of seven million is a third of California's and more than the population of each of 41 states and more than that of each of 50 independent nations. It is the most populous United States county. Its largest city is the third largest in the nation. The County has more registered voters than each of 41 states, a fact that makes it the nation's biggest voting district and in a sense the ninth largest state.

The County is a leader in seaport and airport activity, trucking, international trade, floriculture, motion pictures and television, the recording of music, architectural innovation, manufacturing, as in car assembly, food processing, furniture, and clothing, in aerospace, electronics and computer systems, in community colleges, colleges and universities, and in banking, financing, and savings and loan associations.

The personnel in County government itself totals a city-sized 75,000. The County's annual budget, including special funds and districts, comes close to \$4 billion. Forty-four states have smaller budgets. Over the decades the County has had to expand its departments in number and size and to multiply its commissions and special agencies. It now has, for instance, the world's largest county jail system, district attorney's office, court system, library system, and fire department (capable of mobilizing to fight enormous brush and forest fires). Department 95 is the only court in America that specializes in mental-health cases. Los Angeles County-University of Southern California Medical Center is the third largest hospital in the world and the largest facility in the country for teaching physicians, nurses, and other health professionals. New York City excepted, Los Angeles County is the nation's leading provider of urban services. It provides not only for unincorporated citified areas, but also, by contract, for scores of cities which use County fire and police protection, sewerage, and other services.

The abstract importance of Los Angeles County in economic dominance and political eminence is physically symbolized by the Civic Center—several dozen massive high-rise buildings holding County, Special District, City, State, and Federal offices. This enormous, impressive architectural concentration stands over cavernous parking levels and storage vaults. In height and volume it far surpasses any other governmental center in the fifty states, as well as the famous Forum amid the hills of ancient Rome.

II

This extraordinary political entity, this county-state more powerful in wealth and resources than any city-state in history, is run by an elected five-man Board of Supervisors, who direct the Chief Administrative Officer and the heads of departments. In general, the scores of department heads, whether elected (like the Sheriff and Assessor) or appointed, do a remarkable job—some individuals excepted—of complying with the law, functioning within restricted budgets, choosing expert staff members, and serving the people. County government is notably free from charges of graft and corruption. Welfare, for instance, leads the country in having a rate of only three percent in error and fraud.

Among experts in County government are juvenile-court judges, doctors in the detoxification centers, the burn ward, and the head-trauma section, engineers in waste-water reclamation, vote counters in the Registrar's centralized system on election nights, chemists in the Sheriff's Crime Laboratory, industrial appraisers in the Assessor's office, fraud experts in the District Attorney's office, and superintendents and principals in inner-County school districts.

County functions intended to protect life and property and to promote culture and beauty are highly visible as in the far-flung system of court buildings, fire and sheriff's stations, supervisors' branch offices, branch libraries, some of them mobile, theaters at the downtown Music Center, open-air music and drama theaters in Cahuenga Pass, and arboreta, parks, and beaches.

Successful though the County's government is, amid the formidable achievements of its citizens, and foremost as it is in many activities, it does not stand alone. It is enmeshed in inter-county, State, and Federal relationships, and it is affected by international issues, especially ones involving Mexico. It performs or pays for numerous services mandated by legislation in Sacramento and Washington, such as each person's claim to justice, accurate weights and measures, jail regulation, health, fair breaks in employment, and a livable environment with drinkable water and breathable air. County government, a necessary good, properly works to implement the rights of minorities, homeowners, and workers.

III

Like any government, the County has its faults, its inefficiencies, its heavy problems. It faces short- and long-term contingencies. It is open to improvements from bottom to top. In 1979 it appears to have four overriding, clearly discernible problems.

One problem is the absence of the separation of powers established in the State and Federal governments. When the Supervisors meet at Board meetings, once and sometimes twice a week, they act in legislative, executive, and quasi-judicial capacities. Also, there is no structure for regular, fast, efficient decision making. With its five independent, all-powerful Supervisors the form of County government, which is an inheritance from rural days, is like a flat field divided into five parts instead of being like a peak with a single, unified summit.

Each of the Supervisors represents the district of 1.4 million persons that elected him. Each is in charge of his own district and directs a fifth of the County departments. Each appoints one person to the many five-member commissions. The Supervisors see little of each other except at Board meetings, where on occasion they divide funds by five, irrespective of the varying needs of the separate districts.

Many citizens think that the County needs an elected executive with strong powers to administer the departments and carry out policies established by the Board, which should be legislative only. But voters have twice been negative toward such a proposal, largely because it seemed to set up another costly level of government. It could have moved up the Chief Administrative Office from a subordinate to a paramount position.

Just as the County needs reorganization at its top, it needs consolidation of functions among its departments, commissions, and special districts, and among County and city agencies concerned with fire, parks, libraries, crime laboratories, street lighting, and animal control, which at present duplicate costly services in contiguous areas. There are more than 100 advisory boards, committees, and commissions. There are 875 governments inside the County boundaries, including 97 school districts, 40 fire departments, and 49 police departments. There are 24 animal shelters in 12 jurisdictions, each with a different system. Yet small prototypes already exist of the larger consolidations that should come. The cities of Bell, Bell Gardens, Commerce, Cudahy, and Vernon are studying the concept of an intercity law enforcement agreement.

A second problem is the large-scale arrival and settlement of illegal aliens from around the world, as from Korea, Hong Kong, Iran, European nations, and particularly from Spanish-speaking countries in the Americas. The whole matter is colored by unknown data, by questionable inferences, and by imprecise information about fiscal and social impacts and even about the number of persons involved. No one in or out of government knows how many undocumented immigrants reside in the County, the State, or in the United States. Estimates give the County from half a million to more than a million such persons. Are they needed to perform work no one else will do, or are they not? Do they pay more in taxes than they cost in public assistance in one form or another? Answers are indeterminate.

These new arrivals do place an evident and heavy burden on public hospitals and schools. Expectant mothers, persons with emergency injuries and contagious diseases, and schoolchildren—most of whom may know little or no English—create problems of expense, facilities, and equality of treatment and education. As of April, 1979, there is considerable legal controversy over whether or not the County can provide nonemergency health care to illegals, since the County by one interpretation can provide only for persons "lawfully resident." These urban illegals are increasingly championed by native-born Hispanics and Asians, who apparently wish to create locally and regionally a considerable political pressure. Their ethnic view self-induces a sore spot. Meanwhile, the all-embracing majority of the populace is generating as a response its own sore spot. The situation is unhealthful.

The undocumented, a generally nonviolent, quiet group (often the victims of unreported crimes) have a negative influence on labor standards, because they will work for less than citizens or documented aliens and do not report exploitation to the authorities. State officials enforce some 150 laws concerning safe and healthful working conditions, minimum wages, workmen's compensation, firm payment for all work performed, and restrictions on child labor. These officials have uncovered large-scale infractions by employers, most notably in the garment and farming industries but also in motels, hotels, car washes, rest homes, and other businesses that have a "propensity to hire undocumented aliens."

The State labor officials are joined in their outlook by County officials, some labor unionists, and conscientious employers (who do not like to be accused of running sweatshops) in ascribing responsibility to the Federal government. Federal, State, and County officials lack clear lines of communication with each other. Federal policy keeps shifting. The Director of Immigration and Naturalization Service (INS) makes contradictory speeches. The INS has low morale because it is understaffed, has a huge backlog of paperwork, and is currently too restricted in its function to apprehend and deport illegal aliens. The President himself takes an ambiguous position on possible regulation, enforcement, or amnesty. Related to these complex demographic and socio-economic problems is a portfolio of issues like oil, gas, border-town factories, and Colorado River water that involve the growing interdependence of the United States and Mexico. Should the United States enforce border rules, tighten visa policies, and seize vehicles that import and transport illegals?

While the Federal government temporizes, undermines the border patrol and unwittingly undermines respect for law, Los Angeles continues to evolve toward being polylingual—teaching in foreign languages in many classes, as exemplified in Pasadena, San Gabriel, El Monte, Beverly Hills, and in the County district called East Los Angeles, a bustling eight square miles of stores, factories, and homes. The issue is economic, political, and educational; it is not racial or xenophobic.

Since control of immigration is a Federal responsibility, and the illegals live in the County because of Federal laxity or intent, it is logical to argue that the nation should reimburse the County, the cities, and the State for the costs of their services to the undocumented visitors.

A third problem is fiscal—to adjust County expenditures to the strictures of Proposition 13, approved by County and other California voters in June of 1978. It severely reduced County income from property taxes. Before Proposition 13 the County government received 33% of its income from local property taxes; after Proposition 13 it received 14%. The one-year bail-out money from the State's surplus rescued local government, and in April, 1979, there is the prospect of a second bail-out. But leaders call for a permanent solution to the central issue of providing regular, predictable support for essential County functions. The Assessor, the Board of Supervisors, and the Grand Jury have asked for laws and Constitutional amendments to clarify ambiguities and correct inequi-

ties in the text of Proposition 13. Meanwhile, during the fiscal year 1978-79 the County has endured grievous losses, and at that, as a County Supervisor remarks, "The real 13 hasn't stood up yet. . . . We're not yet out of the jungle."

County departments report negative results such as resignations of key middle-executive personnel, loss of ambitious, talented young people, and a declining ability to recruit trained specialists. County-wide freezes and cuts in employment, though politically easy, have failed to address the difficult problem of determining priorities among departments. The results are losses of income in revenue-producing departments and losses of effectiveness in essential departments such as the Superior Courts that do not have clamoring constituencies. The 1978-79 Grand Jury compiled a long, impressive, confidential list of specific injuries to public service. If the citizens who lost constructive, desirable County services are the same citizens who voted for Proposition 13 in order to greatly reduce their property taxes, their votes were at best an unfortunate, self-inflicted irony.

Proposition 13 and the subsequent State bail-outs have shifted considerable political authority from the County to the State. Opinions differ as to whether this centralization is beneficial. But the shift has given support for the idea that only services that are related to property should be paid for by the now shrunken property-tax funds—matters like flood control, fire protection, street maintenance, building inspection and sewerage. Conversely, services not directly related to property should be paid for by user fees or by State sales and income taxes, or by Federal funds—which should cover things such as emergency clinics, libraries, public health and education, policing, the courts, and especially welfare and assorted aids to children and the handicapped.

Since June of 1978, as the County remains uncertain of its predictable, permanent income from taxes, awaiting State action, it has been imposing or raising user fees. Where feasible, these appear to follow properly from the Proposition 13 mandate.

Accordingly the County museums have imposed visitors' entrance fees (with a resulting decline in visitors and vandalism), as have the arboreta and botanic gardens and the Department of Animal Care and Control. Other departments have increased fees, as for transfer of refuse and disposal of trash at sanitary landfills, for parking at County beaches, for private autopsies and transportation of corpses, for rezoning, subdivision, and environmental impact reports, for Conciliation Court procedures and Domestic Relations investigations, and for the use of Patriotic Hall. The County Clerk proposes to double certain filing fees. Purchasing and Stores proposes to require fees for making purchases for Health Services, and Weights and Measures asks for laws to authorize business fees for its essential services.

Obviously a big double problem is to determine who should pay for what by special assessment or by individualized fee, and then how impartially to collect what is due. County agencies that have in the past been negligent in collecting fees and fines—emergency hospitals, for instance, paramedics, libraries, public

defenders, persons responsible for parental aid for dependent children—have now quite legitimately tightened up their collection processes.

A fourth problem, as basic as the County's 4,000 square miles of surface, is the lack of a general plan. Absence of planning for land use has been endemic and often scandalous ever since the United States took La Reina de Los Angeles from Mexico in 1848. Today would-be planners are confronted by a chaotic tangle of arbitrary boundaries and overlapping jurisdictions of cities, districts, easements, unannexed pockets of County territory, highway and railroad rights of way—a tangle that is a product of history. Planners find themselves in the middle of the struggles between a heady band of wealthy land developers with their eyes on everything profitable from estuaries to hilltops and a hearty band of environmentalists, spokesmen for the present concern for coastal lands, the Santa Monica Mountains, and the Mojave Desert. Planners face an insistent demand from all interested parties that they look into the future, toward A.D. 2000 or 2020 and provide guidelines for what can be developed and what will be kept open and natural. There is need to plan for more limited resources, for shifts in growth areas, and for inexpensive dwellings. In a county where 75% of all assessed land parcels are home lots, officials cite a lack of low-cost housing. Owners of house and apartment rentals who squeeze tenants with low or modest incomes trigger agitation for rent controls. "A planner's job is not a happy one."

In 1979 public-minded private lawyers and the public's County Counsel, defending a County agency, oppose each other in a court proceeding that involves charges that the Department of Regional Planning has allowed massive illegal subdivision of mountain, ranch, and desert lands.

Related to planning is the problem of holding the County together as a unit. Secession movements in a half-dozen parts of the County have not been successful—or defensible—solutions to citizens' complaints of neglect. One strength of the County is that it contains rich and poor communities and the rich cannot avoid contributing to welfare and public education, bused or not. In numerous ways the County government is, as charged by critics "uneconomical, inefficient, unresponsive, and unrepresentative," but the cure is neither secession nor obsession. The cure lies in pressuring and reforming within the system.

IV

As is true of any big organization, the County faces numerous other problems, most of them perennial, compounded in complexity by numbers of persons involved. The County needs to shake up the Civil Service system and work out ways to determine merit, to provide advancement and reasonable pay raises only after proof of merit, to fire incompetents—"to maximize productivity." One executive in Auditing says, "Nonproductivity is a crime."

Among other recurrent problems in the County, the region, and many of the cities are smog, crime, littering (called "massive misbehavior" by one Supervisor), increasing illiteracy, indifference to humanistic values, and widespread vandalism. Rome "imported" vandals; Los Angeles breeds its own.

A pervasive problem is the lack of adequate mass transportation by rail or bus. There are local areas with adequate bus service at certain hours, and the City of Long Beach is instituting a broad new system of public conveyance, but in general people are overly dependent on the automobile, a prime causer of air pollution. The County holds more than three million registered cars, plus hundreds of thousands of trucks and motorcycles—more than one motor vehicle for every two persons in the County, more than in any of 43 states.

And cars, like other forms of transportation, are dependent on imported energy—oil, gas, coal, electricity—which threatens to decline into shorter supply or to rise dramatically in price. Here, in what local boosters once called "The Land of Sunshine," there is evident a widespread urgency to push for development of means to make common, direct use of solar energy.

Welfare, a problem much in the newspapers, is administered by an admirably efficient County department but has long needed legislative reform in Congress. Prior to recent legislation, laws and regulations have tended to destroy society by subsidizing an unproductive leisure class at the bottom of the economic and cultural ladder. Full implementation of new Federal law can provide jobs by giving tax incentives to private employers, encouraging adults to work, giving children models of normal work patterns, holding families together, and encouraging instead of discouraging legitimate births. A Los Angeles mother has told her daughters, "Welfare destroys your self-respect."

Education, once one of the most successful public enterprises in the County, is now one of its most troubled. Major issues in County communities come to a clear focus on schoolgrounds and campuses. Problems vary among the eight dozen separate school districts, but in general they involve violence, declining standards in teaching and grading, cutbacks in offerings and services because of Proposition 13, the insecure future of public school financing, the competing influence of commercial television, low student motivation and achievement, as shown in national scores, racism both covert and overt, and loss of faith in public education as "the cornerstone of democracy."

No problem is more persistent than "justice for all," the climactic ideal in the flag salute. The Sheriff, the District Attorney, the Public Defender, and the Superior Courts comply with the latest Federal and State rulings on personal rights and fairness in adjudication, but room remains, as always in human affairs, for improvement, probably in becoming stricter, not easier. Rates for both misdemeanors and felonies have been greatly increasing, especially for crimes of personal violence. One deputy district attorney says that at present a criminal has more rights than the law-abiding citizen who is victimized. Criminal cases and juvenile matters so occupy time and space in the courts that civil litigants, whose taxes help support the system of justice, must wait for years to have their cases come to trial.

V

In 1979 Los Angeles County stands strong but bruised and troubled on a middle ground between contesting forces within and outside the County. On the one hand are independent cities and districts and special economic and social groups, all needing or wanting money, services, or favored status, a few wanting the independence that secession appears to promise. Yet local control in small cities and districts is often an illusory, luxurious gesture and an extra burden on taxpayers. On the other hand are the exacting mandates of the powerful State and the all-powerful Federal government bearing the mantle of "one nation . . . indivisible." Attempting to function between contradictory pressures, the County mediates in meandering and sometimes dramatic ways as it exercises its own immense strength, and as it evolves toward a future as full of unanswered questions as is its prehistoric past.

The traditional role of government within the United States is to spend money, not to make it. In the governance of the people of Los Angeles County, as elsewhere, the test of success is cost-effectiveness only in part. A computer or an economist can check on this. The more important test, evaluated only by discerning human judgment, is success in social, educational, esthetic, and ethical effectiveness. Do the County and its four-score cities provide for each resident ever improving opportunities for a livable environment, health, safety, job security, instruction, culture, self-respect, and justice? The answer is an appraisal of the state of the County.

—The Los Angeles County Grand Jury
April 20, 1979

COMMITTEE OF THE WHOLE

I

In general session on January 4 the Grand Jury reacted to the rioting by Iranian students in Beverly Hills two days before. The students had stormed a residence, deliberately set fire to surrounding ground cover, damaged a neighbor's residence, set an automobile on fire, broken the windows of police vehicles, and assaulted law-enforcement officers.

The Grand Jury requested an immediate investigation of this incident by local police and vigorous prosecution by the District Attorney of persons responsible for the acts of criminal violence. Copies of the Grand Jury's request went to the Board of Supervisors, the U.S. Naturalization and Immigration Service, the U.S. Department of State, the President of California State University, Northridge, and the media.

II

On January 9 the Grand Jury, sitting as a committee of the whole, proposed to the Board of Supervisors three legislative changes. One would delete the legal requirement that the Grand Jury conduct a management audit of County departments every four years, a mandate impossible to carry out on limited budgets in a county with more than 50 departments. The second change would correct a technical error in the Penal Code and amend the requirement that a newly empaneled Grand Jury report on the fiscal condition of the County shortly after taking office. The third change would permit grand juries to audit Community Redevelopment Agencies and community action/service groups receiving public monies.

On January 26 the County's Chief Administrative Officer (CAO) recommended that the Board include these three proposals in the County 1979-80 State Legislative Program, and the Board later accepted the Grand Jury proposals and sent them on to Sacramento.

III

In direct connection with its year-long study of the impact of Proposition 13 on County government, the Grand Jury took under special consideration proposals coming from Mr. Alexander H. Pope, County Assessor. Grand Jurors studied (1) the 181-page *Report of the Task Force on Property Tax Administration*, presented to the Assembly Committee on Revenue and Taxation on January 22, 1979, and (2) the nine-page memorandum, dated February 20, 1979, from Mr. Pope to the County Board of Supervisors, titled "Proposed State Legislation

for 1979 Session Implementing Proposition 13." Both documents dealt primarily with Assembly Bill 156. The Board accepted the Assessor's recommendations and forwarded them to the Legislative committees.

The Grand Jury also studied recommendations made on March 27 to the Board by Mr. Harry L. Hufford, the CAO, in his 18-page "Legislative Bulletin #3, 1979, General State Legislation." In this the CAO recommended further amendments to AB 156. The Grand Jury met twice with the Assessor to discuss in depth his recommendations and the CAO's.

On April 10 the Grand Jury wrote the chairmen of the Assembly and Senate Revenue and Taxation Committees to urge passage of AB 156, provided it was amended as proposed by Mr. Pope and Mr. Hufford. In particular, the Grand Jury insisted on a proviso that leases of 20 years or longer shall constitute a change in ownership and be assessed and taxed accordingly. The Grand Jury took this stand because of its deep concern for the homeowner. Homes go on sale more often than commercial holdings and, therefore, under Proposition 13 will be reassessed more often. Leases that extend more than 19 years will delay unconscionably long the reassessment of commercial property.

IV

On April 26 and May 1 the Grand Jury discussed the format of its *Final Report* and a request to the Board of Supervisors concerning the Grand Jurors' anticipated comments on that report.

The document entitled "Los Angeles County Grand Jury 1978-79 Final Report" contains recommendations and comprises Volume I of the *Final Report*. A few other reports with appropriate recommendations were put in final typewritten form and approved by the Grand Jury after Volume I went to the printer; and this supplementary portion of the *Final Report* is designated as Volume II. Detailed findings and recommendations made by the two contract auditors, Ernst & Ernst and Arthur Young & Company, were discussed by the Grand Jury, which adopted the recommendations contained in the auditors' management reviews. The separately bound volumes of the auditors' reports comprise Volumes III and IV of the Grand Jury's *Final Report*.*

The Grand Jury recommends that, pursuant to Penal Code section 933(c), the Board of Supervisors comment and report within 90 days after July 1, 1979, on all recommendations of the Grand Jury as enumerated in Volumes I, II, III, and IV of the *Final Report*.

*Report No. 2 on *Compensation Practices* and Report No. 4 on *Past Service Liability* which appear in Volume III of the Final Report were not adopted by the Grand Jury and need not be the subject of comment by the Board of Supervisors.

AUDIT COMMITTEE

PURPOSE

The Los Angeles County Grand Jury is specifically empowered by the California Penal Code to investigate the operation of all County offices and departments. This means the Audit Committee is delegated by the Grand Jury to review the policies, operations, and fiscal records of any County department or special purpose district which it deems appropriate. The Grand Jury also has jurisdiction to investigate fiscal matters related to any city within the County, as well as any joint-powers agency in the County.

AREAS OF REVIEW

1. Bureau of Child Support Operations
2. Department of Health Services-Department of Collections
3. Department of Regional Planning
4. Department of Community Development
5. County Rental Practices

1. BUREAU OF CHILD SUPPORT OPERATIONS

Bureau Operations

The purpose of this program is to enforce promptly and effectively the obligation of parents to support their children, and to determine paternity in the case of a child born out of wedlock.

Support payments from noncustodial parents are collected and distributed either to the child's custodial parent or to the Department of Public Social Services (DPSS) if the child is accepted by Aid to Families with Dependent Children (AFDC).

The District Attorney (D.A.) has established the Bureau of Child Support Operations as the Departmental arm that has overall responsibility for the child support enforcement program. The Bureau of Child Support Operations is organized into four divisions:

1. Legal Services handles all legal actions.
2. Central Services Division processes cases of the Legal Service Division.
3. Regional Services Division initiates cases and prepares legal documents.
4. Investigation Division processes arrest warrants and conducts investigations.

The Bureau of Child Support Operations performs two major functions: case establishment and child-support enforcement. Case establishment includes procedures to obtain a court order which would adjudicate paternity if necessary, and establishment of the obligation of child support. The Court Trustee processes payments, distributes these payments to either the child's guardian or the Welfare Department, and identifies delinquency to the District Attorney's office, which takes appropriate action.

Review of Mechanics and Procedures

While costs are accumulated by five departments on behalf of the Child Support Enforcement Program, there appears to be no effective method of reviewing these cost claims. This review would be best performed by someone independent of that cost-accumulating department. The amount of money involved, approximately \$25 million, is certainly substantial enough to warrant some type of yearly investigation by an independent party. Periodic state and county audits do not appear to be substantive enough, as they are concerned more with policies and procedures.

The work of the D.A. central accounting office, particularly with regard to accumulating all departmental costs and initiating reimbursement claims to the State, is not specifically reviewed by any one person.

The Grand Jury recommends that an independent review of procedures, the actual accumulations and allocations of expenditures as well as the preparation of reimbursement claims (Form CA 356) for the Child Support Bureau be conducted on a yearly basis, preferably by the Auditor-Controller.

Telephone Problems

An attempt has been made at the regional office to eliminate unnecessary and time-consuming paper handling and actual case leg work by using the telephone for much of its work. This presupposes the existence of an adequate telephone system. At the present, only 10 out of 31 regional offices have one or more "direct lines." The others have their calls filtered through DPSS or other switchboards. Calls out of the office, by Child Support Investigator (CSI) personnel in particular, and calls into the office by defendant employers, complaining witnesses, and state agencies, are vital to efficient handling of case loads. There is a continuing problem of obtaining outside lines, incoming calls being ignored, callers forced to "hold" for indefinite periods, or overloading of circuits.

The Grand Jury recommends installation of at least one direct line in each regional office. If possible, direct lines for each CSI would be preferred, and a cost-benefit analysis should be conducted to weigh the relative merits of direct lines.

CIVIL ACTION SECTION (CAS)

Staffing

The current backlog of cases at the CAS is largely the product of inadequate staffing levels. At one time the CAS processed approximately 1,000 cases per month. The CAS is processing over 2,000 cases per month currently, and staff size has not been increased to handle the doubled caseload. As a result, there is a backlog of cases to be processed.

The Grand Jury recommends that the Child Support Bureau continue to work to improve the hiring and promotion practices of this particular arm of the Bureau, based upon established work standards. This would allow the CAS to handle adequately the increasing caseload levels and begin to deal with the case backlog.

UNIFORM RECIPROCAL ENFORCEMENT SUPPORT ACT SECTION (URES A)

Staffing

As with the Civil Action Section, the URESA Section also suffers from staffing problems. Currently there are some 19 vacant positions out of 52 in the investigator and clerical groups, or a 34.6% vacancy rate. As a result, the URESA Section has been forced to concentrate on high priority items to the neglect of daily case processing. Another ramification of understaffing is that delinquent cases are being given little or no attention.

The Grand Jury recommends that steps be taken to examine the reasons for the high turnover rate at the URESA Section and to attempt to ameliorate the situation in a cost-effective manner. The methods of hiring and the constraints imposed by Civil Service should be scrutinized.

Office Space

There is a need for more office space in almost all sections of the Bureau of Child Support. Cramped working space and lack of storage appears to be hampering operational efficiency of the Bureau.

The Grand Jury recommends that the Bureau increase office storage space in whatever way possible. Correspondence with regard to expansion of facilities has taken place between the CAO and the Bureau.

Although the requirement of annual review of the Child Support program was changed, effective January 1, 1979, the Audit Committee elected to pursue an investigation of the program because of the enormous amounts of money involved, and because of changes of policy and practices in the program during the current fiscal year.

2. DEPARTMENT OF HEALTH SERVICES-DEPARTMENT OF COLLECTIONS

The Department of Collections (DOC) was established in July, 1976, as a result of a management audit conducted by the Chief Administrative Office (CAO) in 1975. This report determined that there were more than 50 County departments involved in billing and collection activities. The CAO audit contained five major findings:

1. Most revenue collection systems were inadequate and outdated.
2. Duplications of account activities were numerous and costly.
3. Departments did not emphasize revenue collections.
4. Many areas had potential for new and additional sources of revenue.
5. Collection activity needed unified direction.

The Audit Committee selected this department for examination by the contract auditor for the following three reasons:

1. The broad scope of the DOC activities;
2. The large amount of money collected by the department (more than \$65,000,000 in fiscal year 1977-78); and
3. The fact that it had not been subject to any major audit since its formation.

The department has three major functions: First, it handles collection of delinquent-accounts receivable from all County departments; second, it handles all billing and collection activities for County departments with inadequate systems; and finally, it works with the other departments to revise and update their initial departmental billing and collection procedures.

The major focus of the Committee's management audit of DOC was to determine how effectively the Department has met its stated objectives. However, the audit included an in-depth review of the inpatient and outpatient billing and collections systems within the Department of Health Services (DHS). DHS delinquent account collections account for more than \$20.5 million of the collections of DOC.

The study encompassed a review of all the major sections within DOC involved in the billing and collection process, with an emphasis on self-pay health-care accounts. The scope of the review within the Department of Health Services was limited to two County facilities, LA-USC Medical Center and Martin Luther King Hospital, and their respective patient billing information and collection activities.

Special Accounts Division (DOC)

Special Accounts Division currently processes 24 report programs. Additional programs will be placed on the Automatic Accounts Receivables System

(AARS) as it becomes feasible and cost-effective. Most of these programs were the responsibility of the Auditor-Controller, who handled the collection activities prior to the creation of the DOC.

The following are some of the major programs under the control of Special Accounts Division:

Attorney Fees (Juvenile)—Collections from the responsible parent or guardian of those fees ordered by the Juvenile Court for representation of the minor by the Public Defender or a court-appointed attorney.

Attorney Fees (Adult)—Collections from client fees ordered by the court for representation by the Public Defender or a court-appointed attorney.

Judgments—Collections on all phases where judgments have been entered in favor of Los Angeles County for delinquent bills.

Juvenile Accounts Placement Support—Collections from the parent or legal guardian cases charges, maintenance, and support of a minor while a ward of the Juvenile Court.

Emergency Loans—Pursuance of Emergency Reimbursement Loans granted to Social Security Insurance recipients.

Industrial Accidents—Collection of County liens filed for medical services or General Relief assistance in connection with Workmen's Compensation claims.

Personal Injury—Collection of County liens filed for medical services and General Relief Assistance in connection with Personal Injury Accident.

DOC-DHS COORDINATED EFFORT

Both DHS and DOC have intensified their billing and collection efforts in recent years. A few years ago DHS was not billing for outpatient services, but it is now billing for such services. DOC has undertaken the difficult task of collecting delinquent outpatient accounts. These joint efforts have produced satisfactory results in that during fiscal year 1977-78 coordinated efforts relating to accounting, billing, and collection functions between DHS and DOC led to the following revenue statistics:

1. Increase in collections of revenue by 36.1% over the prior fiscal year;
2. Increase in total hospital charges collected from 56.4% to 68% over the prior fiscal year;
3. Reduction in hospital accounts receivable from \$181.1 million to \$157.7 million;
4. Decrease in the average number of days that bills remain outstanding from 137 to 104 days (from date of discharge to collection of account); and
5. Decrease in the billing cycle from 64.3 days to 49.1 days, a reduction of 23%.

In terms of interdepartmental coordination efforts, the formation of the Comprehensive Revenue Improvement Master Project (CRIMP) has contributed significantly to previously noted revenue-improvement realizations. This project has served as the primary mechanism for DHS to coordinate and prioritize revenue improvement tasks and activities. The following is a partial list of CRIMP objectives:

1. To provide an effective method to standardize all County changes in revenue-related practices and procedures;
2. To provide a uniform method to analyze all special projects to determine the long-range impact on revenue;
3. To develop an effective, sustaining liaison between DHS and various County departments and state agencies to solve DHS revenue-related problems; and
4. To provide effective management accountability by providing accurate and adequate revenue performance reports.

Financial Data Acquisition System (DHS)

On April 1, 1979, a new financial screening procedure was put into operation at the LA-USC Medical Center. Identical systems will be implemented at all health facilities by July 1, 1979. The goals of the new system are:

1. To improve the quantity and quality of financial information obtained from patients before admission, where possible, or while hospitalized;
2. To increase the number of patient charges paid through MediCal or Medicare by identifying all potential eligibles and processing applications;
3. To obtain payment plans on self-pay patients with any financial resources; and
4. To implement billing and treatment policies as approved by the Board and instituted by the Department.

The management audit findings resulted in 58 recommendations to the DOC and DHS, all of which are contained in the contract auditor's final report for distribution to the appropriate departments. The following findings and recommendations are some of 58 that are of general public interest and less technical in nature.

Lack of Responsibility and Fee Information Available to Patients

It appears that the current interview and screening practices by the Department of Health Services do not include sufficient notice to patient of financial responsibility. In addition, there is a lack of sufficient disclosure as to fee schedules.

The Grand Jury recommends that the DHS establish a general awareness program where the patient is properly advised of financial responsibility and fees for particular health care services; this awareness and disclosure be achieved through visual aids, brochures, and some form

of verbal communication over waiting-room television or paging systems; and the awareness program be standardized to convey the same message to all potential patients.

No Collection Effort at the Time of Service

During site visits at Martin Luther King Hospital, it was indicated that patients are, at times, asked if any payment can be made for services at the time they are rendered. Written procedures do not exist. The Medical Center indicated that it does not ask for any deposit or prepayment for service.

Changing this practice should lead to significant, early revenue realization. Additionally, this collection effort would enhance the communication of financial responsibility and amount of fee to patients.

The Grand Jury recommends that a uniform written policy and procedures, requesting at least partial payment for nonemergency services when rendered to self-pay patients be developed at all County facilities.

Effort to Review Work of Patient Financial Screening Workers (PFSW)

The new patient financial-data acquisition system will expand the scope of the work currently being handled by PFSW Is and PFSW IIs. The increased scope is related to determining potential revenue sources to assist patients with meeting financial obligations.

The Grand Jury recommends that an immediate review of the functional work requirements and anticipated workloads of PFSW Is and PFSW IIs be undertaken to fully implement the data acquisition system.

Bilingual Billing

Currently the first bill from the McDonnell Douglas Automation System (MCAUTO) is not printed in both English and Spanish. The system has the capability to print messages bilingually. If the initial bill had a uniform message for all hospitals stressing prompt payment, printed in both English and Spanish, collection response should improve. It is important that a uniform series of messages be used for all hospitals in accord with County policy and procedures. This uniformity is necessary to ensure that the public is given notice of County policies to pursue aggressively collection on all delinquent accounts.

The Grand Jury recommends that DHS and DOC develop a County policy to ensure that bills have a uniform bilingual message stressing prompt payment printed prominently on the face of the bill. The message should contain a warning of actions which will be taken if payment on the account is not received.

Admitting Room Billing (ARB) Effectiveness

Currently a self-pay outpatient account with a correct address will receive a MCAUTO original bill, two follow-up MCAUTO bills, and five ARB bills, even if the individual has made no reply for as long as eight and a half months. Maintaining, processing, handling, mailing and material cost to keep such accounts active when no response is received cannot be considered cost effective.

The Grand Jury recommends that after the original MCAUTO bill and two follow-up bills have been issued without any response, one additional (final) MCAUTO bill be mailed. The final bill should include a uniform, bilingual message stating that if financial arrangements are not made with DOC, the account may be turned over to a collection agency and/or future nonemergency health care services may not be provided.

Lack of Write-Off Procedures and Guidelines

The DOC has an outstanding balance of approximately \$30 million, representing 213,000 individual outpatient accounts which have been rejected or deleted from the outpatient billing system. These accounts have not been referred to the Suspense-Write-Off Section and are not currently accounted for. Classification of these accounts as bad debts, and thus writing them off, would eliminate the following inefficient two-step process. The current process requires that an account be reviewed and processed as suspended for one to five years. After the suspense period, the account is reviewed and processed for write-off if it is still uncollected. Given the volume of outpatient accounts, low-dollar balance, and poor potential for collection, these accounts should be written off. It is not cost effective to suspend these accounts, since all feasible means of collection have been exhausted and alternative investigative procedures have failed to yield any results.

The Grand Jury recommends that DOC develop policy, guidelines and specific procedures to write off those outpatient accounts which are deleted or purged from the ARB system via the Delinquent Outpatient Exception Report.

Multiple Billings

Separate debt billings to one client are undesirable due to excessive administrative costs. Additionally, there may be a tendency for one bill to be perceived by the patient as a priority in terms of repayment, possibly neglecting others.

The Grand Jury recommends that all accounts relating to each patient be merged and coordinated to provide a concise record of outstanding debt.

Personnel Turnover

Personnel turnover is 63% annually for temporary, recurrent, and CETA employees, and 27% annually for permanent employees. In addition, DOC is faced with employees transferring to other departments in the County. Employee transfers and turnover result in lower productivity.

The Grand Jury recommends that DOC continue their efforts to obtain CAO approval for additional permanent positions.

3. DEPARTMENT OF REGIONAL PLANNING

The following is a summary of the major findings as a result of the audit:

- A. There is a general lack of overall Department direction.
- B. The DRP does not have a proper centralized work assignment unit. Requests are not coordinated as they come in from the public, the Director, Regional Planning Commissioners, and from the Board of Supervisors.
- C. Employee morale is very low. This is indicated by vacant positions, early retirements, and work performance.
- D. The DRP faces chronic problems of understaffing which diminish its effectiveness. This is particularly true with regard to the Subdivision Administration Division.
- E. The DRP is not doing all it should in discovering and investigating "Unity of Interest" situations.
- F. Consistent and uniform "conditions" issued as a part of Certificates of Compliance are lacking.
- G. There are no procedures manuals for processing Certificates of Compliance and Notices of Violation.
- H. There is currently no effort being made to identify and to investigate potential "illegal" divisions of land.

The full text of the Audit Report containing Findings, Recommendations and Exhibits has been distributed to all of the departments concerned, as well as to each member of the Board of Supervisors, the Chief Administrative Officer, and each member of the Regional Planning Commission. All of the recommendations (5-1 through 5-54) are contained in the Audit Report to highlight the magnitude of the task which faces the DRP.

Recommendation 5-1: It is recommended that the Director set policies and provide leadership within the Department, and that more leadership and managerial direction be given to the Plan Effectuation Branch in particular.

Recommendation 5-2: That the DRP consolidate the top management of the Department to achieve a more effective organizational structure.

Recommendation 5-3: That with the County-wide General Plan submitted, the Department carefully appraise its current organization and staffing to determine how best to meet the overall demands placed upon the Department.

Recommendation 5-4: That one centralized work assignment unit be established to schedule all assignments.

Recommendation 5-5: That a central unit be established through which all external requests be filtered.

Recommendation 5-6: That the DRP take appropriate steps to open channels of communication so that there is proper input into the decision-making process and so that policies and directives are communicated to all DRP personnel.

Recommendation 5-7: That the DRP reinstate the monthly newsletter, or periodic bulletins.

Recommendation 5-8: That the DRP carefully examine the work being performed in all sections to determine whether it is specifically mandated and/or approved by the Board.

Recommendation 5-9: That the work of the Department be prioritized, in order to utilize manpower more effectively.

Recommendation 5-10: That the Department evaluate the feasibility of hiring temporary clerical staff on a contractual basis to meet peak clerical workloads.

Recommendation 5-11: That when personnel first come into the Department, they be given a broad orientation outlining what the DRP does, and how their position falls into the overall operations of the Department.

Recommendation 5-12: That when a person is hired, there be established a formalized and ongoing training process with necessary procedure manuals to assist in the training effort.

Recommendation 5-13: That the Department record training time into a specific time caption on time reports, which should be a part of the training budget approved by the Board of Supervisors.

Recommendation 5-14: That the Department take necessary steps to ensure there is uniformity and equity in the promotion and classification of all personnel.

Recommendation 5-15: That the Department take immediate steps to improve employee morale by improving working conditions and get more staff input into the decision-making process, thus making them feel a part of a "team" effort.

Recommendation 5-16: That the Department evaluate its top management organization roles and duties before the two vacant positions are filled.

Recommendation 5-17: That the CAO conduct periodic management audits of the DRP in sufficient depth to ascertain that work is being processed in an effective and timely manner, procedure manuals are in effect, and the procedures used comply with departmental policies which are in accordance with State laws and County ordinances.

Recommendation 5-18: That the Department continue charging applicants with a full Tract Map filing fee if the applicant has a record of filing Parcel Maps that should be Tract Maps. This would act as a deterrent to those that try to circumvent Tract Map requirements by filing for a Parcel Map. For those that are not continuous offenders, an additional fee should be assessed to cover the additional costs of processing the Tract Map.

Recommendation 5-19: That the Department examine the feasibility of either eliminating or minimizing the distinction between parcel and tract conditions placed on the subdivision within a certain geographical area.

Recommendation 5-20: That consideration be given to shifting personnel from other divisions or sections within DRP in order to reduce the backlog of applications for Certificate of Compliance.

Recommendation 5-21: That the DRP initiate a coordinated program between the Subdivision and Development Research Sections, expanding the scope of "unity of interest" investigations.

Recommendation 5-22: That the Department initiate sufficient communication between the Subdivision and Development Research Sections so as to identify effectively potential "unity of interest" problems. A filing system listing those situations under investigation for Tentative Notice of Violations (NOVs) should be established, maintained and continually updated.

Recommendation 5-23: That the DRP ensure proper representation is present at all Parcel and Tract Map Subdivision Committee meetings as required by County Ordinance.

Recommendation 5-24: That the DRP immediately determine what is expected of the Development Research Section, and objectively determine how many additional staff are required to meet those demands.

Recommendation 5-25: That the Department undertake a study of the feasibility of merging the Subdivision Administration Section with the Development Research Section.

Recommendation 5-26: That the DRP require time reporting based on

a specific task of function performed. This would give the Department an effective tool to monitor budgeted and actual costs and point out causes of variances.

Recommendation 5-27: That a complete system and documentation review be undertaken immediately to determine exactly what information should be required from the applicant with his application and which application information should be retained for future reference. Any records which are required in the future should be microfilmed or microfiched and the originals sent to archives.

Recommendation 5-28: That a document-file control system be established. A formal log-in, log-out sheet attached to each Certificate of Compliance file should be developed and strictly adhered to, and that a correspondence log for each file be prepared. Finally, all documents relating to a particular COC should be secured in a file folder.

Recommendation 5-29: That the Department develop strict written policies and procedure guidelines for the processing of Certificate of Compliance (COC) application. These guidelines should cover information and documentation requirements, application processing, file content and control, and DRP review and approval requirements.

Recommendation 5-30: That the Department take immediate steps to ensure better communication and sharing of information and manpower between Subdivision Administration and Development Research Sections in the area of title examination.

Recommendation 5-31: That the DRP take immediate steps to develop comprehensive guidelines for establishing conditions for COCs to ensure uniformity within a geographic location. The Subdivision Administration Division should not use discretionary authority to vary the conditions placed upon a COC, unless approved by the Subdivision Committee.

Recommendation 5-32: That the DRP determine whether conditions for COCs should be reviewed by the Subdivision Committee. The differing viewpoints from County Engineer, Flood Control, Parks and Recreation, etc., should be aired to arrive at the most appropriate "conditions" for each type of COC.

Recommendation 5-33: That the Development Research Section develop and maintain a uniform set of procedures for processing COC applications. These procedures should be written to act as a training tool, as well as a day-to-day operational guide.

Recommendation 5-34: That the DRP immediately develop and carefully maintain a set of policies and procedures for dealing with illegal land divisions. These policies and procedures should be set forth so that all staff dealing with these problems have ready access to them.

Recommendation 5-35: That immediate steps be taken to ensure that Assessor's cuts are utilized to identify potential violations of the State Map Act. Current Assessor's cuts (detailed maps), which range from 100-200 new cuts per month, should be examined on an ongoing basis. Further, the backlog of older Assessor's cuts which have been temporarily "shelved" should be reduced.

Recommendation 5-36: That the DRP take immediate steps to ensure priority is given to current violations identified through the Assessor's cuts and a tentative Notice of Violation (NOV) is issued. If a current cut has been discovered as illegal, then the adjacent property is most likely illegal.

Recommendation 5-37: That a system be set up which lists those subdividers who are currently being investigated as violators of land division ordinances so that there is a cross reference for Parcel-Tract Map processors to refer to. This list would best be maintained and updated by the Development Research Section and available to all processors.

Recommendation 5-38: That the Development Research section initiate policies and procedures for "clearing" of geographic sections of Los Angeles County on a section-by-section basis.

Recommendation 5-39: That the Department initiate a policy and procedure whereby a tentative NOV is sent to any adjacent potential illegal parcel when a COC is granted on an adjacent illegal parcel.

Recommendation 5-40: That the DRP continue the practice of using affidavits to identify potential unity of interest cases. A list of typical unity of interest relationships should be prepared and approved by County Counsel. This list should be incorporated into the affidavit which must be read by the applicant and signed under penalty of perjury.

Recommendation 5-41: That the DRP, with the aid of County Counsel, attempt to change the County Ordinance to require Parcel Maps, Tract Maps, or COCs be filed before property can be properly recorded by the County Recorder.

Recommendation 5-42: That the DRP establish definitions at the operating level of "Unity of Interest" and what is an illegal division of land so that these definitions and/or interpretations can be incorporated into a written procedure manual.

Recommendation 5-43: That the Impact Analysis Section continue to process all initial studies and that Environmental Impact Report (EIR) work be consolidated in the Impact Analysis Section.

Recommendation 5-44: That the Department develop a system of decision criteria or threshold levels to interpret Environmental Systems Research Institute (ESRI) Map scales and other similar systems. These

decision criteria should be formalized and incorporated into a written processing manual for the Impact Analysis Section.

Recommendation 5-45: That the Department examine its current County and Department conflict-of-interest policies to ensure proper disclosure in situations where applications or other action is before the DRP involving land held by DRP personnel or where there is a financial interest.

Recommendation 5-46: That the Department check on a test basis all ownership of property by DRP personnel against past and present Parcel Maps, Tract Maps, COC applications, and zoning applications to identify potential conflict of interest.

Recommendation 5-47: That a productivity study of the Department be conducted by the CAO. The County-Wide Productivity Improvement Plan requirements of the CAO, with regard to the DRP, should be carefully examined by CAO to eliminate waste and inefficiency within the Department.

Recommendation 5-48: That the Department recognize the existence of certain perceptions within the Department and that positive actions will be required to correct attitudes. There is a need to improve communication and provide an open airing of opinions.

Recommendation 5-49: That the DRP make investigations and inquiries to eliminate personnel problems of the Department and enhance its public image. The Department needs an effective system of administrative checks and balances to monitor the decision-making process and the use of administrative discretion. The use of written policies, procedures, and decision criteria will justify the use of administrative discretion as long as the discretion conforms to predetermined guidelines.

Recommendation 5-50: That the DRP and Regional Planning Commission (RPC) attempt to reconcile different perceptions regarding the role of the RPC and the Department with regard to one another. This can be achieved by having the RPC and DRP define their respective roles and responsibilities.

Recommendation 5-51: That the Regional Planning Commission rotate the Chairmanship among Commissioners.

Recommendation 5-52: That a guide or brochure for Tract Map, Parcel Map, Certificate of Compliance, and Notice of Violation processes be prepared by the Department and distributed to the general public.

Recommendation 5-53: That commission minutes be typed and presented to the Commission without delay. If corrections of the minutes are required, any change from initially typed minutes from the tape should be noted and clarified in the minutes during subsequent meetings.

Recommendation 5-54: That the recorder not be turned off while the RPC is in session.

4. DEPARTMENT OF COMMUNITY DEVELOPMENT

The Audit Committee of the Grand Jury has completed its review of the conflict of interest controls in the Department of Community Development. This report contains our findings and recommended guidelines, and suggestions to strengthen the department and prevent possible future abuse.

The focus of the review of the Department of Community Development (DCD) is the potential for conflicts of interest within the Department, or the appearance of conflict of interest.

The Department of Community Development, created by County ordinance in 1976, represents a consolidation of three former County departments. The Department of Urban Affairs, which administered and planned community improvement programs including Housing Rehabilitation and Construction, General Revenue sharing and the Community Development Agency; the Community Services Department which provided social services to delinquency prevention, drug abuse and community organizations; and the Employment Resources Division of the Department of Personnel, which was responsible for the County's Federally funded employment programs.

All three departments were involved with grant development and review, Community Advisory Boards, and County-wide planning and data systems. Further, Community Services and Urban Affairs controlled community-service-center programs providing direct service to disadvantaged residents.

The new Department of Community Development, which handles approximately \$250 million annually, disburses most of the monies to contractors and to other agencies. DCD recommends who receives funding and the amount.

The Department of Community Development has recently been the object of considerable public interest because of the impropriety of certain funding and the misuse of funds by funded agencies. The contract auditor has found in interviews with DCD personnel that most of the employees contacted believe they and the department would be better off within the context of strong conflict-of-interest guidelines and controls. They want to go on record. They want the DCD and themselves to be put beyond suspicion.

The contract auditor, Arthur Young and Company, interviewed more than 40 employees, reviewed DCD records and County codes, Department personnel and management controls, relevant sections of California law, and federal regulations.

The contract auditor's report is not intended to and does not serve as a search for sinners. It is designed as a tool to aid the DCD by furnishing insight and foresight for avoiding possible future abuses and recommends steps to forestall potential conflicts of interest. The auditor recommends that the number of positions defined as "sensitive" under the conflict-of-interest guide needs to be substantially expanded.

The recommendations constitute a "conflict-of-interest prevention program" which would enable employees to own property, work in political campaigns, and have other outside interests typical of our society, but within clearly defined limits, without violating the trust which society has placed in their hands. With definite guidelines, these goals may be achieved while the Department reputation remains secure and above reproach.

Mr. Don Galloway, director of DCD, has publicly stated, "There is a strong possibility of conflict of interest existing within the Department . . . There are *not* sufficient guidelines to deal with that," according to the *Los Angeles Times*, 1-29-79.

At present only five DCD positions, four assistant directors and the director, are considered "sensitive" under the current County conflict-of-interest rules. They are required to report annually on possible conflicts of interest. These present controls are set by Los Angeles County Personnel Guidelines and DCD's own set of rules, DCD Management Personnel Guidelines. These latter inquire only as to the employee's immediate family, as, if a close relative (spouse, child or parent) is employed in a management-staff capacity with a grantee or firm which contracts with the department.

The stricter guidelines would provide an umbrella to cover staff-level positions, business and personal relationships, real estate and financial interest, or questionable transactions which ought to be disclosed.

Present regulations do not reach lower-level DCD personnel who occupy "sensitive" positions which touch upon real estate or financial transactions, vendor-vendee relationships, or any other relationships which might place the employee in a conflict-of-interest situation, potential conflict, or the appearance of conflict.

Therefore, the Grand Jury recommends that DCD:

- 1. Expand substantially the number of positions defined as "sensitive" under the conflict-of-interest guidelines.**
- 2. Expand the conflict-of-interest disclosure form.**
- 3. Disseminate to employees a list of all entities with which the Department has a business relationship.**
- 4. Prepare unusually detailed and current job descriptions for all positions.**
- 5. Require that employees who have licenses and certificates related to their Departmental duties (but not required therein) maintain them in an inactive status.**
- 6. Develop a systematic approach to employee reporting of potential conflict-of-interest abuses.**
- 7. Prepare and distribute clear, concise conflict-of-interest guidelines and require employees to acknowledge their receipt.**

8. Expand conflict-of-interest prohibitions.
9. Establish a means of monitoring compliance with conflict-of-interest procedures.
10. Develop effective sanctions for abusers.
11. Implement a system of information feedback from clients.
12. Establish a central file system.
13. Establish a file control and audit program.
14. Institute positive time reporting.
15. Require grantees to define major anticipated subgrantees or vendors.
16. Require conflict-of-interest reporting in all contracts with subgrantees.
17. Require submission by major vendors and subgrantees of relationship with Department personnel.
18. Require mandatory rotation of approved businesses providing services to the Department.
19. Revise internal audit techniques.
20. Recommend to the Board of Supervisors a restructuring of the public-member advisory board system.
21. Reconsider DCD-Board interactions on funding and defunding decisions.
22. Determine implications of these findings for other County departments.
23. Consider including in the next legislative action program a request for broader conflict-of-interest controls.

5. COUNTY RENTAL PRACTICES

As a result of a citizen's complaint, the Audit Committee investigated rental practices in the County. This investigation included property which the County was renting or leasing from others, as well as County property owned, leased, or rented which the County in turn was leasing to operators and concessionaires. Some members of the Audit Committee interviewed representatives of the Special Investigations Division of the CAO's office to inquire about items of special interest. High-dollar value was the most important reason for selection for scouting of particular sites.

A few weeks after the initial inquiry a complete report was received from the above office by the Committee.

There is in use today a complete and detailed procedures manual defining the steps to be followed when a County department feels it necessary to occupy additional space.

The Committee's review of these procedures resulted in the Committee's conclusion that the manual was adequately meeting the purposes for which it was intended. The Committee further concluded that space being leased or rented by the County is on a competitive basis and advantageous to the County and its citizens. In every case, the explanation of the County rental policy showed that good business practice was in effect, and that the County is obtaining good value for the rental expenditures. Indeed, in some cases rental property is being operated to produce income for the County.

The Committee therefore has concluded that County rental practices are sound and are providing excellent value for the various rental commitments.

On January 9 the Grand Jury asked the Board of Supervisors to support legislation amending Penal Code sections 925(a) and 925(b) so that the Grand Jury can audit redevelopment agencies and community development projects and deleting certain unmanageable Penal Code mandates in sections 925 and 933(b).

On May 1 the Grand Jury released to the Board and to department heads the report on the Department of Regional Planning.

Patricia A. Gazin, Chairman
Raymond Alberts
Simon Greitzer
Nan A. Peete
William C. Rockwell

CRIMINAL JUSTICE COMMITTEE

PURPOSE

The screening of cases to be presented to the Grand Jury for indictment by the District Attorney and Attorney General traditionally has been one of the primary functions of the Criminal Justice Committee. A second function of the Criminal Justice Committee is the review of correspondence from citizens to the Grand Jury alleging violations of the law. The Committee is authorized to, and in most instances does, order an investigation of such complaints. In addition, the Committee has the authority to examine the County's Criminal Justice System, and to conduct studies designed to improve certain aspects of the system.

AREAS OF REVIEW

1. Screening of Cases for Grand Jury Hearing
2. Review of Correspondence
3. LAPD File Shredding Case
4. Law Enforcement: Policies, Training, and Practices

1. SCREENING OF CASES FOR GRAND JURY HEARING

The Criminal Justice Committee screens all cases presented by the District Attorney and Attorney General to determine whether the cases should be heard by the full Grand Jury. Among the criteria used by the Committee in recommending hearings are the following: cases involving highly publicized crimes; cases of unusual complexity; allegations of misconduct by public officials; cases where witnesses reside outside the County or State; cases involving multiple suspects and witnesses, as well as voluminous exhibits; cases in which witnesses' lives may be threatened; and cases in which the Statute of Limitations must be tolled.

The majority of requests for hearings involve cases where the investigation has been completed by the District Attorney or Attorney General. Once the case is accepted for a Grand Jury hearing, the evidence is presented by the prosecuting attorney for the purpose of obtaining an indictment charging specifically named defendants for alleged violations of the Penal Code, Government Code or Health and Safety Code. These *Indictment Hearings* must be distinguished from the *Investigative Hearings* conducted by the Grand Jury, where the District Attorney, Attorney General or Grand Jury wishes to use the setting provided by the Grand Jury procedures to question witnesses, review exhibits and engage in a discussion of the law and evidence. These preliminary proceed-

ings allow the Grand Jury to determine whether sufficient evidence has been developed to identify potential defendants and charges.

Through April, the Criminal Justice Committee recommended 12 cases for indictment hearings before the full Grand Jury. In addition, the Committee recommended an investigative hearing to be conducted by the District Attorney and an investigative hearing of its own. The indictment hearings involved 41 suspects, 38 of whom were indicted, 241 witnesses, and 597 exhibits. Forty-seven days were devoted to hearings by the Grand Jury.

Post-Indictment Preliminary Hearing

On November 9, 1978, the California Supreme Court handed down its decision in the case of *Hawkins vs. Superior Court of the City and County of San Francisco*.

James Hawkins had been charged by the San Francisco County Grand Jury in a multiple-count indictment with conspiracy and grand theft. His motion for a post-indictment preliminary hearing was denied by the Superior Court, and he sought appellate relief, asserting a denial of his right to equal protection of the law as provided by the Federal and State constitutions.

The State Supreme Court found that there was a considerable disparity in the procedural rights afforded to defendants charged by means of an information and defendants charged by the Grand Jury in an indictment. The Court focused specifically on the right to a preliminary hearing before a neutral and legally knowledgeable magistrate, the ability to confront and cross-examine witnesses testifying against the defendant, and the opportunity to appear personally with counsel and affirmatively present exculpatory evidence.

The Court did not eliminate the indicting function of the Grand Jury, but did state that a defendant indicted by a Grand Jury has a right to have a preliminary hearing prior to trial.

The long-term impact of this decision on the Grand Jury is difficult to assess at this time. The immediate affect on the Grand Jury in office at the time of the decision is best illustrated by the following: Prior to *Hawkins* the 1978-79 Los Angeles County Grand Jury had nine indictment hearings. Since the decision was announced the Grand Jury conducted three indictment hearings. Two of these had been accepted by the Committee prior to the *Hawkins* decision.

The Committee offers no opinion on this decision rendered by the Supreme Court, but feels compelled to include this comment on the *Hawkins* case for historical purposes and as a reference point in the history of the Los Angeles County Grand Jury.

2. REVIEW OF CORRESPONDENCE

During the first 10 months of the 1978-79 term of the Criminal Justice Committee, it reviewed 46 written complaints by citizens. Sixteen complaints charged

misconduct by law-enforcement officers. Other correspondent complaints included allegations of the misuse of County funds, improper courtroom procedures, peace officer and prosecutor investigation irregularities, prisoner mistreatment at County jails, conflict of interest, grand theft and fraud.

Each of the complaints was reviewed by the Committee in an attempt to determine its validity. A full-time investigator, assigned to the Grand Jury by the District Attorney, assisted the Committee in its work. The Committee is authorized to, and frequently did, require public officials to justify their handling of matters brought to its attention by complainants. Of the complaints received through April, two were resolved prior to Committee disposition; two were referred to the Jails Committee; 20 were found to lack sufficient evidence to bring criminal charges; nine were outside the purview of the Grand Jury; and 13 remained open pending completion of Committee investigations.

3. LAPD FILE SHREDDING CASE

The major portion of the Criminal Justice Committee's work during its first six months was devoted to a review of allegations that on May 5 and 7, 1976, the Los Angeles Police Department illegally shredded some four tons of files containing unsustained citizens' complaints of police misconduct.

The allegations had already been investigated by the District Attorney's (D.A.) Office with the assistance of the Attorney General's (A.G.) Office, and on February 3, 1978, D.A.-A.G. investigators issued a report announcing that they could not find sufficient evidence to meet uniform crime charging standards for prosecution.

The D.A.-A.G. investigation was reopened one month later, however, when a previously undisclosed Los Angeles City Attorney's Office memo relating to the case was made known to investigators. A second investigation, arriving at the same conclusions as the first, was completed November 8, but withheld from release pending the outcome of the Grand Jury's probe.

During their review, which began last August, Committee members read thousands of pages of evidence and testimony, interviewed the District Attorney and members of his and the Attorney General's investigating team on two separate occasions, and heard presentations by and interviewed a judge and an attorney, both of whom had been critical of the D.A.-A.G. investigations.

In addition, the Committee reviewed both statutory and case law relative to the allegations. The Grand Jury has as its legal advisor a Deputy District Attorney. In order to avoid the appearance of impropriety in its review of this complaint, the Committee sought and obtained legal advice from the supervisory Judge of the Criminal Division of the Superior Court. With their permission, the Committee made the D.A.-A.G. investigators' November 8 report available to the attorney-critic for review and a response. His response came in a 79-page document which the Committee received on December 22.

Unable to reach unanimous agreement on what action to take on the complaint, the Committee presented the case to the full Grand Jury on January 19, and recommended that one of the following options be exercised:

1. The complaint (case) be closed;
2. A Grand Jury investigative hearing be held during which the D.A.-A.G. representatives and the attorney-critic would present their positions at separate sessions;
3. An investigative hearing before the Grand Jury be conducted by the D.A.-A.G. representatives during which witnesses would be called to testify;
4. The Attorney General be requested to appoint a special prosecutor who would conduct an investigative hearing before the Grand Jury; or
5. The Attorney General be requested to appoint a special prosecutor who would conduct a criminal indictment hearing before the Grand Jury.

The Grand Jury voted to exercise Option No. 2, and an investigative hearing was held on January 24 and 25. Grand Jury deliberations were scheduled for February 5. During the interim, January 26-February 4, members of the Grand Jury had the opportunity to read the documentation provided by both sides.

At the conclusion of its deliberations, the Grand Jury was unable to garner the necessary 14 votes to take any further action on the case.

One of the results of the widespread publicity given the file-shredding incident was the amendment last year by the State Legislature of California Penal Code Section 832.5. The amended law, which became affective January 1, 1979, reads as follows:

Section 832.5 Citizens' complaints against personnel; investigation; description of procedure; retention of records

(a) Each department or agency in this state which employs peace officers shall establish a procedure to investigate citizens' complaints against the personnel of such departments or agencies, and shall make a written description of the procedure available to the public.

(b) Complaints and any reports or findings relating thereto shall be retained for a period of at least five years.

4. LAW ENFORCEMENT: POLICIES, TRAINING, AND PRACTICES

At the time of the impaneling of the 1978-79 Grand Jury last July, complaints of citizens alleging the use of excessive force by peace officers were receiving wide publicity in the news media. Earlier, in September of 1977, as a result of previous complaints concerning police-involved shootings, the Los Angeles Police Department had adopted a new and more restrictive firearms policy, the results of which the 1977-78 Grand Jury had begun to study. Future Grand Juries were urged to continue to study the revised firearms policy in order to

evaluate its impact on the attitudes and safety of peace officers and the public. This was the background for the Criminal Justice Committee's decision to undertake a study of law enforcement in Los Angeles County.

The study began with a review of peace officer cadet training. The Committee sought to determine whether the instruction provided trainees at the police academies prepared them adequately for the responsibilities they would later have as law enforcement officers. In the second phase of the study, police and sheriff policies regarding the use of force and weapons and officer practices while on patrol were reviewed by the Committee.

For its study, the Committee reviewed many documents related to training, policies and practices, talked with personnel representing the District Attorney (D.A.), Los Angeles Sheriff's Office (LASO), Los Angeles Police Department (LAPD), other local police departments, and representatives of community groups, and visited each of the County's three major training centers for peace officers.

Visits also were made to Parker Center, LAPD headquarters, where Committee members observed booking and confinement procedures, talked with LAPD personnel, as well as detainees; to the District Attorney's Office, where the Committee sat in on D.A.-police conferences which determine if cases should be prosecuted; and to a coroner's inquest, where a hearing was being held on a death caused by a police control hold.

Questionnaires were sent to LASO and the 48 local police departments in Los Angeles County requesting information on the following: training, arrests, citizens' complaints, litigation resulting from complaints, arrest-related deaths and injuries, and man-hours lost by officers injured in the line of duty.

In addition, Committee members participated in "ride-alongs" with units of LASO, LAPD and three other local police departments, observing the practices of officers while on patrol.

Along with the full Grand Jury, the Committee visited the Los Angeles County Central Jail (for men), Sybil Brand Institute (for women), and LAPD's 77th Street Division in the South-Central Section of the city, a high crime-rate area. At the latter facility, grand jurors were briefed on police operations and participated in a three-hour "ride-along" with patrol units.

Training

In preparation for the first phase of its study, the Committee visited the LAPD Academy, the LASO Training Bureau, and the Regional Training Center at Rio Hondo College. The LAPD Academy offers 24 weeks of basic instruction to its trainees; a 16-week program is provided at the LASO facility; while Rio Hondo has a 15-week curriculum. Each of the academies also offers refresher courses and advanced training for officers of the departments which it serves.

In addition to its own recruits, the LASO facility provides instruction for trainees from some 40 law enforcement agencies within the County. Deputy marshals, as well as recruits from 20 local police departments in Los Angeles County, are trained at Rio Hondo. The LAPD Academy is used exclusively by the Department for its own personnel.

During their academy visitations, Criminal Justice Committee members interviewed administrators, faculty members, and trainees, viewed motion pictures and other instructional audio-visual aids, and observed demonstrations of control holds, use of the baton and firearms, vehicular operation, apprehension of suspects, and physical fitness. Each of the academies supplied the Committee with copies of its curriculum and supplemental data relating to its training program.

Committee members studied training documents on the escalation of force, including control holds and use of the baton and firearms, as well as pertinent information dealing with the control of suspects who are under the influence of phencyclidine (PCP), a hallucinogenic drug which negates the effect of control holds because the suspect's ability to feel pain is reduced.

In studying the curricula of the three schools, the Committee found that although the length of training varies at each institution—960 hours at LAPD, 680 hours at LASO, and 608 hours at Rio Hondo—the number of hours devoted to courses in basic police work is virtually the same. All three training facilities stress instruction in the law, patrol procedures, force and weaponry, communications, criminal investigation, and physical fitness. Among the other areas of study are evidence, vehicular operation, custody, and police-community relations, particularly with minority groups.

An exception to the similarity of programs was found at the LAPD Academy, where a new course offering 140 hours of Spanish language instruction has been introduced.

As a result of the study of instructional programs provided at the LAPD, LASO and Rio Hondo College training centers, the Grand Jury concludes that the curriculum at each facility exceeds the criteria established by the Peace Officers Standards and Training (POST) Commission of the California Department of Justice, and commends the administrators of the three centers for the excellence of their programs.

Policies and Practices

Following graduation from the training academies, peace officers in Los Angeles County, with the exception of Sheriff's deputies, normally are assigned to patrol duty. New Sheriff's deputies, by contrast, are assigned to Custody, guard duty in one of the several County detention facilities, where they typically serve a tour of four years before being transferred to patrol duty. An exception is the ranking Training Bureau graduate, who receives a patrol assignment.

The techniques of apprehension and arrest and the policies which determine them are virtually the same for all County law enforcement agencies. Patrol officers are to use only as much force as is necessary in making arrests. Normally the simple statement: "You are under arrest," followed by an explanation of the alleged violation, will effect an arrest. It is when the suspect is uncooperative and resists arrest that the officer is permitted to use force.

The amount of force to be applied, in accordance with policy, depends on the degree of resistance, and the responsibility for the amount of force used is placed upon the individual officer. When a suspect is passively resistant, a firm grip by the officer is usually sufficient. For the aggressively resistant suspect, the officer may use one of several pain compliance holds to control the suspect. The baton is basically a self-defense weapon. It is used frequently in crowd control situations, however, when the number of suspects makes other methods of control impracticable.

The most commonly used control holds are the wrist and twist locks. If these holds fail to bring about compliance, the officer may use bar arm controls in the neck area. An exception here, as mentioned earlier, is the suspect under the influence of phencyclidine, commonly called "PCP" or "Angel Dust." Pain-compliance control holds, which under normal circumstances will subdue a suspect, usually are ineffective on PCP suspects.

Being virtually immune to pain, the PCP suspect often must be brought under control by use of the carotid hold, an application of pressure to the carotid artery. This hold will render a suspect unconscious long enough to be handcuffed. Although the carotid hold is taught at the academies and reviewed periodically while in service, it is difficult to apply to a resisting suspect, and several deaths have occurred in the County as a result of its use. Law enforcement officials are aware of the risks in using the carotid hold, but they prefer it to the final step of escalation, the use of deadly force.

The use of deadly force, firearms, is the final step of escalation and is to be used on suspects only as a last resort. LAPD and LASO policies call for its use only to meet a life-endangering attack on others or the officer himself.

LAPD's revised policy restricts the use of firearms to the following circumstances:

1. To protect the officer or others from immediate threat of death or serious bodily injury;
2. To prevent a crime where the suspect's actions place persons in jeopardy of death or serious bodily injury; or
3. To apprehend a fleeing felon for a crime involving serious bodily injury or the use of deadly force where there is substantial risk that the person whose arrest is sought will cause death or serious bodily injury to others if apprehension is delayed.

LASO's firearms policy, although less clearly delineated than the revised LAPD guidelines, is basically the same. It precludes the shooting of misdemeanor suspects, except in self defense, as well as felony suspects, unless there is a threat of death or serious bodily injury to the deputy or others.

California Penal Code 197, dealing with justifiable homicide, applies to all persons, including peace officers. Generally, the law classifies homicides as justifiable in four sets of circumstances. They are:

1. When resisting any attempt to murder any person, or to commit a felony, or do great bodily injury upon any person;
2. When committed in defense of the home against one who attempts to commit a felony;
3. When committed in the lawful defense of one's self, spouse, parent, child, master, mistress or servant to prevent a felony or serious bodily injury; and
4. When necessarily committed in attempting, by lawful ways and means, to apprehend any person for any felony committed, or lawfully suppressing any riot, or in lawfully keeping and preserving the peace.

The Committee feels that it is significant to note that with both LAPD and LASO, firearms policy is not the law. The California Penal Code grants considerably more latitude to peace officers in shooting situations than do either of Los Angeles County's two major law enforcement agencies.

A summary of the casualties resulting from LAPD-LASO officer-related shootings during the past two years follows.

	LAPD		LASO	
	1977	1978	1977	1978
Suspects slain	33	20	12	16
Suspects wounded	40	40	32	28
Officers slain	1	0	1	2
Officers wounded	6	3	3	4

In compliance with the 1977-78 Criminal Complaints Committee's request, this year's Criminal Justice Committee attempted to evaluate the impact of LAPD's revised firearms policy. As shown above, the number of deaths resulting from officer-involved shootings is down, from 34 to 20, as is the number of injuries, from 46 to 43. Although the decrease in the number of deaths, 14, is significant, this year's Committee feels that a one-year review of the revised policy is inconclusive, and urges future Grand Juries to continue to review the new procedures and their impact on public and peace officer safety.

Forty-three of the County's 49 law enforcement agencies responded to the Committee's questionnaire on arrests. Exclusive of LAPD and LASO, 41 respondents reported a one-year total of 12 suspects and two officers killed in police-involved shootings. Conclusive statistics were not available on the number of suspects and officers wounded in such incidents.

Questionnaire responses also indicated a lack of uniformity in reporting procedures and the gathering of statistical data by law enforcement agencies. For example, although most agencies report deaths resulting from officer-involved shootings to the District Attorney, several do not. Some agencies keep a record of the number of citizen's complaints, particularly those that are sustained; others do not. The same is true of the number of injuries resulting from peace officer vehicular pursuit and the number of man-hours lost by officers injured in the line of duty.

Under a policy adopted earlier this year, LAPD is required to report all police-involved shootings resulting in injury or death to the District Attorney, whose deputies conduct an on-the-spot investigation of the incident. An investigation also is conducted by LAPD's Robbery and Homicide Unit, whose findings are scrutinized for validity by the Department's Shooting Review Board. LASO and other local police departments which report officer-involved shootings to the District Attorney are not required to report from the scene of the incident, and Deputy District Attorneys do not make on-the-site investigations.

To observe the practices of peace officers while on patrol, Criminal Justice Committee members participated in 11 individual "ride-alongs," totaling 84 hours. Four rides, averaging seven hours each, were with LASO units; four, averaging eight hours, with LAPD officers; and one eight-hour ride each was made with police units in Arcadia, Culver City, and Santa Monica.

As a result of the "ride-alongs," Committee members concluded that the peace officers with whom they rode:

1. Were knowledgeable of the law as it pertained to their duties;
2. Were proficient in the use of their equipment;
3. Applied with dispatch the techniques of arrest learned at the academies; and
4. Generally performed their duties efficiently.

Citizen's Complaints

Yet complaints of peace officer misconduct, including the use of excessive force, continue. The 43 law enforcement agencies responding to the Committee's questionnaire reported a total of 485,521 arrests during a one-year period. Of this number, 1,027 resulted in citizen's complaints, 127 of which were classified as "sustained."

More than one-third (16) of the complaints received by the Criminal Justice Committee through April alleged misconduct by police and Sheriff's deputies.

The Criminal Justice Committee monitored each of the complaints, relying on the results of investigations conducted by the law-enforcement agencies involved. Eight complaints were found to be unsustainable, while the remaining eight are still being investigated.

As part of its research, the Criminal Justice Committee heard oral presentations by representatives of the Los Angeles (City) Police Commission, the District Attorney's Special Investigations Division, LAPD Internal Affairs Division, LASO Internal Investigations Bureau, a defense attorney, and spokesmen for organizations in the Mexican-American and black communities.

The five civilian-member Los Angeles Police Commission's basic function is to formulate the policies under which LAPD operates, and to oversee the implementation of these policies. In cases involving serious police misconduct, the Commission reviews the allegations, investigation findings, and the penalties, if any, assessed. It does not, however, have the authority to overrule LAPD's disciplinary decision in such cases.

In contrast, LASO has no private citizen overseer. Policy formulation and implementation is the responsibility of the Sheriff, who, as an elected official, must justify his performance to County voters every four years. During the interim LASO activities are monitored by several organizations, including the Offices of the District Attorney and Attorney General, the Federal Bureau of Investigation, and the County Grand Jury.

LAPD and LASO each has established procedures for investigating citizens' complaints. Citizens' complaint forms as well as written statements explaining the procedures for filing complaints are available at all stations. Following the receipt of a complaint, the complainant, accused officers and witnesses, if any, are interviewed; a review of the findings is made by a departmental unit; and a judgment is made regarding the validity of the complaint. At LAPD, all investigation findings are reviewed by the Internal Affairs Division before resolution. At LASO, complaints, depending on their nature, may be resolved at different levels of command. In both cases, however, the final determination is made by the Chief of Police or the Sheriff. Complainants are then notified of the disposition of their complaint.

Sustained complaints, depending on their gravity, can result in disciplinary action ranging upwards from an official reprimand, to time off without pay, to dismissal, to the filing of criminal charges.

The excessive use of force by peace officers is of growing concern in Los Angeles County. The most vocal complainants have been Mexican-Americans and blacks, the area's two largest minorities. Representatives of these groups claim that despite the community relations courses taught at the academies and in-service review, peace officers, regardless of race, have trouble communicating with barrio and ghetto residents. On the other hand, they said these citizens must share the blame for the lack of understanding and mutual respect between peace officers and residents in their communities, adding that both sides should make a greater effort to resolve the present problems.

The spokesmen for both minority groups agreed in principle with LAPD and LASO escalation of force policies, but felt that in many instances officers on patrol omit vital escalation steps. They also saw a growing coalition between

Mexican-Americans and blacks in Los Angeles County because of what they perceive as a "common problem."

Commenting on citizens' complaints procedures, one spokesman said that there is no available evidence that law enforcement officials actively encourage witnesses to alleged police misconduct to come forward. In contrast, an LASO official said that witnesses, even when they are sought out, seem reluctant to give statements.

Both minorities' representatives urged that civilian boards be established to review citizens' complaints. Earlier, a Los Angeles Police Commission spokesman had told the Committee that civilian review boards had been tried but failed in the cities of New York, Philadelphia, and Rochester. Such boards tend to focus on too narrow a range of police activity, he said, rather than taking into account the total situation, including personnel standards and recruit and in-service training.

LAPD and LASO officials are aware of their community relations problems, particularly in minority residential areas, and have taken some steps to resolve them. In East Los Angeles and other heavily Mexican-American neighborhoods, as in the predominantly black South-Central section of Los Angeles, for example, several programs designed to foster better understanding between peace officers and citizens are under way.

In East Los Angeles a seven-man LASO Community Relations detail co-sponsors a team-sports program which involves about 1,000 youths. Members of the detail also attend, when invited, meetings of business groups, senior citizens and civic organizations to give counsel on matters related to peace officer activity. In addition, the LASO detail sponsors Neighborhood Watch, Citizens Alert and Rape Prevention programs, projects in juvenile diversion and development, and Gang Mothers, a program which affords parents of gang members an opportunity to meet with Sheriff's deputies and seek help in solving the problems of their children.

Residents of South-Central Los Angeles receive similar assistance from LAPD officers. In addition, DAMES, an organization of about 50 resident women in the 77th Division, acts as a liaison group with the police, holding monthly Neighborhood Watch meetings and luncheons, as needed, to inform area residents and police of activities and problems in which they have a mutual interest.

Conclusions

These efforts notwithstanding, the Criminal Justice Committee found what seems to be a growing lack of confidence in law enforcement agencies by citizens in many areas of the County. The failure of agencies to publicize the results of citizens' complaint investigations is interpreted by some critics as a "cover up," and is said to have created an ever-growing credibility gap between police officials and the public generally.

After nearly 10 months of study, the Criminal Justice Committee concluded that there is indeed an increasing lack of confidence among Los Angeles County residents in the County's two largest law-enforcement agencies, the Los Angeles (City) Police Department and the Los Angeles (County) Sheriff's Office. This is not to say that the majority of County residents share this sentiment. The important thing, however, in the opinion of the Committee, is that with a significant number of citizens, especially in minority communities, questioning the practices of their peace officers, a problem exists and more strenuous efforts must be made to bring it to resolution.

Civil suits resulting from peace officer misconduct can and do cost County taxpayers a considerable amount of money. In fiscal year 1977-78, for example, such litigations against LASO resulted in settlements totaling \$155,125. More than 100 civil suits filed against LASO are still pending. During 1978, eight civil suits were brought against LAPD alleging misconduct, and are currently pending in court.

From sources in and outside the field of law enforcement the Committee has learned that LAPD and LASO are among the best trained and most effective agencies of their kind in the nation. This reputation notwithstanding, the Committee thinks that these peace officers can perform even more effectively by restoring the confidence of large segments of the County community.

No law enforcement agency can work at peak proficiency without the mutual understanding, respect and cooperation of its citizens, all of its citizens.

Therefore, the Grand Jury recommends that LAPD and LASO:

- 1. Increase their efforts, already extensive, to assure that their personnel adhere strictly to the policies established by their respective agencies, particularly the policies on escalation of force.**
- 2. Expand community relations programs to provide citizens with greater opportunities to meet with law enforcement representatives in order to discuss problems arising from contacts between peace officers and members of the community.**
- 3. Make known to the public the resources available within their departments for the investigation and resolution of citizens' complaints.**
- 4. Inform citizen complainants not only of the disposition of their complaints, but also of all the facts and circumstances considered by their departments in arriving at a disposition.**

In addition, the Grand Jury recommends to the Los Angeles City Council and the Los Angeles County Board of Supervisors, respectively, that a study be made to determine if current alleged peace officer misconduct investigative procedures are adequate, or if alternate investigative techniques and/or investigatory bodies should be established.

And, finally, the Grand Jury urges the citizens of Los Angeles County to:

- 1. Participate in meetings with law enforcement representatives to discuss problems arising from contacts between citizens and peace officers;**
- 2. Come forward and provide information when they have witnessed a crime; and**
- 3. Cooperate with investigators who are examining allegations of peace officer misconduct.**

On February 13 the Grand Jury reported to the Board of Supervisors the results of its investigation of the Los Angeles Police file-shredding case.

On May 3 the Grand Jury submitted an Interim Report, "Law-enforcement: Policies, Training, and Practices," to the Board of Supervisors, Los Angeles City Council, LASO, LAPD, and the citizens of Los Angeles County.

Ernest E. Goodman, Chairman
Jetsy R. Caveney
Gene S. Elbinger
Sondra B. Lacey

EDUCATION COMMITTEE

PURPOSE

The purpose of the Education Committee is to consider and review current issues that confront the education process in Los Angeles County, and to propose recommendations which will improve the learning environment for the benefit of all students. In addition, the Committee responds to areas of concern brought to its attention by the general public.

AREAS OF REVIEW

1. Violence and Vandalism in Schools
2. Inventory Control Procedures
3. Summer School
4. Expansion of Local Governmental Studies
5. Noise Pollution and Proximity of Schools to Freeways

1. VIOLENCE AND VANDALISM IN SCHOOLS

The Education Committee of the Los Angeles County Grand Jury is very concerned about violence and vandalism in the schools. The Committee found that a vast amount of research already completed and published indicates that violence and vandalism are on the increase, and complex and instant solutions are not readily attainable. School vandalism and violence reflect society at large; they transcend racial and ethnic barriers. A correlation exists between neighborhood vandalism, low academic achievement, and truancy.

The Committee learned that many school districts, cognizant of the available research, have developed and implemented one or more of the following programs and methods as relevant to their community needs.

1. Maintaining a closed campus which monitors those entering and leaving;
2. Working with law enforcement agencies to (a) provide instruction in laws affecting juveniles, and (b) patrol areas surrounding schools;
3. Placing security agents on campus;
4. Installing intrusion alarm devices and alerting systems so that the administrators and/or the police can respond quickly;
5. Employing a security guard who lives with his family in a mobile home on school grounds, thus offering 24-hour supervision;
6. Encouraging the community to use school sites at night and on weekends;

7. Utilizing the services of the School Attendance and Review Board (SARB), whose function is to help school districts find the best school and community programs to prevent attendance problems;
8. Training staff in methods of diverting potential violent behavior;
9. Training student counselors to help deter campus conflict;
10. Developing rumor control programs;
11. Requiring students to carry identification cards; and
12. Requiring teachers to wear identification badges.

The Grand Jury commends the high percentage of Los Angeles County School Districts currently implementing programs appropriate to their districts which have reduced violence and vandalism in their schools.

The Committee believes that every teacher should expect to be able to teach and every pupil should be able to learn in a school environment as free from violence as possible. School districts already having to stretch every dollar to provide safe facilities in a period of decreasing resources should be spared the unnecessary expense of repairing the destructive acts of vandalism that mark some schools.

To say that the scope of violence and vandalism touches all school districts to the same degree would be unfair. Yet, to focus attention on individual schools within a district may lead to the false conclusion that there is really no problem at all—at least not enough of one to need a countywide response.

The Education Committee is convinced, after a review of available statistics, extensive interviews with school administrators, superintendents, members of boards of education, law enforcement personnel, and parents, that there is a definite need for consistent reporting procedures to document accurately acts of violence and vandalism. Failure to report incidents limits society's ability to cope with the problem and creates a credibility gap between the community and the school administration.

The Committee concluded that every reasonable step must be taken by school administrators, members of the boards of education, concerned parents, teachers and students, to return the classroom to its once calm atmosphere where learning was the first priority.

Therefore, believing that all students and teachers deserve a safe environment in which to learn and teach, the Grand Jury recommends to all Los Angeles County school boards:

- 1. That all schools not participating in meaningful violence abatement, immediately implement relevant programs.**
- 2. That all school personnel consistently report all acts of violence and vandalism to appropriate school and law enforcement authorities.**
- 3. That all school personnel cooperate fully with law enforcement in efforts to apprehend and prosecute offenders.**

The Education Committee learned that the State Legislature is concerned about the increase in acts of violence and vandalism in the schools and has addressed these topics in pending bills. Senate Bills 70, 71, 72 and 73 have been introduced by Senator David Roberti.

Senate Bill 72 would mandate district-by-district reports every six months listing all school-related crimes and acts of violence. The bill would give technical assistance to school districts in problems relating to school-related crimes and provide the cataloging and distribution of effective techniques employed to combat problems on campus. Senate Bill 73 would provide the funding for the programs set out in SB 72.

Parental responsibility for acts of violence and vandalism is the subject of SB 70 and SB 71. Currently, parental responsibility for damages to persons or property caused by a minor is \$2,000. Senate Bill 70 would increase the financial responsibility to \$5,000. Senate Bill 71 authorizes the payment of damages as part of the sentence imposed by a court against any person responsible for an act of vandalism.

Therefore, the Grand Jury recommends that the Board of Supervisors support the prompt enactment of Senate Bills 70, 71, 72 and 73.

2. INVENTORY CONTROL PROCEDURES

The Los Angeles City Schools are a business—a very big business. Millions of dollars are spent for the purpose of the education of children, including salaries for administrators and teachers, transportation, textbooks, and equipment. The high cost of equipment and the inventory control procedures which monitor equipment usage by the schools are the focus of this report. In these money-conscious times constrained by the spirit of financial responsibility, it is imperative that a halt come to careless spending of tax-generated school funds.

After extensive research involving interviews with school administrators, reading numerous studies and surveys, and making on-site inspections including a visit to a “materiel” warehouse, the Education Committee of the Los Angeles County Grand Jury has concluded that a major cause of monetary waste is the absence of an effective inventory control system within the operation of the Los Angeles Unified School District (LAUSD).

In the 1977-78 school year the total dollar loss from the more than 600 school sites was approximately $3\frac{1}{2}$ million dollars. While this figure includes losses from thefts and vandalism, it also includes items simply “lost” somewhere in the vast school system.

Factors contributing to this dollar-loss figure are failure to mark properly all equipment, lack of a central index to record items assigned to a particular school and duplicate stolen property reports which generate the purchase of replacement equipment. These reports list items which may have been stolen but more often are simply misplaced. The result is that the school can receive the returned property, the replacement funds, or both.

The Committee recognizes the responsibility of the school district to provide an education while still maintaining appropriate management procedures. Necessary equipment and supplies must be dispensed as quickly as possible to schools so that the process of education can continue without interruption.

The Education Code, Section 35168, states, "The governing board of each school district, shall establish and maintain a historical inventory, or an audit trace inventory system, or any other inventory system authorized by the State Board of Education, which shall contain the description, name, identification numbers, and original cost of all items of equipment acquired by it whose current market value exceeds two hundred dollars (\$200.00) per item, the date of acquisition, the location of use, and the time and mode of disposal."

The firm of Ernst and Ernst conducted audits authorized by LAUSD for the fiscal years of 1977 and 1978. The results relating to inventory control revealed that required procedures were not being followed uniformly. In fact, more deviations were noted in 1978 than in 1977. While these deviations were reported as isolated instances, they do highlight the need for more effective internal control.

The Education Committee is convinced that stricter adherence to these regulations would provide the proper control. While many schools do conform to the regulations in varying degrees, all schools in LAUSD must assume accountability of all equipment allotted to them. The Education Code does not insist on strict accountability for items under \$200. However, the Committee found excessive loss in equipment such as recorders, typewriters, record players, radios, and musical instruments.

During its investigation the Committee found that the Compton School District, while complying with the Education Code Section, implemented a stricter identification system and experienced a significant decline in inventory loss.

Therefore, the Grand Jury recommends:

- 1. That the members of the Board of the LAUSD immediately develop uniform inventory control policies which strictly comply with Education Code Section 35168.**
- 2. That the administrative staff of the LAUSD implement the inventory control policies set by the Board and develop procedures that include the following:**
 - a. a central inventory file for the District;**
 - b. an inventory listing of the property and equipment at each individual school site;**
 - c. a method of marking all items with a value in excess of \$25.00 so they will be readily identifiable as the property of the District;**
 - d. complete on-site inventory inspection at six-month intervals;**
 - e. a check-out system similar to library procedures for purposes of tracing equipment.**

3. That all other school districts in Los Angeles County carefully review their present inventory system in order to comply with Education Code Section 35168 and to incorporate appropriate controls for items that have a value in excess of \$25.00.

3. SUMMER SCHOOL

The Committee is concerned with serious problems that resulted from the cancellation of summer school programs in most Los Angeles County School Districts last June after the passage of Proposition 13.

The Committee's review of summer school cancellation found students who required remedial instruction during the summer in basic academic areas because they were unable to maintain reasonable progress during the regular year. It was also learned that the teaching staff was forced to devote the beginning weeks of school to organization, schedule preparation and ordering of materials, because no administrative support services were available during the summer. This took valuable time from student instruction.

Although budget constrictions prevent the opening of a full summer school schedule, minimal programs and services should be provided. Long-range planning is necessary in order for the school districts to live within the new budget restrictions and avoid hardships.

The Los Angeles County Grand Jury supports plans now being prepared by some school districts toward the reopening of summer school, and after extensive investigation of summer school options it encourages all districts to implement programs according to community needs. To avoid the serious problems that resulted from the cancellation of summer school programs last year,

The Grand Jury recommends:

- 1. That Los Angeles County School Districts request additional State funding for summer remedial and basic academic instruction;**
- 2. That elective courses be curtailed and, when feasible, local Parks and Recreation Departments or other community agencies provide these courses; and**
- 3. That school districts provide minimum support services, essential maintenance and needed renovation during the summer months so that the fall program can begin without interference.**

4. EXPANSION OF LOCAL GOVERNMENTAL STUDIES

The Education Committee of the Los Angeles County Grand Jury believes that increased instruction regarding local government functions and operations should be included in the curriculum for secondary schools. This is particularly true in Los Angeles County, where county, city, and special district jurisdictions and functions often overlap or are superimposed on one another.

By means of a series of questionnaires and personal interviews with school administrators, teachers, and students, the Education Committee conducted a study of government and civics instruction offered by a representative sampling of schools in Los Angeles County. This study revealed that government and civics courses were almost exclusively oriented toward Federal and State officials and governmental functions.

Although it is important that students understand the processes of government at the Federal and State levels, it is essential, and in the view of the Committee just as important, that they be informed and understand the processes of County and city government. Certainly the local governmental units impact more directly and immediately upon the citizens of the community. Correspondingly, the citizens of the community can have greater impact on local governmental units than at the State and Federal levels, where their influence is often diluted.

It is the view of the Education Committee that high school students are likely to become more informed and effective citizens and voters if they are familiar with the functions of the Board of Supervisors, City Council, Assessor, Board of Education, Planning Commission, special districts, and other local agencies and officials.

Therefore, the Grand Jury recommends to all school boards within Los Angeles County that they expand the course content of the government curriculum to include detailed instruction on the functions and operations of city and county government.

5. NOISE POLLUTION AND PROXIMITY OF SCHOOLS TO FREEWAYS

The Education Committee of the Los Angeles County Grand Jury is concerned with the impact of highway noise on the education of children on school sites located near freeways.

During the course of investigation, the Committee learned that the Department of Transportation (Cal-Trans) is responsible for reducing noise level to no more than 50 decibels in every classroom in schools near a freeway, if the school was built prior to the construction of the freeway. Various methods of decreasing the sound level have been utilized: modifying architecture, sealing windows, adding double panes, insulating walls, installing air conditioning, and constructing sound abatement walls alongside the freeways. Although the relevant legislation (Education Code Section 216) does not provide a specific time limitation, the Committee found that Cal-Trans is proceeding to implement existing legislation with a goal toward completion by 1984.

The Grand Jury commends the State Department of Transportation for its cooperation with affected school districts and its effort to reduce highway noise in schools located near freeways.

The Committee has visited school sites, issued questionnaires, reviewed available data and met with board members, administrators, teachers and students. In addition, it has canvassed school districts within Los Angeles County having schools near freeways to determine whether or not existing policies governing school construction and modification take into account the effects of noise pollution.

The anticipated construction of the Century Freeway and its effect on schools located near the planned route are of particular concern to the Grand Jury, since 11 schools in nine districts are involved. Coordination by all parties concerned will result in a better learning environment.

Therefore, the Grand Jury recommends:

- 1. That continuous communication between affected or potentially affected school districts and Cal-Trans be initiated and maintained;**
- 2. That Cal-Trans continue to implement plans to seal and air-condition schools, and to build noise-abatement walls, where necessary;**
- 3. That school districts cooperate with Cal-Trans in expediting the implementation of the programs undertaken pursuant to Recommendation 2 above; and**
- 4. That liaison be maintained between city officials, school board members and Cal-Trans whenever possible, to insure understanding and cooperation with regard to the problems of noise pollution.**

On February 28 the Grand Jury wrote the Board of Supervisors, the County Superintendent of Schools, and superintendents of school districts in the County to support and urge the reinstatement of summer school sessions.

On April 25 the Grand Jury urged the Board to support Senate Bills 70, 71, 72, and 73. On May 2 the Committee Chairman, accompanied by members of the Committee, testified in Sacramento on SB 72 and SB 73 before the State Senate Education Committee.

Janet C. Erickson, Chairman
Mimi G. Felmar
Frances K. Gulbranson
Sally A. Howard
Dominick C. Turinetta

EDUCATION AND JUVENILE JUSTICE COMMITTEES: JOINT REPORT

PURPOSE

The purpose of the Joint Committee was to review educational programs available to juveniles who are being held in county facilities, either prior to or after disposition of case.

AREA OF REVIEW

County special schools located in detention facilities and probation camps.

COUNTY SPECIAL SCHOOLS

The members of the Education and Juvenile Justice Committees visited the juvenile halls and camps operated by the County Probation Department. Of special interest to members of the Committees were the schools at these facilities which are operated by the Los Angeles County Board of Education—Special Schools Division. Committee members met with many of the principals and teachers, as well as with some of the students.

The primary goals of the Special Schools Programs are to improve the educational skills and vocational opportunities of the detained juveniles. A secondary goal is to generate an interest in education. To achieve these goals the schools provide intensive placement testing of juveniles, individualized remedial instruction, small classes, career awareness, vocational guidance, regular academic programs, high school graduation certification, and General Equivalency Degree (GED) preparation. Due to the constant turnover, students are given individual instruction.

The Committee members spoke with several students who had demonstrated improvement in reading and computation skills. Their achievements caused these juveniles to develop a more favorable attitude toward education.

The Grand Jury commends the Los Angeles County Special Schools Division for the excellent quality of its educational programs and for the vocational opportunities offered in the probation camps and detention halls.

Nan A. Peete and Janet C. Erickson, Chairmen
Jetsey R. Caveney
Mimi G. Felmar
Frances K. Gulbanson
Sally A. Howard
Robert A. Perez
Eva P. Saenz
Dominick C. Turinetto

ENVIRONMENT COMMITTEE

PURPOSE

As Los Angeles County residents, the members of the Environment Committee know the advantages of living in the Southland with its mild climate, varied geography, low-density development, and casual life style. But Committee members also know about the problems created by the very attractions that invite people here: urban sprawl, traffic congestion, air pollution, housing shortage, limited energy supply, and waste disposal.

By reviewing some of these County environmental problems and bringing them to the public's attention, the Committee hopes to improve utilization and conservation of precious natural resources.

AREAS OF REVIEW

1. Countywide Need for Policy Direction
2. Public Transportation
3. Auto Emissions
4. Solar Energy
5. Landfills
6. Solid Waste—Resource Recovery
7. Waste Treatment Management—Malibu-Topanga Area
8. Scales and Meter Surveillance

1. COUNTYWIDE NEED FOR POLICY DIRECTION

Investigations of the many issues affecting the environment impressed upon the Committee the urgent need for strong and consistent policy direction that would maintain the quality of life now enjoyed by the citizens of this County. This critical need for a tool to provide policy direction has also been a key concern of the Los Angeles County Regional Planning Commission and its staff. On March 2, 1979, the Commission recommended that the Board of Supervisors adopt the Proposed General Plan and its Final Environmental Impact Report.

The Committee devoted considerable attention to the Proposed County General Plan; however, it decided that a review and recommendation of the entire document was impossible due to time constraints. Therefore, the Committee focused on the selected issues of (1) General Goals and Policies, (2) the Land Use Element, (3) the Conservation and Open Space Element, and (4) the Water and Waste Management Element. Review of the above-mentioned elements

centered on evaluation of policy statements and general narrative/definitions. Unfortunately, the Committee did not have sufficient time to consider proposed action programs.

The Committee discussed the Proposed General Plan with Regional Planning Commission staff, members of the Los Angeles Citizens Planning Council, and concerned citizens. The Committee also attended Regional Planning Commission meetings during its consideration of the Plan. In addition, relevant information was gleaned during studies of other areas of review, such as waste management, air quality, and transportation.

General Goals and Policies

The general approach of the Committee was to compare the issues raised by public comment with the policies and goals of the Plan to determine if the Plan addressed the public's concerns. A 1976 opinion poll conducted under the auspices of the Regional Planning Commission indicated that the people of Los Angeles County prioritized their concerns as follows:

1. Improving air quality
2. Saving energy
3. Making more jobs available
4. Saving water
5. Reducing the cost of government services
6. Construction of residences more people can afford
7. Preserving the natural environment
8. Preventing urban blight and deterioration
9. Enhancing equal opportunity
10. Improving public transportation

The Committee attempted to assess the policy statements of the Proposed General Plan by evaluating their ability to meet these concerns.

The basic premise of the General Plan is that the County will face moderate growth over the next 20 years. The Plan anticipates a natural population increase from 7 million to 7.8 million. In general, public opinion supported this growth provided "there is assurance of public policies which will protect the environment."

Community consensus also agreed that focus should be put on a more concentrated pattern of urban development. A majority of citizens supported programs that would rehabilitate run-down urban areas. There was public approval of a housing mix with a shift towards townhouses and twin houses and less emphasis on single-family detached homes.

The Committee concluded from public comments that the projected growth should be concentrated in presently established urban areas that would support

a slight increase in density and prevent the expansion of urban sprawl which is expensive both to the environment and the taxpayer. Continued development in the fringe areas drains an already weakened urban core while it necessitates the use of more energy, the need for new facilities, and government services—all of which put a greater demand on limited resources and tax dollars.

The citizens asked for strong public policies that will assure protection of the environment while allowing moderate growth to take place. The Committee found that the General Policy Statements were consistent with the demands of the public. The Regional Planning Commission adopted the following policy direction:

- promote a more concentrated urban pattern
- focus new development in suitable locations
- accept moderate population growth

The Commission also stressed:

- strengthening the economy
- protecting the environment
- remaining sensitive to local plans

While the Committee concluded that on the whole the policy statements voiced the opinions of the public, there were some areas in the Plan that the Committee felt should be strengthened. In order to enforce the policy statements, strong implementing ordinances that would direct development and protect the environment are necessary. Based on its evaluation of the General Goals and Policies, the Committee concluded that it does provide positive policy direction for the future of the County.

However, to assure that these policies will be put into action, the Grand Jury recommends that the Board of Supervisors adopt strong implementing ordinances which will direct growth in already-established urban areas with existing facilities and services.

Land Use

The Committee felt that two specific areas needed revision in the Land Use Element. This chapter has the greatest potential for directing future development. The policy statements discuss concentration in already-established areas. However, areas identified as “suitable for new development” were the same fringe areas that would continue urban sprawl. In particular, the Projected Growth Tables and the Land Use Policy Map indicate a permissive attitude towards further fringe-area development. Growth in these areas increases the use of energy and water, air pollution, and environmental hazards, and the cost of governmental services.

The Committee believed these projections could weaken the interpretation of the policy statements.

The Hillside Management Plan provides for special performance-review procedures for development in urban hillside areas. These performance-review procedures limit density and require stricter building codes. Hillside areas applicable to these procedures are defined as "mountainous and foothill terrain having a natural slope of 25% or more." After discussion with the County Engineer and others, the Committee concluded that more land on the lower hillsides should be protected—land in the foothills that if opened for development would be particularly susceptible to fire, flood, erosion and landslides. The Committee believes that the definition of hillside areas should include lands with a slope of 15% or more.

Therefore, the Grand Jury recommends that the Hillside Management Plan change the definition of hillside areas to read "mountainous and foothill terrain having a natural slope of 15% or more."

Water and Waste Management

The last area of Committee concern was waste management. The Committee observed an absence of the consideration of transfer stations for future waste management. Its study led it to the conclusion that transfer stations would be a valuable tool for waste management when landfills are located further and further away from urban areas.

Therefore, the Grand Jury recommends that the Water and Waste Management Element include consideration of transfer stations for future solid-waste management.

2. PUBLIC TRANSPORTATION

With limited supplies and escalating costs of petroleum products, the people of Los Angeles County will need to depend on a variety of means of transportation. The Environment Committee considered the availability of alternatives at present and in the future as the demand for alternatives increases.

The Committee, and in some cases, the full Grand Jury, discussed the issue of transportation with representatives of the Southern California Rapid Transit District (SCRTD), Cal Trans, the Los Angeles County Transportation Commission (LACTC), and Supervisor Baxter Ward.

The Committee believes that the automobile will continue to be the primary means of transportation for Los Angeles. A great investment has been made in the streets and highways of the County; the Southern California lifestyle has become dependent on the automobile for its mobility. However, the Committee also concluded that public transportation must be available as an alternative for those who cannot afford automobiles and the high cost of fuel, and for future situations of limited supply.

Presently Cal Trans calculates that 96.4% of the trips in Los Angeles County are made by automobile and 3.6% by public transportation. These figures indicate that public transit has played a small role in moving people around this community.

Projections by Cal Trans anticipate an increase in the use of vanpools, carpools, and public transit. Commuter Computer and private firms are working hard to encourage more ride-sharing. An increase in carpools can also be achieved by more incentives from employers; for example, free and preferential parking. The Committee believes that industry should support vanpools and private bus service for their employees whenever possible.

Although more carpools will certainly help, the greatest potential still lies in an increased use of public transportation. The 3.6% presently using the bus system equates to approximately 1.3 million boardings per day. Most of these bus riders are carried by SCRTD in 2600 buses over 4,511 route-miles throughout the Los Angeles area at an annual cost of \$252 million (FY 78-79).

With the higher costs of fuel, the SCRTD has seen an increase from 630,000 boardings per day in 1975 to a record high of 1,250,000 in April of 1979. If this demand continues, the present bus system will reach an overload point when the 3.6% of riders carried reaches 5%.

The Committee believes that this demand will grow to much higher than 5% due to the energy situation. The Committee concludes that an improved public transportation system is absolutely necessary for Los Angeles.

In order to have improved public transportation, three issues must be resolved: (1) what the system will be; (2) what funds will build it; and (3) how funding will be provided to operate the system.

The Committee considered the immediate future as the first priority. The only feasible solution to a quickly increasing demand is buses. Any rail system will take a minimum of eight years to build. However, the SCRTD has limited funding to provide additional service.

The sources of SCRTD funding are 35% from bus fares, 32.3% from the State, 30% from the Federal government (Urban Mass Transportation Act -UMTA), and 2.7% from other sources. Los Angeles is the only major metropolitan area in the United States that does not have a local funding source for public transportation. Annual per capita contributions in other major metropolitan areas range between \$50 to \$70, while the per capita contribution in Los Angeles is less than \$15. The amount of service in an area is proportional to the amount of investment made in that service. Unfortunately, the Los Angeles situation shows this all too clearly.

With the limits placed on local governments by Proposition 13, no help can be expected from other local governmental entities. A new source must be identified if the system is to be improved.

The Committee anticipates that future public transportation will be a high-speed, grade-separated system that can carry great numbers of people quickly and comfortably. However, this will be expensive to construct, and decisions must be made as to the kind of system and where construction should begin. Considering the expense of capital outlays for rapid transit, the Committee

concluded that local governments cannot afford to build a system without the help of 80% Federal matching dollars. Costs for an initial segment are expected to be approximately \$1 billion. The local share for such a project would be about \$10 million annually over a 10-year period. This amount is presently available from Los Angeles City and County Proposition 5 funds—monies the voters approved for building a rapid transit system in 1974.

Although funds are now available to match Federal dollars, local officials have not yet made the commitment. The Los Angeles County Transportation Commission which has the responsibility to decide on a system and the first segment to be built is trying to make those decisions. Meanwhile the Federal dollars available are being slowly allocated away to other cities. Since Federal funding programs began in 1964, San Francisco has received \$594,000,000 (\$199 per capita); Boston received \$536,000,000 (\$202 per capita); Baltimore received \$481,000,000 (\$304 per capita); New York received \$2,080,000,000 (\$129 per capita); Chicago received \$852,000,000 (\$127 per capita); and Los Angeles received only \$202,000,000 (\$24 per capita).

The Transportation Commission is now deliberating on the possible adoption of one of two alternative countywide programs, both of which utilize the present freeway system as their backbone. One, proposed by Cal Trans, would be a system of new facilities added on to designated freeways which would provide special bus and carpool lanes. These facilities could be convertible to rail. The other alternative—the Sunset Limited, which originated from Supervisor Baxter Ward—proposes to add high speed rail facilities to designated freeways. Both proposals include a subway along the Wilshire Corridor and north through Hollywood to the San Fernando Valley, a very heavily traveled route which does not have a freeway. Detailed technical data are being considered by the Transportation Commission in this decision. The Committee believes that a rail system would offer the best alternative to the rider in terms of convenience and comfort.

The Environment Committee concluded that local officials must act quickly if mobility in Los Angeles is to be maintained.

Therefore, the Grand Jury recommends that:

- 1. The Los Angeles County Transportation Commission determine a source of local funding to operate an expanded bus system;**
- 2. The Los Angeles County Transportation Commission adopt a Countywide program as soon as possible, giving priority to use of rail wherever financially feasible;**
- 3. The Los Angeles County Transportation Commission select for an initial project that segment of the Countywide program that would provide service to the greatest number of people; and**
- 4. The Los Angeles County Board of Supervisors and Los Angeles City Council allocate Proposition 5 funds to provide local matching dollars for the initial project adopted by the Los Angeles County Transportation Commission.**

3. AUTO EMISSIONS

The Environment Committee has studied the State Air Resources Board's program for the inspection of motor vehicles upon change of ownership.

Recent public surveys indicate "clean air" is a most urgent concern of all Los Angeles County residents. The citizens have stated their willingness to cooperate in the smooth implementation of this program.

Arizona, Oregon and New Jersey have found annual vehicle inspections to be both publicly and privately supported as producing low-cost effective emission reductions.

The Los Angeles County Grand Jury recommends that the Board of Supervisors support State Legislation which will (1) provide for annual vehicle emission inspection, and (2) provide funding to implement effectively the program.

4. SOLAR ENERGY

The Committee's concern for the escalating cost and increasingly diminishing supply of fossil fuel led to investigation of possible alternative sources of energy. Emphasis was given to solar energy, particularly as it pertained to residential use for hot water, swimming pools, and space heating.

The Committee found that 30,000 homes in the United States already employ solar water-heating systems, and the California Energy Commission predicts that in 1985 more than one million houses in California will be heated by the sun.

The Committee reviewed the present state-of-the-art technology with respect to the application of solar energy for these residential uses. The Committee conducted interviews with representatives of government and industry, combined with on-site visits to solar energy facilities. From this the Committee concluded that due to expensive capital outlays, wide-spread use of solar energy is not yet cost-effective.

However, the Committee believes that solar energy systems should be implemented under certain design circumstances. The Committee also found that the technology is improving rapidly and that use of these systems should be evaluated on an individual basis for each residential project. In addition, Committee members saw a need for consideration at the County level of this energy-saving device for future implementation.

Therefore, the Grand Jury recommends that the Los Angeles County General Plan address the role of solar energy systems in future construction.

5. LANDFILLS

The Committee urges immediate attention to the solid-waste-disposal situation in the southern portion of the County. When the Palos Verdes Landfill is closed in December, 1980, cities in that area must find new means of waste disposal.

Unless steps are taken now to prepare for this, solutions will be more costly and a serious problem may result.

Several studies have been prepared by the Sanitation District in anticipation of the closing of this landfill. These studies consider several options to the cities such as direct haul to other landfill sites, use of existing private and public transfer stations, and construction of new transfer stations.

Therefore, the Grand Jury recommends that the Board of Supervisors direct the Sanitation District to call the affected cities together as soon as possible to agree on a course of action for solid waste disposal upon the closing of the Palos Verdes Landfill.

6. SOLID WASTE-RESOURCE RECOVERY

The Committee found that more than 30,000 tons of solid waste are collected in this County every day. This waste could be turned into an enormous amount of usable energy—steam, gas, or electricity—through a resource recovery system.

These systems are very capital-intensive, resulting in processing costs of \$11 to \$30 per ton, compared to \$3 to \$4 per ton for disposal in sanitary landfills. However, the time is coming when the landfill sites will not be there and energy will be worth more.

After many studies, a site in the City of Long Beach appears to be most feasible for a resource recovery system. When it is operational in 1983, it will be strongly competitive, for after the Palos Verdes landfill is exhausted, extended hauls from the Long Beach area will be very expensive.

Therefore, the Grand Jury recommends that local funds be raised by revenue bonds authorized by the Board of Directors of the Sanitation District to match State and Federal capital dollars for the construction of these facilities. These bonds are to be repaid from profits accruing from the sale of this newly created energy.

7. WASTE TREATMENT MANAGEMENT—MALIBU-TOPANGA AREA

The Malibu-Topanga area covers more than 25 miles of major coastal-mountain area in northwest Los Angeles County and is served for waste disposal mostly by septic tanks, seepage pits, and leach-field systems.

The Committee studied pollution hazards in the ocean and in other local waters. It was concerned with safe conditions for water recreation, especially swimming, and for the harvesting of shellfish.

Interviews and on-site visits to the areas were conducted with staff from the Los Angeles County Engineer's Office, the Department of Health Services, the State Regional Water Quality Control Board staff, and residents of the area.

The Committee limited its study to two current issues regarding waste treatment and disposal in the Malibu-Topanga area.

One concern centered around the Malibu Creek drainage area near the Civic Center/Serra Road. Secondary treatment water is being dumped into the creek by the Las Virgines Municipal Water District from its Tapia Treatment Plant, which is located approximately three miles upstream. In addition, pollution is suspected from neighboring horse corrals and creek-side homes.

The Malibu community is very concerned about the disturbance of the ecological system of the Creek drainage area and the health safety of these waters for recreational use. Presently, insufficient data are available to determine what the exact sources of pollution are.

The second problem area is the Malibu beachfront, which is used extensively for recreational and swimming purposes. It is lined with residences and restaurants which have septic tanks instead of a sewer. Randomly-collected water samplings along this strip frequently do not meet water-quality standards as set by the State Regional Quality Control Board (SRQCB).

While no human health problems have yet been reported by health authorities here, cesspool overflow complaints are frequently lodged against apartments and restaurants. Health authorities operate with a staff limited to one full-time man and one part-time man, who are kept busy on a continuous round of complaints, investigations, and the issuance of citations for infractions. In most instances, fines are paid, repairs made, and pipes fixed or replaced, but there has been no solution for the overall problem.

A State committee recommended sewerage and construction of small-package treatment plants for the beachfront and the civic center area. However, the community has not supported this recommendation because of expensive hook-up fees and the probable result of increased development. The residents have consistently voted down bonds that would finance the local share of construction for a sewer project.

The Environment Committee concluded that there is a potential health problem that must be addressed by the community-at-large in both the Malibu Creek drainage area and the Malibu beachfront area.

Therefore, the Grand Jury recommends:

- 1. That the Board of Supervisors authorize local matching of funds for a one-year water-quality monitoring program to determine pollution sources in the Malibu Creek area.**
- 2. That the Courts impose stiff fines for sewage infractions in the Malibu beachfront area and that the Board of Supervisors authorize revenues accruing from these citations be returned to the County Department of Health Services (DHS) to finance sufficient personnel to monitor this problem area.**
- 3. That the County Engineer and DHS assure strict adherence to existing Building, Plumbing and Health and Safety Codes by careful on-site inspection and detailed plan review of any new building permit requests along the Malibu beachfront area.**

4. That the County Engineer continue discussion with State and Federal agencies regarding sewerage of the Malibu beachfront area as a long-range solution to water pollution problems.

8. SCALES AND METER SURVEILLANCE

The Committee finds that the reduced surveillance service performed by the County Weights and Measures Department will cost Los Angeles County consumers millions of dollars annually. In fact, consumers throughout the state will suffer losses because of similar problems in other counties.

The Grand Jury supports continued monitoring by the Weights and Measures Department as a necessary protection to consumers.

To finance these valuable services, the Grand Jury advocates a statewide fee system which would impose annual permit fees on businesses that use weighing or measuring devices commercially. The fees would pay for the inspection of these scales and meters. The cost of the permit would be determined by the number and kind of devices at each business location. Revenues collected would go to the General Fund of each county to be specifically returned to the Weights and Measures Department.

Therefore, the Grand Jury recommends that the Board of Supervisors endorse legislation which will authorize counties to impose fees for annual permits for weighing and measuring devices.

On September 28 the Grand Jury wrote the Board of Supervisors on the need for consumers to be alert to faulty weights and measures.

On October 30 the Grand Jury urged the Board to transfer money to the Flood Control District for immediate work, to prohibit flammable roofing, and to urge the State to provide money for special districts.

On December 15 the Grand Jury wrote the Board to state its support for the State Motor Vehicle Inspection Program.

On February 26 the Grand Jury wrote the Board to urge it to get cities in the southwest part of the County to agree on a course of action for disposal of trash after the Palos Verdes landfill is closed.

On March 8 the Grand Jury asked the Board to advocate a law for statewide fees on businesses that use weighing and measuring devices.

On March 22 the Grand Jury recommended to the Board that the General Plan address the role of solar energy.

Francis A. Bartolomeo, Chairman
Delia H. Carbajal
Marvey A. Chapman
Johanne E. Hanser
Frank Magallanes
Robert A. Perez

HEALTH AND HOSPITALS COMMITTEE

PURPOSE

The Committee's main concern was how the health-care needs of Los Angeles County's 7½ million people could most optimally be met. Our focus became how the Department of Health Services (DHS) deals with the health-care needs of medically indigent persons who are dependent upon the County for their health care.

The Committee's purpose was fourfold:

1. To prevent further erosion of the public hospital and health-care system, in light of financial limitations placed upon public funding by Proposition 13.
2. To raise public awareness of particular health-care problems and some of the systems designed to solve them.
3. To inquire into and, in some instances, to monitor specific programs for efficiency and effectiveness, and to study in depth some of the sub-systems of the very large and complex Department of Health Services.
4. To make positive and constructive recommendations where appropriate.

AREAS OF REVIEW

1. Medical Treatment Policies—DHS
2. Alternative Operations of County Hospitals
3. Nursing Recruitment and Retention
4. Alcoholic Detoxification Center Expansion in Skid Row
5. Tuberculosis Increases in Los Angeles
6. Paramedics
7. Prepaid Health Plans and DHS

1. MEDICAL TREATMENT POLICIES—DHS

The Department of Health Services (DHS) is the largest unit of Los Angeles County government, with a budget of almost one billion dollars and about 25,000 employees. Its primary responsibility is the operation of 10 County hospitals and 58 health centers where preventive and elective health care, as well as emergency care, are provided.

The Grand Jury's Health and Hospitals Committee began this study in August, 1978, when it became evident that definitive treatment policies did not exist in most areas of patient care.

The Committee interviewed DHS representatives, visited County hospitals and comprehensive health centers, heard testimony from many experts in health care, some outside the County, and reviewed extensive studies and interim reports.

Los Angeles County is unusual in that it maintains ownership, management, and control of its entire hospital and health-care system, while most other counties in the State, and large cities elsewhere, have other modes of managing and operating their health facilities. Some of these are run by university medical schools and others by private management groups.

In Los Angeles, County hospitals remain the primary source of care for indigent persons. This responsibility is State-mandated in the Welfare and Institutions Code (W&I), Section 17000, and the Health and Safety Code (H&S), Section 1442.

In addition, the hospitals are emergency-care oriented to the extent that today more than 85% of admissions are medically evaluated as emergencies. The County also has contracts for emergency services with 68 private hospitals. While these private hospitals do treat local emergencies, DHS representatives report that some send severely ill patients and persons without identifiable financial resources to County hospitals as soon as they are medically stabilized.

Formulation of medical treatment policies had been under discussion by a Board-authorized DHS/County Administrative Officer Task Force since January, 1978. The Task Force was ordered to develop recommendations in response to a November, 1977, request from the Auditor-Controller concerning County policies for front-end screening; i.e., evaluation of financial capability of patient to pay at time of application for medical care. The issues raised by the Auditor-Controller were whether the County should continue to provide elective care to certain categories of patients and whether the County should bill and/or require pre-admission deposits for certain types of elective care.

Concurrent with the determination of Medical Treatment Policies was the resolution of the problem of how quickly patient front-end screening (Fiscal Data Acquisition System-FDAS) could be implemented and whether procedures developed since 1977 in the Ability-to-Pay Pilot Study in the San Fernando Valley Region should be expanded to other areas. Both of these elements were deemed to be necessary for adoption of treatment policies.

On February 6, 1979, Medical Treatment Policies covering nonemergency care in County facilities were adopted by the Board of Supervisors, as recommended by DHS and CAO. These have the effect of denying care to those persons enrolled in Prepaid Health Plans (PHPs), persons who have insurance coverage, those who refuse to apply for Medi-Cal, and those who refuse to give current addresses. Ten days later a clarification was issued that approved treatment

policies would include all emergency and public health/preventive health services, as well as prenatal care, to all persons regardless of residency status.

As of April 1, 1979, the approved policies were implemented in all County hospitals, along with the FDAS, and on July 1, 1979, procedures as developed in the Pilot Study on Ability-to-Pay will be installed County-wide.

As the Grand Jury Committee continued its study, it found out that County hospitals were not admitting certain patients because the hospitals lack "community hospital" status. This would allow patients who might otherwise be denied care to exercise the option of receiving care by paying the full cost.

Recommendations have been made by both the DHS Director and CAO that all County hospitals be designated "community hospitals." This is permitted under W & I Code Section 14000.2 but still requires Board of Supervisors authorization.

ELECTIVE MEDICAL TREATMENT FOR UNDOCUMENTED ALIENS

The issue of elective care and treatment for undocumented aliens remains unresolved.

Vast public sentiment and testimony to the Board of Supervisors indicate that "denial of care would be both bad economics and bad medical practice." Medical and public health experts have testified that such a policy would muddle a difficult situation if medical risk and medical emergency have to be taken into account in determining medical treatment eligibility.

Section 17000 of the W & I Code clearly indicates that "every county shall relieve and support all poor people incapacitated by disease or accident who have no support themselves and are lawfully resident in the County." The County Counsel in June, 1978, and the Attorney General in February, 1979, have interpreted this section to prohibit nonemergency medical care to undocumented aliens. Pacific Legal Foundation has threatened to sue the Board of Supervisors and other County officials for recovery of funds spent for undocumented alien care.

One question that remains to be settled is whether persons who cannot, or will not, apply for Medi-Cal should indeed go untreated because they fear notification to the Federal Immigration and Naturalization Service (INS), which might expose them to possible deportation. Delay in medical treatment is equivalent to condoning a public health hazard. The health of *each* person in Los Angeles County affects the health of *all* persons in the County. A cough may be a symptom of tuberculosis; an unvaccinated woman may catch German measles while pregnant and give birth to a handicapped child, a child who by birth in the County is a handicapped citizen whose care will be a County responsibility for life. Many others would be denied treatment because they cannot pay for it, and yet they work in restaurant kitchens and in people's homes, as well as in nursing homes. Their health problems become everyone's health hazards.

The Grand Jury recommends:

- 1. That the Board of Supervisors designate all County hospitals as "community hospitals."**
- 2. That the Board actively seek the introduction and passage of legislation enabling the County to have the option of providing elective medical care to nonresidents, including undocumented aliens.**
- 3. That, given the above enabling legislation, the Board exercise this option to provide elective care to nonresidents, including undocumented aliens, under its Medical Treatment Policies.**
- 4. That the Board seek financial relief from the Federal government, through the State, to recover all unreimbursed costs of providing medical care to undocumented aliens.**

2. ALTERNATIVE OPERATIONS OF COUNTY HOSPITALS

During the year the restructuring of the Los Angeles County Hospital system became a matter of thorough study by the Health and Hospitals Committee. Proposition 13 added an element of urgency to this study and the interviews that were conducted.

An equally important focus of the study was the Kasonic Report, issued in October, 1978, entitled "An Analysis to Determine the Economic Viability of Operating Three Los Angeles County Teaching Hospitals under Alternative Management Approaches." The Kasonic Study was authorized and financed by the University of Southern California School of Medicine, and was performed and published by Kasonic Associates, a Seattle health-care consulting firm.

Against a backdrop of general information and an outline of current County health-care operations, as well as the functioning of County teaching hospitals, Kasonic collected revenue and expense data, analyzed it, and, with the aid of a financial planning model, located areas where hospital procedures could be improved for efficiency and quality in each of the three major acute hospitals (Los Angeles County/UCLA/Harbor General; Los Angeles County/USC Medical Center; and Martin Luther King Jr. Memorial Hospital).

Kasonic made eight specific recommendations which it deemed necessary to upgrade services in the three County hospitals. These were:

1. To create an independent governance for each hospital;
2. To place each facility on community hospital status;
3. To revise management practices to improve revenue production;
4. To emplace improved financial planning and controls;
5. To initiate physician practice plans;
6. To adopt itemized billing;
7. To improve patient financial planning; and
8. To provide capital to upgrade physical plant and equipment.

Grand Jury findings certainly indicate that some of the Kasonic recommendations can now be incorporated into the current operations. For instance, "community hospital" designation is permitted under Welfare and Institutions Code Section 14000.2, but must be authorized by the Board of Supervisors. This designation would fully capitalize on the unique capabilities of faculty, staff, students, and community physicians so that they can provide expert medical care in each of the hospitals, and would also allow patients who might otherwise be denied care to exercise the option of receiving care by paying the full cost themselves, or through health insurance. It was also learned that Martin Luther King Jr. Hospital was granted "community hospital" status at time of construction and formal opening, but that no operational guidelines have been approved or implemented.

Other major steps taken in the direction of implementing Kasonic recommendations 3, 4 and 7 were the adoption of Medical Treatment Policies on February 6, 1979, by the Board of Supervisors and by the Fiscal Data Acquisition System (FDAS) emplacement which began on April 1, 1979. These are to become fully operational on July 1, 1979, with the hiring and training of necessary staff and restructuring of space to house these functions.

It was also learned that accounting and billing under the MCAUTO system now in place at Martin Luther King Jr. Hospital collects two sets of data simultaneously. However, the all-inclusive billing rate continues to be used because the hospital lacks operational "community hospital" status. Conversion to itemized billing for all County hospitals is now under study, and the capacity for it exists.

Finally, the Grand Jury was advised that Enterprise Funding has been under intensive study by DHS Director and his reorganized management group since August 1, 1978, both in central administration and in each of the County hospitals, and that 1979-80 budgeting will be under Enterprise Funding System.

The Grand Jury recommends to the Board of Supervisors:

- 1. That full "community hospital" status be granted to each of the three hospitals studied under Kasonic Report, including approval of operational guidelines.**
- 2. That concurrent with "community hospital" designation, implementation of Medical Treatment Policies and FDAS, there be full evaluation of the new policies and procedures early in the 1979-80 fiscal year, particularly to test for improvement in the areas of revenue production, financial planning and controls, and patient financial planning.**
- 3. That itemized accounting and billing programs be approved, funded and adopted early in the 1979-80 fiscal year, following "community hospital" designation.**
- 4. Finally, that discussions and negotiations with the universities continue so that wherever feasible other Kasonic recommendations can be adopted within the present health-services system.**

3. NURSING PERSONNEL—RECRUITMENT AND RETENTION

The problem of insufficient numbers and quality of nursing staffs in Department of Health Service facilities became a matter of deep concern and study by this Grand Jury. It had also been very extensively studied by previous grand juries.

Site visits were made to several major hospitals, and interviews were held by the Grand Jury with hospital and nursing administrators. Findings and recommendations of the 1977-78 Grand Jury were reviewed in detail.

Multiple innovative approaches had been formulated by a 1978 task force of medical, hospital, and nurse administrators, and several recommendations made to the Board of Supervisors. Those which were approved by the Board included an interim benefit package of shift differentials, advanced-step recruitment, career incentives for licensed vocational nurses on staff to study on County time to become registered nurses, and other retention incentives. A second County-wide Nursing Job Fair was held at the Dorothy Chandler Pavilion on December 3, 1978, following which Health Services was successful in hiring a significant number of new nurses. In addition, while County-wide centralized recruitment efforts continued, local hospitals and health facilities emphasized and conducted recruitment and hiring activities in their local communities.

One additional solution was developed by Nurse Administrators in conjunction with this Grand Jury. This solution was based on the well-proved theory that "students" completing professional courses are an excellent source of workers for the health-care practitioner field where they receive their clinical training, and especially where they have association with medical, nursing, and other professional schools leading to the use of advanced knowledge and technologies. It was found that Los Angeles County health facilities are indeed in the forefront of advancements of medical technology, in the acquisition of new information, in patient care techniques and procedures, and of new equipment used in highly specialized areas, such as burn care, cancer care, and comprehensive rehabilitative care of severely disabled patients.

It was also found that in-service educational programs conducted in all County hospitals could be a most appropriate vehicle to disseminate new knowledge and technologies to other health facilities in their communities and to outside, non-County personnel, and that thereby appropriate user fees could be charged to non-County personnel. These fees could be returned to departmental continuing-educational programs, thereby enhancing DHS educational and training internal staff capabilities and providing educational equipment. Even more importantly, some of the non-County specialty nurses taking the courses would be recruited into staff positions.

The Grand Jury found that in order to make this possible, State enabling legislation would be needed.

Specific recommendations for this enabling legislation were developed by the DHS/Chief Administrative Office and County Counsel staffs, recommended by the Grand Jury, and approved by the Board of Supervisors on December

13, 1978. On February 1, 1979 enabling legislation (AB 452) was introduced into the 1979-80 California Legislature by the California Nurses Association.

The Grand Jury commends the County Board of Supervisors and staff involved in developing this legislation and for assisting in introducing it into the Legislature, and further recommends that the Board continue to urge its legislative staff to support AB 452 to its adoption in the Legislature.

4. ALCOHOLIC DETOXIFICATION CENTER EXPANSION IN SKID ROW

The Grand Jury is deeply concerned about the lack of facilities and services available for the humane treatment of public inebriates in the central Los Angeles City area.

The number of public inebriates on the streets has increased steadily since the March, 1978, Sundance court decision requiring improved conditions in the City's drunk tanks. This has had the effect of reducing the number of public inebriates being jailed by more than 90% from the previous year. However, major crime statistics (deaths and major injuries involving intoxicants) in the skid row area more than doubled in the three months from July 1st to September 30th, 1978, as compared to two previous years, and 11 unsolved stabbings in the area late in 1978 justifiably heightened public concern.

In full awareness of the limitations of public funding and the unavailability of local property tax funds for this purpose, the Grand Jury recommends:

- 1. The immediate allocation of up to \$600,000 from Department of Health Services current fiscal year grant funds allocated for treatment of alcoholism in order to expand the present central City Detoxification and Rehabilitation system for the current fiscal year.**
- 2. The redirection from local (City and County) justice agencies of those savings accumulated from recently reduced 647(f) arrests and prosecutions. These savings have been variously estimated at from zero to \$4,400,000.**
- 3. Board of Supervisors joint action with City and other County officials and the Los Angeles City business community in order to generate long-term funding from State of California General Funds, specifically from tax money which is now derived by the State from the manufacture and sale of alcoholic beverages.**
- 4. Finally, that the Board of Supervisors seek to introduce into the present Legislative session a bill to increase the current excise tax rate on alcoholic beverages slightly (e.g., ¼%), similar to SB 204 and SB 329 which were previously passed by the Legislature by an overwhelming majority, but vetoed by the Governor.**

Action on recommendations 2, 3, and 4 would raise at least \$6,000,000, the projected annual cost of an optimal multitiered Detoxification and Rehabilitation system, which should begin immediately.

5. TUBERCULOSIS INCREASES IN LOS ANGELES

The Grand Jury Health and Hospitals Committee's study of the prevention and control of communicable diseases in Los Angeles County focused on statistics showing a phenomenal increase in the incidence of tuberculosis cases. A 10% increase, or 1,500 new cases, in Los Angeles County was reported in 1977, as compared to 1970. Other metropolitan areas and the United States as a whole show the opposite trend—a remarkable decrease in new case rates during the same interval. (U.S. decreased 19%, Chicago decreased 25%, and New York City decreased 37%.)

County officials in tuberculosis control postulate several reasons for this alarming local public-health problem, which is both preventable and treatable. These include:

1. The massive closure of tuberculosis hospitals and beds has resulted in a lack of public awareness of the disease.
2. Among general medical professionals there has been a diminishing concern about tuberculosis.
3. New case counts reveal persons with Spanish surnames and those from Asian-Pacific countries account for a very large proportion of the rise in tuberculosis cases in the County.
4. Statistics indicate that the number of infected cases now found among students in elementary and junior high schools has doubled since 1973 and is 14 times the national average for this age group.

Public health figures recently released also point to the fact that there are 700,000 persons in Los Angeles County (10% of the total population) who have positive tuberculin skin test, clearly indicating that these persons have been infected with the tuberculin bacteria. These persons should be treated and monitored, though many may not have become clinically ill at the time of infection. However, officials believe that these 700,000 infected persons make up the reservoir of persons from which 75-80% of the new cases of tuberculosis occur each year.

The Grand Jury Committee further consulted with medical experts and found that insufficient attention has been given to the detection of tuberculosis infections and to the treatment of infected and diseased persons.

Necessary to the diagnosis and prevention of tuberculosis in infected persons are the giving of specific and simple skin tests for detection of infected persons, the taking of x-rays on a timely basis when skin tests are positive, and the understanding of and adherence to a definite period of specific prophylactic drug treatment. The taking of single, daily dosages of one oral medication for one year is both effective and economical, and such medication is available from all health centers in the County Department of Health Services (DHS) at no cost to the person being treated.

In the absence of the above simple treatment, infected persons may become diseased, as demonstrated by positive chest x-rays or bacteriological sputum examinations. Persons diagnosed as having active disease may still be treated without hospitalization by the use of multiple drugs for 18 to 24 months. These individuals rapidly become noninfectious to others, so that they are able to return to work with very little time lost.

Language and other cultural problems, as well as staff shortages and lack of specialized training, have been identified as primary barriers to the follow-up for diagnosis, prevention and treatment of tuberculosis cases.

Therefore, the Grand Jury recommends that the Board of Supervisors and the DHS immediately provide the resources and training of personnel to accomplish the following:

- 1. Increase public and professional awareness of the tuberculosis problem through educational and media activities.**
- 2. Introduce new short-course programs for prevention, identification and treatment of tuberculosis.**
- 3. Provide more effective screening, prevention, and treatment programs for in-migrants, including mass screening and education in native languages and at places of employment.**
- 4. Implement an expanded tuberculosis record system for reporting of cases, follow-up, and evaluation of the program.**

In addition, the Grand Jury recommends that the Office of the County Superintendent of Schools, in conjunction with DHS, improve screening and follow-up of positive reactors in all elementary and junior high schools in Los Angeles County. Wherever appropriate, these activities should be closely coordinated with the local school districts and DHS regions.

6. PARAMEDICS

Paramedic Services in Los Angeles County are integrated and coordinated by the Department of Health Services (DHS), Division of Emergency Medical Services. Direct emergency medical care, however, is provided by the County Departments of Fire, Sheriff, and Beaches, by 23 municipal fire departments (including Los Angeles City), and by eight private ambulance companies, all of which employ the more than 1,500 certified paramedics. Approximately 92% of the County's population is covered by these services.

The Grand Jury's Health and Hospitals Committee studied questions about the impact and effectiveness of the two mandated commissions which relate to paramedic services, the uneven monitoring of field paramedics, the lack of paramedic units in several of the independent cities, the role and location of base hospitals, and the feasibility of collecting fees for paramedic training and for services to the public.

The Committee interviewed DHS representatives, the chairmen of the two commissions, several officials of municipal fire departments which have paramedic programs, and local officials in six cities where paramedic services are not available. Two base hospitals were visited. Comprehensive studies of the overall emergency medical services and other reports were reviewed.

Findings of the Committee revealed that while the paramedic services are well established and highly regarded in Los Angeles County, there exist overlapping responsibilities and confusing relationships between the two commissions, the DHS, and the individual agencies involved with the paramedic system.

Two commissions are appointed by the Board of Supervisors and are advisory to the Board and to the DHS. The State-mandated Emergency Medical Care Commission (EMCC) establishes criteria for, conducts studies of, and evaluates the impact and quality of emergency medical care throughout the County. The County-mandated Paramedic Commission reviews and arbitrates standards and controls which govern equipment, operations, and personnel of paramedic teams, making recommendations and hearing appeals about certification and recertification of paramedics and Medical Intensive Care Unit (MICU) nurses and their training programs. No working paramedic serves on either commission.

In December, 1977, the Board of Supervisors appointed a third committee, the ad hoc Paramedic Steering Committee, with the specific charge of "developing a comprehensive set of recommendations in the area of operations, administration, criteria and standards, review and arbitration, legislation, and funding." The final report of this ad hoc Committee, including a recommendation that it be dissolved, was sent to the Board of Supervisors on December 15, 1978. On April 10, 1979, the Board adopted this Committee's recommendations and referred them to the Chief Administrative Officer and DHS.

The DHS has responsibility for the overall integration and coordination of the paramedic program, but it does not have a medical director position in its EMS Division to provide uniform medical direction. ✓

Two institutions provide paramedic education—Harbor General Hospital, where all public paramedics in the County are trained, and Daniel Freeman Hospital, which teaches all privately employed paramedics. Basic education consists of a five-month, 1,000-hour program, including intensive classroom instruction, clinical experience in a hospital, and supervised field work. After initial certification, all paramedics are required to demonstrate 32 hours of continuing education annually before applying for recertification every two years.

There is no system of quality assurance for paramedic service. Field monitoring and supervision of paramedics is uneven. Skill evaluation is stressed in initial training, but it is not a part of continuing education for paramedic recertification. Supervision should be provided by medically qualified persons whose duties would include accompanying paramedics on field calls to assess clinical performance, aid in unusual or problem incidents, investigate citizen complaints, and

review and evaluate tape recordings between paramedics and base hospitals. Field supervision would be more effective under a unified County-wide system of standards.

There are no guidelines for operation, selection, or location of base hospitals. As a positive step in solving this need, DHS, the Hospital Council of Southern California, the EMC Commission, and selected agencies are working together to develop criteria and guidelines, including site surveys and critiques of currently approved base hospitals, as well as other hospitals interested in becoming base hospitals.

At present, the County does not charge cities for paramedic training. Charging municipalities should be explored as a County revenue source, but careful consideration should be given to whether some cities might drop out of the program because of financial limitations.

Paramedic service to the public has not been self-supporting. Since the passage of Proposition 13 several cities have explored the possibility of fees, but they have faced citizen opposition. Fee systems have not been initiated where none existed prior to Proposition 13. The County Fire Department is prevented by State law from charging fees for emergency medical assistance. Cities that are considering service fees as a source of funds need to weigh carefully this revenue source against the possibility of discouraging the use of paramedics in their communities. They will need to precede any fee system installation with a public education program.

Six cities in the County have no paramedic units—Alhambra, Avalon, Lynwood, San Gabriel, San Marino, and Sierra Madre. Emergency calls in those areas are not made by paramedics but by Emergency Medical Technicians, Level 1, who require only 80 hours of basic training and yearly recertification. As they respond to calls, they assess the situation and give only advanced first aid, in contrast to the sophisticated level of service given by paramedics who are in immediate touch with a base hospital. Officials contacted think their communities receive good service and that their residents are satisfied with it, but there is evidence that some citizens do not find it satisfactory.

The Grand Jury has determined that paramedic services provided in Los Angeles County meet the needs of the citizens. The Grand Jury commends Los Angeles County, and those cities which have developed paramedic programs under the Emergency Medical System.

The Grand Jury recommends to the Board of Supervisors:

- 1. That the two mandated commissions (EMCC and Paramedic) be consolidated and reorganized into a single body to provide policy direction and other mandated functions for the County-wide Emergency Medical Care System, and that membership include a working paramedic;**
- 2. That DHS be designated to provide centralized management and responsibility for coordination of the paramedic program elements of the County-wide Emergency Medical Care System;**

3. That a Medical Director, qualified in Emergency Medical Systems, be recruited to provide direction for the EMS within DHS;
4. That DHS formulate standards and develop a system for ongoing evaluation of paramedic performance by medically qualified personnel;
5. That DHS explore the feasibility of a fee system for training paramedics for cities without reducing quality of paramedic services to the public.

The Grand Jury also recommends to the appropriate cities of Los Angeles County:

1. That they implement paramedic programs in order to improve the quality and level of their public services;
2. That when they explore fees for paramedic services to the public, they carefully weigh and realistically evaluate the increased revenue against any decline in public services.

7. PREPAID HEALTH CARE AND DEPARTMENT OF HEALTH SERVICES

Prepaid Health Plans are alternative systems to fee-for-service medical care which offer enrolled members comprehensive medical, dental, and other health care, including preventive and emergency care for a fixed monthly fee. Membership may include individual enrollees and employer groups.

The Committee's concern and study of PHPs in Los Angeles County dealt primarily with patient care and financial problems generated by the fact that some Medi-Cal recipients enrolled in PHPs are concurrently obtaining medical care at County facilities.

One way of reducing costs to taxpayers, while at the same time resolving access problems of Medi-Cal beneficiaries to quality medical care, is for the California State Department of Health to contract with 13 PHP providers. Eight of these are in Los Angeles County. Medi-Cal beneficiaries voluntarily enroll in PHPs nearest their places of residence and the State, by contract, pays a monthly fee to the PHP.

Under the 1976 Knox-Keene Health Care Act, licensing of PHPs was vested in the Department of Corporations (DOC). However, the State Department of Health now shares with DOC the monitoring function for marketing review and approval, financial and administrative audits and investigations, and quality of care determinations.

The Committee interviewed County, State and PHP administrators, attended public hearings held for purposes of contract renewals, reviewed PHP documents and annual reports, and heard client testimony.

The Committee concludes that, generally, PHPs are meeting the needs of enrollees, and members are satisfied with their Plans. However, four interrelated problems were identified. These are:

1. Lack of effective implementation of mandatory arbitration of claims against PHPs, particularly in Los Angeles County;
2. Disputed emergency care claims;
3. Lack of effective patient screening at County facilities when PHP enrollees seek treatment; and
4. A lag in the County hospitals' contact with PHPs after care is given, or for prior authorization for elective care.

Disputes have developed between PHP providers and County facilities over interpretation of what constitutes emergency care. The result has been that in January, 1979, 4,400 unpaid accounts, covering 500 cases of care totalling almost \$2 million in billings, qualified for arbitration under present legislative provisions. DHS estimates that the County provides services to an average of 30 PHP enrollees per month, costing \$100,000, and that about 30% of these cases qualify for arbitration. State regulations governing arbitration have never been written.

The Grand Jury commends DHS and the PHPs in their efforts to resolve the above problems by providing testimony at State Department of Health hearings, and for urging prompt development of regulations to govern the arbitration of disputed billings.

On November 17 the Grand Jury asked the Board of Supervisors to sponsor legislation allowing Los Angeles County to train non-County-employee nurses.

On March 16 the Grand Jury wrote the Board in support of the Detoxification and Rehabilitation System.

On April 12 the Grand Jury informed the Board of the increase of tuberculosis in the County, and made recommendations to the Department of Health Services and the County Superintendent of Schools.

On April 23 the Grand Jury wrote the Board expressing its support for the Department of Health Services proposal for elective medical treatment for undocumented aliens.

Johanne E. Hanser, Chairman
Francis A. Bartolomeo
Gene S. Elbinger
Janet C. Erickson
William C. Rockwell

JAILS COMMITTEE

PURPOSE

California Penal Code Sections 919 and 921 charge the Grand Jury with the responsibility of inquiring into the condition and management of all jails in the county. They also permit investigation of cases of persons imprisoned in a jail who have not been charged within 48 hours by way of a complaint or an indictment. In addition, the Grand Jury is required to review complaints received from inmates and, when necessary, to investigate and make recommendations for correction of situations or conditions which are unsatisfactory. The Jails Committee was specifically delegated to perform these functions and make final recommendations for approval by the full Grand Jury.

AREAS OF REVIEW

1. Jail Visitations
2. Custodial Functions of the Sheriff's Department
3. Bail and Own Recognizance
4. Enhanced Sentences for Commission of Crime While Free on Bail

1. JAIL VISITATIONS

Los Angeles County has more than 100 jail and detention facilities. The largest and most numerous are those operated by the Los Angeles County Sheriff's Department. The Los Angeles Police Department maintains a large number of smaller jails at each of its divisional stations, where inmates are temporarily confined between the time of arrest and arraignment or transfer to the custody of the Sheriff's Department. In addition to the foregoing, there are 47 local police departments in the County, operated by the various cities, which also have jails.

The Jails Committee, in teams of two members, visited each jail one or more times, as well as the holding tanks and cells in the courthouses of Los Angeles County. The Committee conducted 126 inspections of these facilities. Most of the jails visited were basically adequate and in compliance with the State Department of Corrections standards. Where inadequacies or violations were noted, letters outlining the deficiencies were sent to the concerned facilities. Items noted which, in the opinion of the visiting team, were minor or which required immediate correction, were orally brought to the attention of the official in charge. In almost all cases the requested corrections were made.

There were, however, some instances in which the Committee's recommendations were either incompletely answered or only token action was taken. The Committee notes below a few of these instances and recommends that corrections be made as soon as expedient.

Example I (noted November, 1978): The jail ward in County USC Medical Center has a faulty communications system which is inoperative about 50% of the time. Repeated attempts to repair the system have not been completely successful.

Therefore, the Grand Jury recommends that the communications system be overhauled to provide proper operation so that sworn personnel and inmates are assured of maximum safety and security.

Example II (noted November, 1978): The panic (emergency) alarm system is not in place in the jail ward of County USC Medical Center, thereby endangering sworn personnel, civilian personnel, and prison inmates.

Therefore, the Grand Jury recommends that an adequate panic alarm system be installed so that personnel responsible for the safety of the area can sound an alarm which will call for assistance when needed.

Example III (noted August 31, 1978): Double-deck bunks were noted at Parker Center, Los Angeles Police Department, which were not fastened to the walls or floors. Those loose bunks are heavy and constitute a real and present danger to inmates and custodial officers. The same condition was noted at the Foothill Division in Pacoima.

Therefore, the Grand Jury recommends that bunks be securely fastened to walls or floors to insure that these bunks will not be inadvertently or purposefully overturned or used as a battering ram or in some other offensive manner.

Example IV (noted September 5, 1978): During an inspection of the jail facility located at the Firestone Station of the Sheriff's Department, the Committee observed a broken porcelain sink with extremely sharp broken edges which presented a very real danger to anyone rubbing against or bumping into it. Pieces of broken porcelain sinks or toilets could be used as dangerous missiles or weapons.

Therefore, the Grand Jury recommends that sinks and toilets of this type be replaced with stainless steel fixtures.

Considering the large number of jails and the very large number of inmates, the Sheriff's Department (one of the largest in the country), the Los Angeles Police Department and other independent city police departments are commended for the courtesy they have extended to the Jails Committee and the entire Grand Jury.

Their willingness to answer questions and their overall cooperation was a source of gratification.

Special mention should be made of the outstanding cooperation and effective handling of the correction of deficiencies noted in the infirmary and medical treatment section of the Central Jail.

Prisoner Complaints

The Jails Committee received numerous written complaints which were investigated, and in all cases a letter of response was sent to the complainant. There were also numerous complaints made orally by inmates to members of the Jails Committee during jail inspection visits. These complaints were generally of a minor nature or determined to be unfounded. Whenever the Committee agreed that a complaint had merit, the Committee inspecting team would make the complaint known to the officer in charge of the facility and remedial action was almost always taken on the spot.

In at least four cases the Jails Committee made extensive investigations; two of these required numerous visits to the Central Jail, where over 20 inmates were privately interviewed.

In one case, the victim of an alleged beating by deputy sheriffs was interviewed by the Jails Committee members at the State Prison at Chino. After these investigations, a request was made of the Sheriff that a follow-up be made and that the appropriate corrective action be initiated. Approximately four or five weeks thereafter the Sheriff (Custody Division) replied to the Jails Committee letter. The letter stated that subsequent to their investigation a decision had been reached that no further action would be taken.

A follow-up meeting was held with the Jails Committee and the Sheriff's Custody Division supervisory personnel, at which time this complaint was discussed. The principal investigator explained what he had done and said that two deputy sheriffs had been verbally reprimanded. The Committee believes this information should have been given to it in the Sheriff Department's original response.

Therefore, the Grand Jury recommends that all letters of complaint written by Grand Jury Jails Committees be answered in sufficient detail to properly address all items set forth in the original letter.

2. CUSTODIAL FUNCTION OF SHERIFF'S DEPARTMENT

The Jails Committee sent letters to the sheriffs of 19 of the largest counties in the State, requesting information and opinions regarding the use of civilian custody officers and other than sworn deputy sheriffs to perform custody functions. A special letter was sent to the Los Angeles County Sheriff, asking for his opinion and any background information which might be of assistance in the Committee's study.

Thirteen responses were received and numerous conversations were held with management representatives of the Los Angeles County Sheriff's Department. The Jails Committee, as part of its study, also visited the State Correctional Facility at Chino and the Federal Prison at Terminal Island.

The majority of the sheriffs contacted agreed with the Los Angeles County Sheriff that the use of sworn deputies was preferable to the use of civilian custody officers. The State and Federal facilities indicated complete satisfaction with the use of Correctional Officers.

The Committee concluded that deputies would be preferable in the custody function of the Sheriff's Department; however, its study did point out a significant problem regarding the length of time that sworn deputies are currently serving in this function. A sampling of deputies from Grade I through lieutenant's rank, as well as ranking officials of the department, indicated that they shared the opinion that the tour of duty in the jails is excessive, resulting in dissatisfaction and loss of efficiency. The morale of the deputy sheriffs has been lowered, which in some cases affects their performance.

At the present time, cadets for the position of deputy sheriff are trained at the academy for a period of 16 weeks. After they have been graduated they are assigned to a tour of duty in the Custody Division; thereafter, they return to the academy for two weeks of patrol training. Upon completion of this training, these deputies are assigned to work with a training officer for periods varying from six to twelve months.

Therefore, the Grand Jury recommends that cadets who successfully complete the training program be assigned to the custody function and the length of service in custody be limited to 18 months, after which the cadet be transferred to another division of the Sheriff's Department.

3. BAIL AND OWN RECOGNIZANCE

The Jails Committee undertook a study of the methods of pre-trial release used in Los Angeles County. The two most common methods are bail and own recognizance (OR). The Committee also reviewed legislative proposals to change the present bail system.

Over the past year, the members of the Committee visited and inspected all the jails located in Los Angeles County, including several of the holding facilities in the various courthouses. From Lancaster to Long Beach, Pomona to Santa Monica, the Committee saw men and women in custody who had been arrested for a criminal offense. Some had been charged, a few had been tried and convicted and were awaiting sentencing, but the majority were pending trial. The constant question was whether they would get OR, and if not, would families and friends be able to get them out on bail.

The Committee's purpose in conducting this study was to examine the apparent contradiction that those presumed innocent are locked up. Is there equal justice when the wealthy post bail after arrest and are released immediately while the poor, yet unconvicted, remain in jail? Is there a way to allow release of those who cannot satisfy a bondsman and still satisfy the judge that they will make their appearance before the court? In addition, the savings in tax dollars would be dramatic if the jail population of those awaiting trial could be decreased.

Presently the United States Supreme Court and the California State Supreme Court have held that a defendant shall be released from custody prior to conviction upon the posting of bail *as a matter of right*, or the defendant may be

released from custody upon *conditional release* or upon executing an appearance bond or on his or her own recognizance (OR). The only exception to that ruling is that a defendant charged with an offense punishable with death where the proof is evident or the presumption thereof great shall not be released from custody.

Bail

When bail is set by the court, the defendant is released from custody when one of the following occurs:

1. The bail is posted with the court in cash (in a form acceptable to the court) by the defendant or by someone else in his or her behalf;
2. An undertaking is assumed by the defendant or by someone else in his or her behalf. An undertaking is the pledging of something of value which in the opinion of the court is equal to or greater than the amount of money set in the bail;
3. A surety bond issued by a recognized insurance company acceptable to the court is posted with the court.

The posting of bail is in essence a pledged promise to appear at the time and place set by the court. In the event that the defendant fails to appear as required, the bail is forfeited.

If the posting of bail is satisfied by either 1 or 2 as set out above, the bail is returned to the defendant or person who posted it. In the event that bail is made by method 3, outlined above, the bail bondsman receives a fee equal to 10% of the total amount of the bail set. The bondsman pays the insurance company 15% of his 10% fee for the surety bond. If the defendant appears, as ordered by the court, at the end of the court proceedings, regardless of the outcome (guilty, not guilty, or not held to stand trial), the bail is exonerated (given back) and the bondsman keeps his fee less the 15% he paid to the insurance company. If the defendant fails to appear the bail is forfeited; the insurance company will pay the court the full amount of the bail set and will look to the bondsman for reimbursement for the full amount paid out.

The Jails Committee concluded that the defendants' rights as guaranteed by the laws of this State would best be served by the passage of a State law which would provide that a defendant charged with a misdemeanor or any felony except murder, rape, child molestation, or any felony in which the defendant inflicted great bodily injury be released from custody on posting of a 10% deposit of the bail amount, and that the Court Clerk of the County have jurisdiction to receive a fee to cover the administrative costs.

Therefore, the Grand Jury recommends that the Board of Supervisors support State legislation which would provide:

1. **That a defendant who is arrested for any misdemeanor or any felony except murder, rape, child molestation, or any other felony in which the defendant inflicted great bodily injury shall have the**

right to deposit a sum of money which is 10% of the amount of bail which has been set forth in the schedule of bail for that offense or which shall have been set by a judge, magistrate, or commissioner;

2. That when a defendant has deposited a sum of money equal to 10% of the amount of the bail with the clerk of the court, and the defendant has properly made all appearances as required by the court and thereafter is released from any further obligation to appear before any court having jurisdiction over the case, the clerk of the court shall retain 2% of the deposit or \$5.00, whichever is greater, to cover administrative costs, and shall return the remainder to the defendant.

3. That every person charged with the commission of a felony who is released pursuant to this law and who, in order to evade the process of the court, willfully fails to appear in court as required, is guilty of a felony, and upon conviction thereof shall be punished by a fine not exceeding five thousand dollars (\$5,000) or by imprisonment in the state prison for not less than one year, or both such fine and imprisonment.

Own Recognizance (OR)

The Jails Committee, as a portion of its study relating to releasing defendants on their own recognizance, interviewed judges, Sheriff and Marshal personnel, members of the District Attorney's office, and the department head of the OR Investigation unit of the Superior Court.

Presently, any person who has been arrested for or charged with a felony offense other than a capital offense may be released on his or her own recognizance only by a court or magistrate.

The Committee learned that in the Los Angeles County court system a group of approximately 20 investigators interviews as many of the detainees (held on felony charges) as time permits. An investigator completes a form that contains such questions as defendant's name, address, length of time in the community, and family connections. The follow-up and investigation to determine the accuracy of the information received is generally done on the phone and is, the Committee thought, surprisingly thorough for the short time devoted to each case. Some judges ask that the investigators make recommendations whether or not to grant OR release; other judges do not want recommendations.

The Committee also reviewed a pilot program pertaining only to misdemeanor charges in the Van Nuys courthouse, now being conducted by the Marshal under the auspices of the Municipal Court. A sergeant of the Marshal's office personally interviews prisoners held on misdemeanor charges prior to a court appearance, and makes a determination of whether or not to release the detainee OR. The Committee believes that this pilot program is working very effectively.

Therefore, the Grand Jury recommends:

- 1. That a program similar to the one being conducted in the Van Nuys courthouse be extended to the other municipal courts in the County; and**
- 2. That the Board of Supervisors support legislation which would provide that every person who is charged with the commission of a misdemeanor who is released from custody on OR and, who in order to evade the process of the court willfully fails to appear as required, is guilty of a misdemeanor. Any term of imprisonment imposed because of the failure to appear shall be consecutive and shall not be concurrent to the sentence imposed in the original misdemeanor case.**

4. ENHANCED SENTENCES FOR COMMISSION OF CRIME WHILE FREE ON BAIL

The Jails Committee considered the possibility of a Special Allegation with an Enhanced Sentence for crimes committed by suspects who are pending trial and have been released on bail or their own recognizance. The Committee reviewed available newspaper statistics on this category of crimes. It also discussed the matter with representatives of the Los Angeles County Public Defender, the District Attorney, and the Superior Court. It concluded that legislation should be added to the Penal Code which would provide for such a Special Allegation. It was believed that this would act as a crime deterrent, and that it would put defendants on notice that pre-trial release is a matter of public trust that must be honored by law-abiding conduct on their part.

Therefore, the Grand Jury recommends that the Board of Supervisors, the District Attorney and the Sheriff support legislation which would add a Special Allegation to the Penal Code providing for additional penalties for the commission of a crime while on bail or own recognizance. In all cases where the truth of the Special Allegation is established, the defendant must serve a minimum of one year in the state prison if the basic crime is a felony and six months in the county jail if the basic crime is a misdemeanor. Any sentences imposed as a result of the Special Allegation must be served consecutively and not concurrently with any other time being served.

On March 30 the Grand Jury recommended to the Board of Supervisors that it support legislation placing an additional penalty for the commission of a crime while on bail or OR.

Ray Alberts, Chairman
Delia H. Carbajal
Simon Greitzer
Frank Magallanes
Eva P. Saenz

JUVENILE JUSTICE COMMITTEE

PURPOSE

The Juvenile Justice Committee has the responsibility for examining the County juvenile system, and for recommending changes in its numerous programs that will improve its service to the community.

AREAS OF REVIEW

1. AB 90 Diversion Funding
2. Probation Department—Intercept Program
3. Dependency Courts

1. AB 90 DIVERSION FUNDING

The Juvenile Justice Committee studied the distribution of juvenile subvention funds to community-based prevention programs under State Legislation AB 90. The intent of AB 90 is to provide the counties with the financial resources to develop local programs for youths involved in delinquent conduct. The legislation also mandates the creation of a local Justice System Advisory Group (JSAG) to evaluate applications for funding and make recommendations to the Board.

The Juvenile Justice Committee interviewed members of the JSAG Committee, reviewed their criteria in evaluating proposals, and studied their recommendations as submitted in their letter of December 8, 1978, to the Board of Supervisors. JSAG members are representatives of the juvenile justice system. The Committee believes that JSAG was thorough and objective in its deliberations and acted impartially in its final recommendations to the Board of Supervisors. JSAG used merit and effectiveness of programs as the major considerations for funding. All eligible agencies could not be funded with the limited funds available.

The reports of the December 19, 1978, Board of Supervisors meeting contained some startling revelations. It seemed that politics and district boundaries were more important than merit. According to one supervisor, "The bottom line is nobody cares about merit." The Committee sees merit as the only appropriate guideline to use in making decisions that affect the youth of this County. Juvenile problems and solutions are best served by the most effective and meritorious programs. In fact, none of the agencies recommended would deny access to a juvenile who did not live in a particular district, and many of the agencies serve multiple districts.

The Rule of Five, which says funds and programs are to be divided equally to each district, may lend itself to the distribution of some County services; however, it is impractical when limited funds are available for community-based, juvenile-crime-prevention programs within the County. Juvenile delinquency crosses district boundaries, and the only criteria that should be considered are those related to the effectiveness of programs and the reduction of juvenile crime. The Committee concluded that the JSAG recommendations met these criteria, not a "division of five" policy.

Therefore, the Grand Jury recommends that the Board of Supervisors approve the guidelines developed by the JSAG Committee and adopt its recommendations for funding community-based prevention programs under AB 90.

2. PROBATION DEPARTMENT—INTERCEPT PROGRAM

During the past year, the Juvenile Justice Committee studied various components of the Probation Department. The primary functions of the Department are mandated by statutory requirements. These are enforcing conditions of probation as prescribed by the court, operating detention facilities and camps, and conducting investigations of defendants for the purpose of making recommendations concerning the appropriate dispositions of these cases before the court. The other functions and responsibilities of the Department are discretionary, with many programs funded on a yearly basis as the budget allows.

One of the discretionary programs currently funded by the Probation Department is the "Intercept Program." The Juvenile Justice Committee has studied this program in depth. The Committee met with the Intercept officers, law-enforcement personnel, and other probation officers, and visited the Intercept sites. It also discussed the program with judges, deputy district attorneys, and deputy public defenders.

Under the Intercept Program a deputy probation officer (DPO) is assigned to a local police station. The program is in operation from 7:00 a.m. through 1:00 a.m. daily. Some stations are not staffed the entire time, and in these instances DPOs serve multiple stations. After the juvenile is brought to the police station, the Intercept officer participates in the initial decision-making process. The DPO and police officer jointly evaluate the facts of the case to determine the appropriate resolution. Prescribed guidelines are used to decide whether to detain, divert, or release the juvenile.

The Committee identified four major benefits of the Intercept Program:

1. The quality of the detention decision has improved. Prior to Intercept, approximately 33% of the juveniles who were detained pending their adjudication hearing were later released at their detention hearing. Since Intercept, the number has been reduced to 11%. Some of the reasons for this reduction are:

- a. The DPO interviews the juvenile immediately after the juvenile arrives at the police station;

- b. The police and the probation officer discuss the case together; and
 - c. The DPO has access to the juvenile's prior record, through the use of the countywide computerized Juvenile Automated Index. This allows the Intercept officer to evaluate the best treatment alternative.
2. The DPO can immediately divert the status offender. By law, a juvenile cannot be charged with offenses for which adults cannot be charged, such as being a runaway or an incorrigible. The Intercept officer has access to special placement homes and can contact the juvenile's family, or send the juvenile to a diversion program.
 3. The Intercept officer expedites the paper work for processing juveniles arrested for misdemeanors. Assembly Bill 2057, enacted January 1, 1979, allows juveniles to be placed in temporary custody when charged with having committed a misdemeanor, even though the alleged act occurred outside the presence of the arresting officer. The petitions requesting detention must be filed by the Probation Department with the District Attorney's Office within 24 hours. The Intercept officer can process these requests within the allotted time frame.
 4. The relationship between law-enforcement officers and deputy probation officers handling juveniles has improved. Members of the Committee verified this observation during conversations with the DPOs and police officers.

The Grand Jury recommends:

- 1. That the Probation Department make the Intercept Program a permanent component of the Department's overall program for the handling of juvenile offenders; and**
- 2. That the Board of Supervisors provide permanent funding to the Probation Department to continue the operation of the Intercept Program.**

3. DEPENDENCY COURTS

The Juvenile Justice Committee monitored the relocation of the Los Angeles County Dependency Courts to assure the implementation of the recommendation of last year's Grand Jury for such a move. The recommendation had been approved by the Board of Supervisors on April 4, 1978.

The 1977-78 Grand Jury recommended that the Dependency Courts, which handle all child abuse cases in Los Angeles County, be relocated in the Criminal Courts Building. The necessity of the move was due to the substandard facilities in which the Dependency Courts were housed. It seemed as if the children who were victims were treated worse than criminals. While the move had been contemplated for several years, it finally came to fruition as a direct result of the work of the 1977-78 Grand Jury.

The Juvenile Justice Committee of this Grand Jury wanted to make sure there weren't any unnecessary delays or changes in the plan. The Committee met with the various judges and Superior Court staff to assess the progress of the move.

The Grand Jury commends the Board of Supervisors and the Superior Court for implementing this recommendation of the previous year's Grand Jury.

The Grand Jury recommends that the Superior Court expedite the further remodeling of the Dependency Courts to provide adequate facilities for the victims of child abuse.

On September 28 the Grand Jury commended the Board of Supervisors for moving the Dependency Courts to the Criminal Courts Building.

On January 15 the Grand Jury urged the Board of Supervisors to support AB 90, intended to develop programs for delinquent youths and also urged the Board not to divide funds into fifths, one for each supervisorial district.

Nan A. Peete, Chairman

Jetsy R. Caveney

Mimi G. Felmar

Sally A. Howard

Robert A. Perez

AD HOC COMMITTEE SHERIFF-MARSHAL MERGER

PURPOSE

To study the consolidation of the functions of the Sheriff and the Marshal in providing bailiffing and serving of process with a goal of reduced cost.

FINDINGS AND RECOMMENDATIONS

Since 1967, past Los Angeles County Grand Juries, as well as the Los Angeles County Economy and Efficiency Commission, have studied the question of merging the civil process and bailiff services in Los Angeles County presently provided by both the Marshal's and Sheriff's Departments.

Members of the present Grand Jury formed an Ad Hoc Committee to study this topic once again. In addition to reviewing written reports, the Committee met with representatives of the Marshal, Sheriff, Municipal and Superior Court Judges, and other interested parties.

In fiscal 1978-79 the County Marshal was allocated 415 sworn deputies, 203 civilian employees, and a total budget of approximately \$12 million to serve process and provide bailiffs for the Municipal Courts. The figures for the same time period for the Civil Division of the Sheriff's Department, which provides service of process and bailiff duties in the Superior Courts, are: 321 sworn deputies, 63 civilian employees and a budget of about \$8 million.

The Committee concluded that consolidation of the above two services into the Sheriff's Department could result in the elimination of approximately 100 positions. This reduction would save about \$3 million per year.

In addition, the administrative staff presently in the Marshal's Department would be eliminated with supervision of the entire bailiffing and process serving functions accomplished by existing Sheriff's staff as part of a much larger operating force.

The Grand Jury recommends that the personnel in the Marshal's Department be merged into the Sheriff's Department. This consolidation will result in a savings of about \$3 million per year and will place the responsibility for bailiffing and serving of process in one department.

During the course of its investigation, the Grand Jury also considered the necessity of a bailiff at every session of the Superior Court as now mandated by law. Security and prisoner movement justify the deployment of one or more

deputy sheriffs in the courtrooms handling criminal matters. However, the civil departments could function safely and efficiently in most cases without a deputy sheriff bailiff except when needed to handle a jury or provide security in special situation.

The Grand Jury recommends that the Board of Supervisors support legislation which would eliminate the requirement that a deputy sheriff be present at all sessions of the Superior Court.

On February 13 the Grand Jury recommended to the Board that it support legislation implementing the two recommendations.

Frank Magallanes, Chairman
Jetsy R. Caveney
Frances K. Gulbranson
Sally A. Howard
Sondra B. Lacey
William C. Rockwell
Eva P. Saenz

SOCIAL AND HUMAN SERVICES COMMITTEE

PURPOSE

The role of the Social and Human Services Committee of the Los Angeles County Grand Jury is to investigate the quality of human and social services provided for the citizens by the Government of Los Angeles County.

AREAS OF REVIEW

1. Effects of Proposition 13 on County Departments
2. National Welfare Reform
3. Nursing Homes
4. Probate

1. EFFECTS OF PROPOSITION 13 ON COUNTY DEPARTMENTS

The Social & Human Services Committee surveyed 56 County Departments regarding the effects of Proposition 13. Responses included information on employee hiring practices, policies, personnel cuts, budget cuts, freezes, decline of maintenance, change of goals (i.e., possible plans for expansion vs. holding the line), and imposition of new fees or increased fees for services offered.

The department heads revealed that a pervading atmosphere of uncertainty due to Proposition 13 is undermining County productivity, planning, and morale.

Significant effects quoted most frequently were: adjustment to budget cuts; decreasing efficiency caused by heavier workloads and loss of skilled personnel; reduction of services; and in some cases, loss of local control to the State because of the State bail-out method for financing County programs.

The Committee found that uncertainty about the future was the looming source of discomfort. Budget conditions were almost impossible to predict. The result seemed to be near paralysis for some County departments in planning for the future. Future planning and production became a study in suspense.

Department heads reported that the simple matter of flying at the same altitude becomes a major challenge. Just staying even may not be possible. Big drops in budget allotments, an average of 10% in the County departments, accompanied by an increasing rise in costs and maintenance raise a question of the ability to sustain existing levels of County services.

Many departments have curtailed research and training programs in an effort to stay within the new budget. One department was forced to drop three studies which would have led to improvement in overall efficiency and dollar savings. The programs deleted were an adult investigation and supervision study for the Probation Department; a payroll study; and a personnel systems study.

Uncertainty about the future has caused a brain drain. Many aggressive and highly skilled (and professional) County employees are seeking more promising jobs in the private sector, or taking early retirement. Under the present circumstances, department executives think the County is unable to compete financially with private industry. Some administrators complain of a diminishing pool of talent in middle management personnel, who otherwise would move into critical executive positions.

Productivity and efficiency are also adversely affected by the inability to fill vital positions and complicated by the loss of additional personnel. As employees depart, those remaining in a department are faced with increased workloads, with no prospect of increased appreciation or remuneration for their effort.

The loss of potential pay increases and potential promotion, coupled with the uncertainty of budget forecasting, were cited as the main reasons for the widespread decline in personnel. The same reasons were offered for the depression of morale in most County departments. The image of public servants as offered by the media, unfairly portraying the employees as lazy and irresponsible, has strongly affected their esprit de corps.

The Committee found that personnel cuts are encouraging the misuse of Federal Comprehensive Education Training Act (CETA) funds. Instead of being used as intended, to train the hitherto unemployable, in some cases these Federal funds are supporting jobs held by experienced and skilled people.

A few departments report that budget cuts eliminated the replacement of essential equipment. Some say that the public will be directly affected, especially the Fire Department, which is at this time several million dollars behind in replacing equipment.

The survey, however, revealed that there has been no significant reduction in the assignment of County vehicles for individual use.

A majority of the departments states that most services can still be offered to the public, but not at the level existing before Proposition 13. Hardest hit were special districts, such as Flood Control and Libraries. Flood Control Districts were in a state of shock. Dependent on special district taxes wiped out by Proposition 13, Flood Control Districts were cast into limbo until an 11th-hour bail-out was announced late in March. Similar cuts affected the Public Library. A last-minute rescue measure promised to prolong library services until June 30, 1979. As of this writing, no definite future funds have been established for these and other special districts.

State bail-out legislation dictated that after June 30, 1980, special districts would no longer receive their pro-rata share of property taxes. This means that the districts must seek new revenue sources to support their services. Included in these districts are Flood Control and Sanitation, obviously property related services. There is discussion of assessing an additional assessment of \$22.00 per residence for sewer services.

A few departments have already imposed or increased fees for their services. Committee findings indicate that major programs in Health, Education and Welfare could exist only because of State bail-out funds. The County budget will be unable to maintain these programs, many of which are State and Federally mandated, when bail-out funds end.

The Committee concluded that continued State funding of these functions is necessary in order for the County to finance properly its remaining services.

Findings from this study led the Committee to several recommendations relating to public funding mechanisms, budget planning, and possible areas of cutback.

The Grand Jury recommends:

- 1. That programs mandated by the State be financed by the State, especially in the major areas of Health, Education, Welfare and the Court System. This reordering of funding mechanisms is absolutely necessary, as the property tax is unable to support these costly services.**
- 2. That every County department develop 5-year plans, renewed on an annual basis, that will address budget contingencies covering a range of realistic revenue possibilities.**
- 3. That user fees be charged for non-property-related services provided by the County, so that additional charges need not be imposed for property-related services, which should logically be funded by the property tax.**
- 4. That County vehicles not be assigned on an individual basis for use to and from work. If transportation is needed from home on an emergency basis, mileage should be paid. Vehicles needed during work time should be assigned from car pools by General Services.**

2. NATIONAL WELFARE REFORM

The Social and Human Services Committee of the Los Angeles County Grand Jury has directed much of its attention to studying needed changes in the Aid to Families with Dependent Children Program, which is the biggest welfare program.

The major problem is that the current system effectively locks welfare recipients out of mainstream employment opportunities. Principally, these are AFDC mothers who have potential but lack the immediate skills, financial help, and day-care resources to compete realistically in the job marketplace. There is a need for a comprehensive program to eliminate these obstacles and provide a constructive means for helping these women move themselves and their children into the mainstream of American society.

In 1960, the total Los Angeles County AFDC caseload was only 22,000. Currently there are over 170,000 cases. Included in this figure are 37,000 second-generation families—a figure almost twice the 1960 caseload. If an effort

is not made to stem this growth, there is a potential increase in the thousands of second-generation welfare families already in existence. These children involved have rarely seen a working parent, and welfare has become an accepted lifestyle.

The Committee believes that the real breakthrough will come if work opportunities at prevailing wages in the private sector are made available to welfare families. To accomplish this, it must be financially attractive for employers to make the special effort to hire welfare recipients. Similarly, there must be financial help for the recipients for child care, transportation, and similar start-employment costs.

In recently enacted Federal legislation, Congress greatly expanded the tax credits which are available to employers who hire welfare recipients. Under the new law, a \$3,000 tax credit is now offered for each new hire during the first year, with a \$1,500 credit for the second year of employment. The Committee views this as a very tangible incentive for private employers.

The Committee sees the new Federal Tax Credit Program as a major opportunity to move employable welfare recipients into permanent jobs.

Therefore, the Grand Jury recommends that the Board of Supervisors urge:

- 1. The Governor to meet with the chief executives of the major corporations and professional groups who represent statewide business interests to solicit their support in hiring welfare recipients; and**
- 2. The Governor to instruct the State Employment Development Department to meet with major employers and business associations throughout the State to assure maximum utilization of the tax credit.**

3. NURSING HOMES

Nursing homes specializing in the long-term health-care industry were the focus of the Social and Human Services Committee. Services provided by these homes affect a broad cross-section of our society—the aged, the invalid, the infirm, and their families.

To evaluate the quality of services delivered by these facilities, the Committee interviewed patients, representatives of nursing homes, the County Department of Health Services, the Medical/Legal Section of the District Attorney's Office, and the Public Administrator/Guardian. It also made on-site inspections of facilities. The Committee found that in many cases patients are victims. Neglect and carelessness are rampant. For example, nine nursing homes run by one corporation are currently under prosecution for 78 alleged violations.

The Committee was most disturbed to learn that operators violating the Health and Safety Code receive only a token reprimand for violations the Committee perceived as very dangerous to the patient.

Presently, citations are issued for two classes of violations—Class “A” (imminent danger to the patient) with a current maximum fine of \$5,000; and Class “B” (significant relationship to health, safety or security of patient) with a current maximum fine of \$250.

The majority of violations falls in the Class “B” category. These are most serious because consistent indifference to a patient’s daily hygiene needs and care shortly lead to imminent danger. This prolonged neglect can fatally endanger the patient. The Committee concluded that more stringent punishment for Class “B” violations should be imposed to prevent this continual carelessness and to encourage a “clean house.”

Year after year, legislation is proposed that would give teeth to the Citation Program in enforcing the Code and mete out punishment to the habitual offender. However, each time reform proposals are introduced, industry interests have succeeded in smothering them. Meanwhile, hundreds of patients continue to suffer abuse.

The Committee urges the State legislators to consider the predicament of these helpless people.

In light of the need to improve the conditions existing in the long-term health care facilities, the Grand Jury recommends that the Board of Supervisors and District Attorney draft and vigorously pursue the enactment of legislation that would:

- 1. Increase the penalties for Class “B” violations to a minimum fine of \$500 and/or 180 days in jail for first violations;**
- 2. Provide for escalating penalties for successive offenses; and**
- 3. Permit copying of facility records and photographing of patients by State inspectors to preserve evidence to be presented in court in support of Class “B” citations.**

4. PROBATE

The Social and Human Services Committee reviewed the Public Administrator/Public Guardian’s Office to determine the effectiveness of its delivery of services. The Committee discovered that in the wake of Proposition 13, the number of staff had decreased while the workload continued to grow.

In response to this situation, the Committee found that the Public Administrator’s Office is seeking ways to save staff time on nonremunerative cases so that more emphasis can be placed on cases that produce revenue. Approximately 30% of the Public Administrator’s budget is recovered by revenues. The Department is working to increase that percentage by making a more cost-effective use of time.

The Committee learned that one of the least cost-effective uses of staff time is the administration of estates between \$5,000 and \$20,000. Estates less than

\$5,000 are administered under summary probates which are handled only by the Public Administrator and require a simplified administrative procedure.

The Committee concluded that owing to the expensive administration of estates from \$5,000 to \$20,000, it would be appropriate to change the Probate Code to increase the limit of summary probates to \$20,000. Not only would this save staff time for the Public Administrator, the County Counsel, and the Probate Courts, but it would also mean a reduction of costs to the estate.

In addition, the Committee believes that because many other estates under \$20,000 are now handled in this manner, summary probates should be included within this jurisdiction.

Another possible way to increase revenue to the Public Administrator is to set a minimum fee for administration of these summary probates. Presently, the fee is set by a statutory schedule which for small estates does not begin to cover the costs of administration. The Committee thinks that a minimum fee would be more equitable for the services of the Public Administrator.

Therefore, the Grand Jury recommends that Section 1143 of the Probate Code be amended by the Legislature to increase the value of summary probates to \$20,000 and to pay the Public Administrator \$250 or the present fee according to the graduating schedule, whichever is greater.

The Committee learned that in estates where there are no heirs the Public Administrator files a petition with the Superior Court listing the monies and property in the estate. Upon the close of probate, the court orders the distribution of the funds to the State Controller. The State must hold these funds for five years to allow time for the filing of additional claims by heirs.

If the estate is in excess of \$500, the monies escheat to the State; that is, the money belongs to the State. If the estate amount is less than \$500 after the sale of personal property and the payment of burial expenses, the Public Administrator may deposit the remaining funds with the County Treasurer for use in the General Fund.

The Committee concluded that in all estates without heirs which are \$5,000 or less, the monies should stay in the County where the estate was probated. County authorities indicate this would add approximately \$200,000 to the General Fund of Los Angeles County each year.

Therefore, the Grand Jury recommends that the Board of Supervisors request the Public Administrator to draft and sponsor State legislation which would provide that any money or property valued at \$5,000 or less remaining in the hands of the County Public Administrator shall be delivered to the legatees under the decedent's Last Will and Testament, if any, and in the absence of a Will, to the next-of-kin, and if none, shall upon petition of the Public Administrator be distributed by the court to the Treasurer of the home county for deposit in its General Fund.

On April 9 the Grand Jury reported to the Board of Supervisors its findings on the serious impact Proposition 13 has made on the operation of County government.

Sondra B. Lacey, Chairman
Marvey A. Chapman
Patricia A. Gazin
Frances K. Gulbranson
Dominick C. Turinetto

LEGISLATION PROPOSED OR SUPPORTED BY THE GRAND JURY: A CHECKLIST

Alcoholic beverages, a tax-rate increase to help support a detoxification and rehabilitation system. See "Health and Hospitals Committee."

Bail, under certain circumstances only 10% deposit required; extra penalties for committing a crime when on bail. See "Jails Committee."

Deputy sheriffs, presence at all Superior Court sessions. See "Sheriff-Marshall Ad Hoc Committee."

Estates of \$5,000 or less and duties of Public Administrator. See "Social and Human Services Committee."

Marshal's and Sheriff's Departments, consolidation of. See "Sheriff-Marshall Ad Hoc Committee."

Medical care for non-residents, including undocumented aliens. See "Health and Hospitals Committee."

Nurses' in-training programs and AB 452. See "Health and Hospitals Committee."

Nursing homes, increasing penalties for violations in nursing homes of the Health and Safety Code, and facilitating prosecutions. See "Social and Human Services Committee."

OR, punishment for commission of a misdemeanor while under Own Recognition. See "Jails Committee."

Probate code, increasing the value of summary probates. See "Social and Human Services Committee."

Special allegation, penalties for commission of crimes while on bail or OR. See "Jails Committee."

Vehicle emissions, inspection each year. See "Environment Committee."

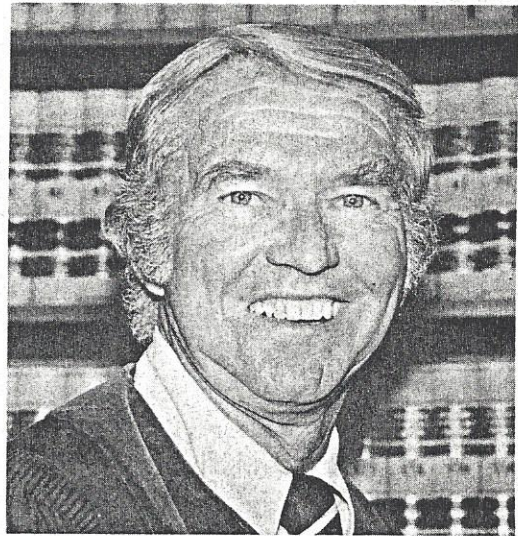
Violence and vandalism in schools, proposals for coping with. See "Education Committee."

Weighing and measuring devices, fees for annual permits. See "Environment Committee."



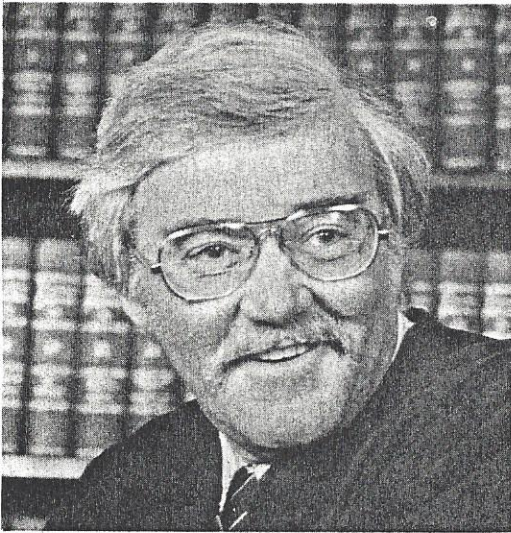
Judge Richard Schauer

Presiding Judge of the Superior Court, 1979



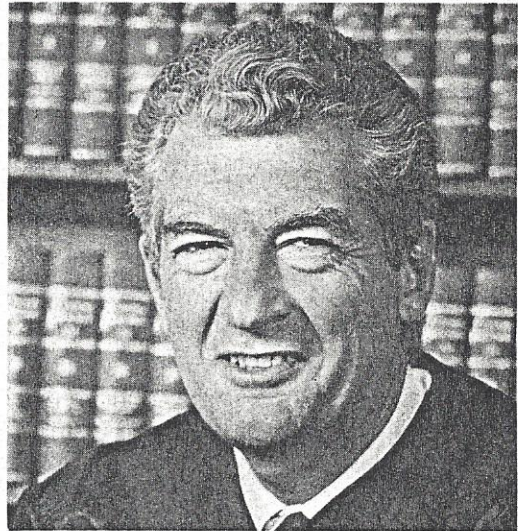
Judge William B. Keene

Supervising Judge of the Criminal Div., 1979



Judge William P. Hogoboom

Presiding Judge of the Superior Court, 1978



Judge Paul C. Breckenridge, Jr.

Supervising Judge of the Criminal Div., 1978



GRAND JURY STAFF

Standing: Jesse Gomez, Investigator; Anita Williams, Bailiff; Jack Hourigan, Legal Advisor.

Seated: Penelope Roberts, Legal Secretary; Joyce Shannon, Staff Secretary; Lois Johnson, Court Reporter.



LOS ANGELES COUNTY GRAND JURY, 1978-79

1st Row (L to R): Jetsy R. Caveney, Sondra B. Lacey, Richard G. Lillard, Johanne E. Hanser, Delia H. Carbajal, and Francis A. Bartolomeo

2nd Row (L to R): Sally Ann Howard, Mimi G. Felmar, Raymond Alberts, Nan A. Peete, Gene S. Elbinger, Eva P. Saenz, Janet C. Erickson, Simon Greitzer, and Frances K. Gulbranson

3rd Row (L to R): Robert A. Perez, Dominick C. Turinetto, Patricia A. Gazin, Ernest E. Goodman, William C. Rockwell, Marvey A. Chapman, and Frank Magalanes.

1978-79 LOS ANGELES COUNTY GRAND JURY

MEMBER	RESIDENCE	NOMINATING JUDGE
Raymond Alberts	Los Angeles	Philip F. Jones
*Francis A. Bartolomeo	Downey	Betty Jo Sheldon
*Delia H. Carbajal	El Monte	William A. Munnell
Jetsy R. Caveney	Arcadia	Glenn M. Pfau
Marvey A. Chapman	Culver City	S. S. Schwartz
Gene S. Elbinger	Los Angeles	Richard F. C. Hayden
Janet C. Erickson	San Marino	Richard A. Gadbois, Jr.
*Mimi G. Felmar	Northridge	Charles S. Litwin
Patricia Anne Gazin	Hermosa Beach	Raymond Choate
Ernest E. Goodman	Los Angeles	Consuelo B. Marshall
Simon Greitzer	Sherman Oaks	S. S. Schwartz
Frances K. Gulbranson	Lancaster	David J. Aisenson
*Johanne E. Hanser	Santa Monica	Daniel L. Fletcher
James T. Harakas (deceased 10/13/78)	Santa Monica	Paul G. Breckenridge, Jr.
Sally Ann Howard	Los Angeles	Kenneth A. White
Sondra B. Lacey	Arcadia	Richard Schauer
Richard G. Lillard (Foreman)	Los Angeles	Samuel Greenfield
Frank Magallanes	Rosemead	Ernest J. Zack
Ralph W. Morton (resigned 11/29/78)	Northridge	Armand Arabian
Nan A. Peete	Los Angeles	Terry J. Hatter, Jr.
Robert A. Perez	Monterey Park	Robert C. Nye
William C. Rockwell	Pasadena	Arch R. Tuthill
*Eva P. Saenz	Whittier	Rosemary M. Dunbar
Dominick C. Turinetto	Santa Monica	Alfred P. Peracca
*Volunteer		

1978-79 LOS ANGELES COUNTY GRAND JURY

Richard G. Lillard, Foreman
Johanne E. Hanser, Foreman Pro Tem
Sondra B. Lacey, Secretary

Delia H. Carbajal, Secretary Pro Tem
Francis A. Bartolomeo, Sergeant-at-Arms
Jetsy R. Caveney, Sergeant-at-Arms Pro Tem

COMMITTEES

AUDIT

Patricia A. Gazin, Chairman
Raymond Alberts
Simon Greitzer
Nan A. Peete
William C. Rockwell

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A STATEMENT BY THE FOREMAN

The Grand Jury is a bargain for the County. In return for token pay, 23 citizens devote a full year of full weeks and days to carrying out their historic role, traceable back to A.D. 1166. They help government in the County to provide economical, reasonable, just, responsible assistance to every citizen, resident, and visitor inside the County's boundaries.

Technically, grand jurors are the people's ombudsmen, sworn to inquire into public offenses. In a sense they are a judicial body, an arm of the court, the eyes and heart of the public, the voice of the people, the conscience of the community—but with a mind of their own.

In carrying out our functions, we members of the 1978-79 Grand Jury have corresponded with or interviewed hundreds of citizens and listened to and questioned hundreds of County officials and employees at all levels of rank and salary. We have made hundreds of trips to inspect public buildings, installations and service sites. We have studied a thousand reports and files and documents. We have checked on the implementation of recommendations made by the 1977-78 Grand Jury, and we have continued investigations it began.

The cooperation of officials and citizens alike has enabled us Grand Jurors to labor steadily at carrying out what a venerable metaphor calls our "watchdog" responsibilities. Far from being formal and ritualistic, these are as up to date as television newscasts and as lively as contemporary history. In this era of dislocation and crisis, the work of a county grand jury in a metropolitan region is as varied and newsworthy as it is important. All of us who have been serving out our year have, during past decades, received all sorts of benefits from County services. Our group activity during 1978-79 is a partial repayment to the County for what it has done for us as individuals and for what it will continue to do.

The laws and judicial decisions governing California's grand juries have been changing. There is discussion of further possible changes in the selection and function of grand jurors, and no doubt some proposals will become law, but the grand jury as an institution may be expected to continue its vigorous, active life. A County Supervisor said, "The watchdog function has helped maintain our long tradition of honesty and competence in County government. I favor retaining the grand jury system."

For information and insight provided, we 1978-79 County Grand Jurors extend thanks to Federal, State, special district, city, and especially County officials and employees; for authority and advice we thank Judge William P. Hogoboom and Judge Richard Schauer, each in turn the Presiding Judge of the Superior Court, and Judge Paul Breckenridge and Judge William B. Keene, each in turn the Supervising Judge of the Criminal Division; for interpretation of statutes and help in contractual matters, we thank County Counsel John H. Larson; for daily, indefatigable service as legal counsel, we thank Mr. Francis J. Hourigan, Deputy District Attorney; and for daily, irreplaceable office services, we thank Mrs. Joyce M. Shannon, Miss Penelope M. Roberts, and Mr. Jesse Gomez. All these persons have helped us Grand Jurors, representatives of the outside public, to function constructively inside government.