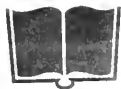


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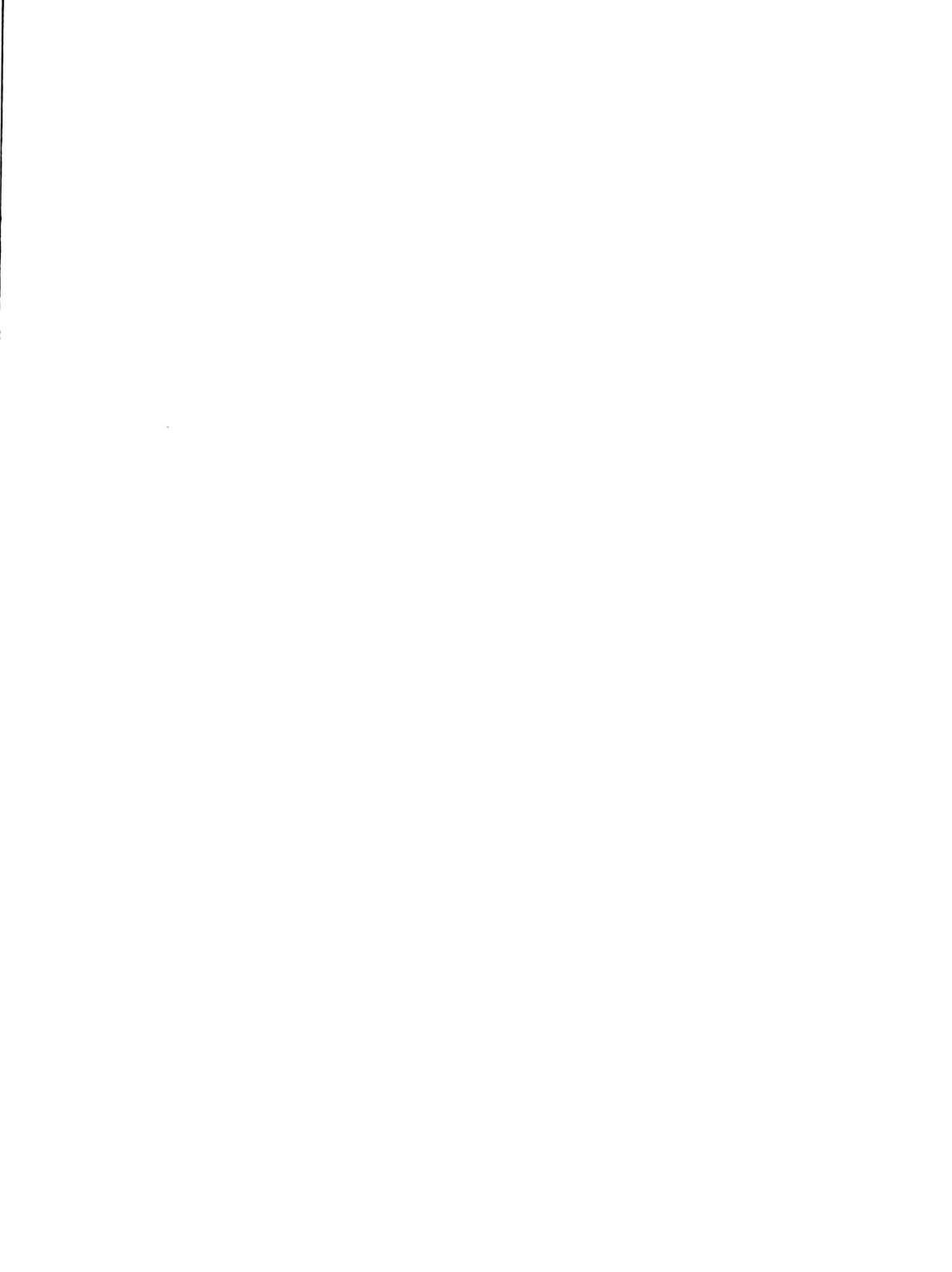


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Annual Report 1969

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1969 San Francisco County Grand Jury

January 8, 1970

Honorable Edward F. O'Day,
Presiding Judge of the Superior Court,
Room 450 City Hall, Civic Center,
San Francisco, California.

Dear Judge O'Day:

The 1969 Grand Jury is happy to present to you the enclosed reports of its chairmen and committees. Accompanying these reports is a transmittal letter by the foreman representing some of his personal thoughts.

Let me say at the outset, that all of the members of this Grand Jury have worked hard and diligently in the process of this year's work. They were an outspoken, independent thinking group of people, who, nonetheless, adopted these reports as an entity. Therefore, these reports are the combined thinking of all of our members. I offer my congratulations to them for a constructive job, well done.

We were deeply saddened during the latter part of this year by the loss of one of our jury. Arnold Devoto passed away on Friday, October 17. He was a warm, sensitive human being, who was loved by his fellow jurors. We miss him very much and are sorry he could not have lived to see the fruits of his labor on this jury.

There are a few matters that I feel ought to be given special attention by the political structure of San Francisco. I call these to your attention for special emphasis and in the hope that the 1970 Grand Jury may have a starting point to look at certain matters.

First and foremost, I believe the report of our Civil Service Committee should be studied in depth. I feel a complete restructuring of this department is in order.

It needs a thorough overhauling. Automatic pay increases should not be made. There should be an incentive program initiated. The salary of top management people should be more in line with private industry.

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Honorable Edward F. O'Day.

The next matter of importance is the matter of our Police Department and its relationship to the Fire Department. I believe that the Supervisors should initiate action to separate the departments as to their pay scales. Each should be on its own. The defection of policemen to firemen is too great. In today's urban crisis, there is a need to meet the full complement of police. Pay raises may be a way to do this. The city should not be obligated to raise the firemen to accomplish this.

The Supervisors and department heads could possibly consider using outside contractors to a larger extent instead of maintaining city departments. There may be some savings made by using this method. I also feel that the Supervisors should get on with their work of providing freeways and recognizing that we do have automobiles. The cars should be moved around the city and not through its city streets. Furthermore, I believe that the Supervisors should have a budget analyst. If we are ever going to control the tax situation in San Francisco, we must have more and better controls on city spending. The work is too great for the average Supervisor to study. A budget analyst is needed to help.

The menace of drugs is paying an important part in the crime wave that has hit major cities throughout the country. A great many of the criminal cases we heard this year were the results of drugs, drug traffic, and drug abuse. I hope the Mayor and Board of Supervisors will note well our special committee's report on this matter.

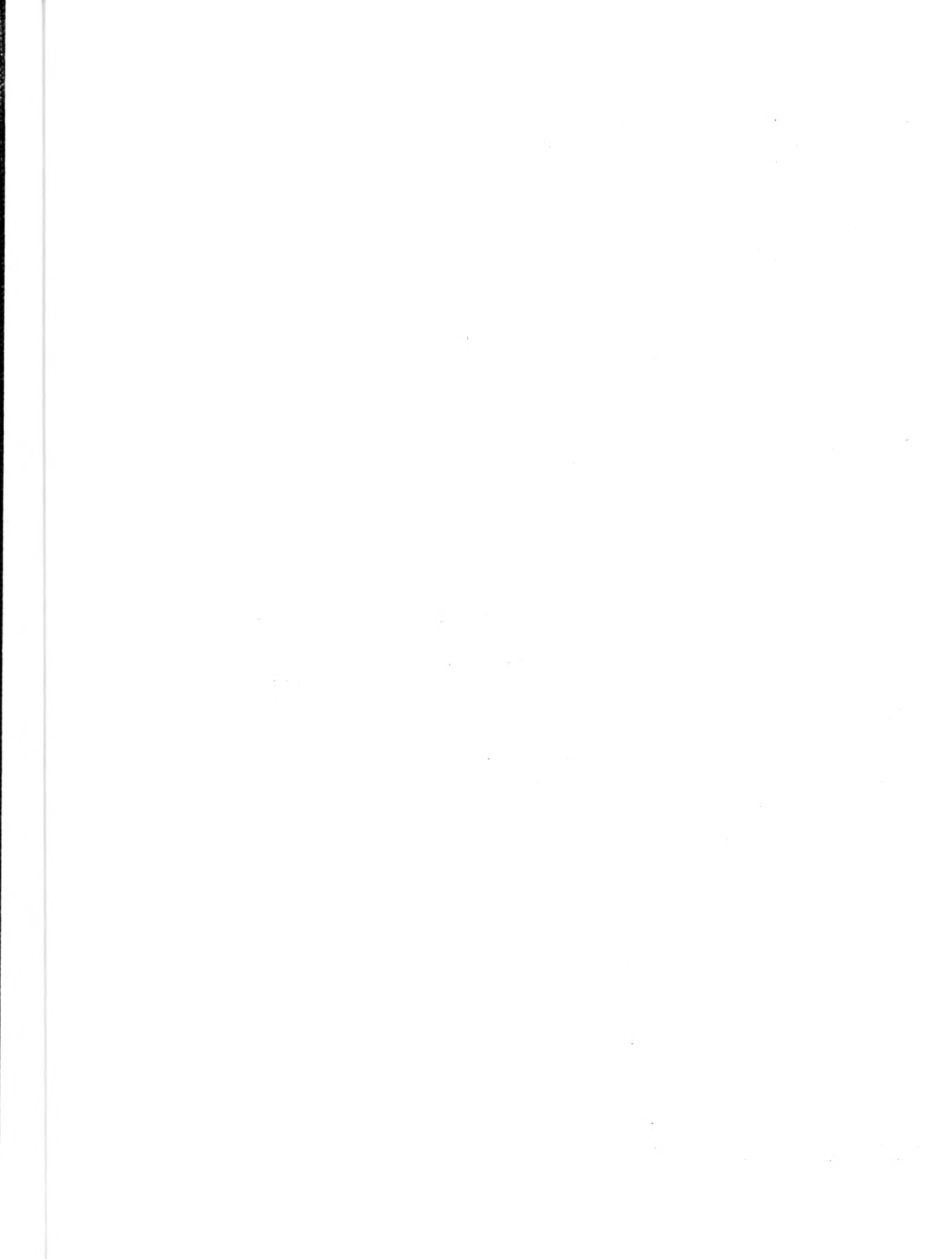
Our Public Utilities Department has grown to such proportions that it may now be advisable to break it down into several departments. I recommend very strongly that the Mayor and Board of Supervisors take a long, hard look at this problem and make these necessary changes.

The members of this Grand Jury and past members are a dedicated group of private citizens who have given much of their time and energy to help the city. I believe these people, the knowledge they have gained and their talents, should not be wasted in the future, but used as members of commissions and committees to help the city further.

I and members of this Grand Jury offer our help and assistance to the 1970 Grand Jury in any way possible. I hope they will call on us at any time if they wish our assistance.

Our jury, as in the past, is deeply indebted to Ralph Sheehan for his excellent help, advice and assistance during this year. Our thanks also go to your able staff of court attaches.

We were pleased to have worked earlier this year with Francis Mayer of the District Attorney's office and were especially pleased to see him elevated to Superior Court Judge. His successor, Walter Giubbini, has done a fine job and we know he will carry on in his usual efficient way. Frank Shaw, who acted as an assistant in the District Attorney's office and presented many cases before us was appointed to the Municipal Court. We offer him our congratulations.



Honorable Edward F. O'Day.

My sincere thanks go to Mrs. Dobbs, our efficient Secretary, for all her help and devotion during the year.

To you, Judge O'Day, thank you for all your help during this year and special thanks for giving me the privilege and opportunity to be of service to this great city as foreman of its Grand Jury. It has been one of the finest and most rewarding experiences of my life.

Sincerely,

Melvin M. Swig, Foreman
1969 Grand Jury for the
City and County of San
Francisco.



Members of the 1969 Grand Jury
City and County of San Francisco.

Mrs. Marie A. Bruce

John J. Casey

John P. Cordoni

Norbert Cronin

George C. Denend

Arnold F. Devoto

John J. Enright

Eugene R. Erigero

Henry E. Fourcade

Melvin M. Swig, Foreman

Impaneled January 10, 1969

Joseph M. Hannan

Nicholas J. Klunis

Mrs. Nancy B. Knickerbocker

Charles G. Landresse

David Morris

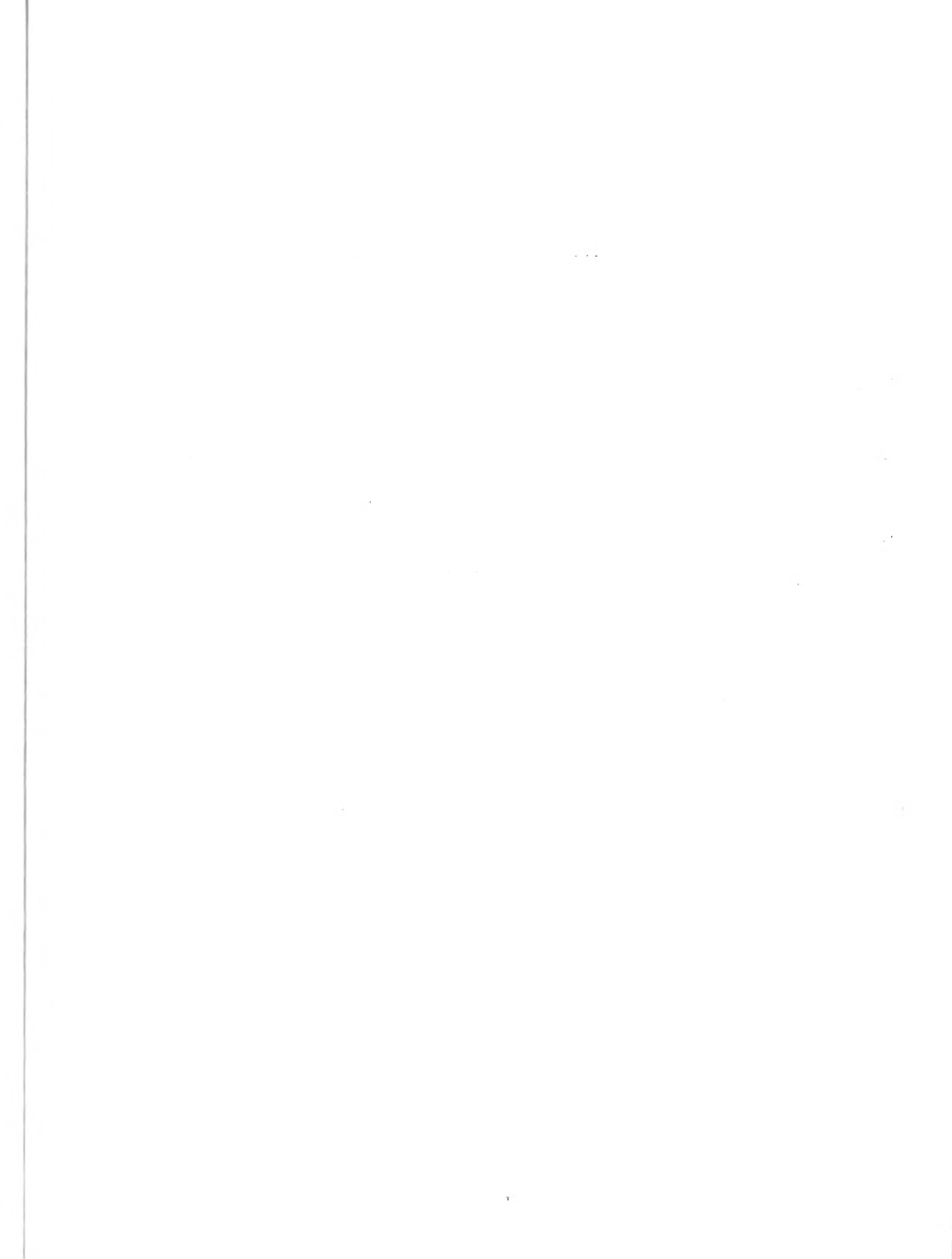
I.P.Sicotte, Jr.

Frank J. Smith

Joseph C. Tarantino.

Mrs. Annette R. Dobbs, Secretary

Discharged January 14, 1970



FINAL GRAND JURY REPORTS

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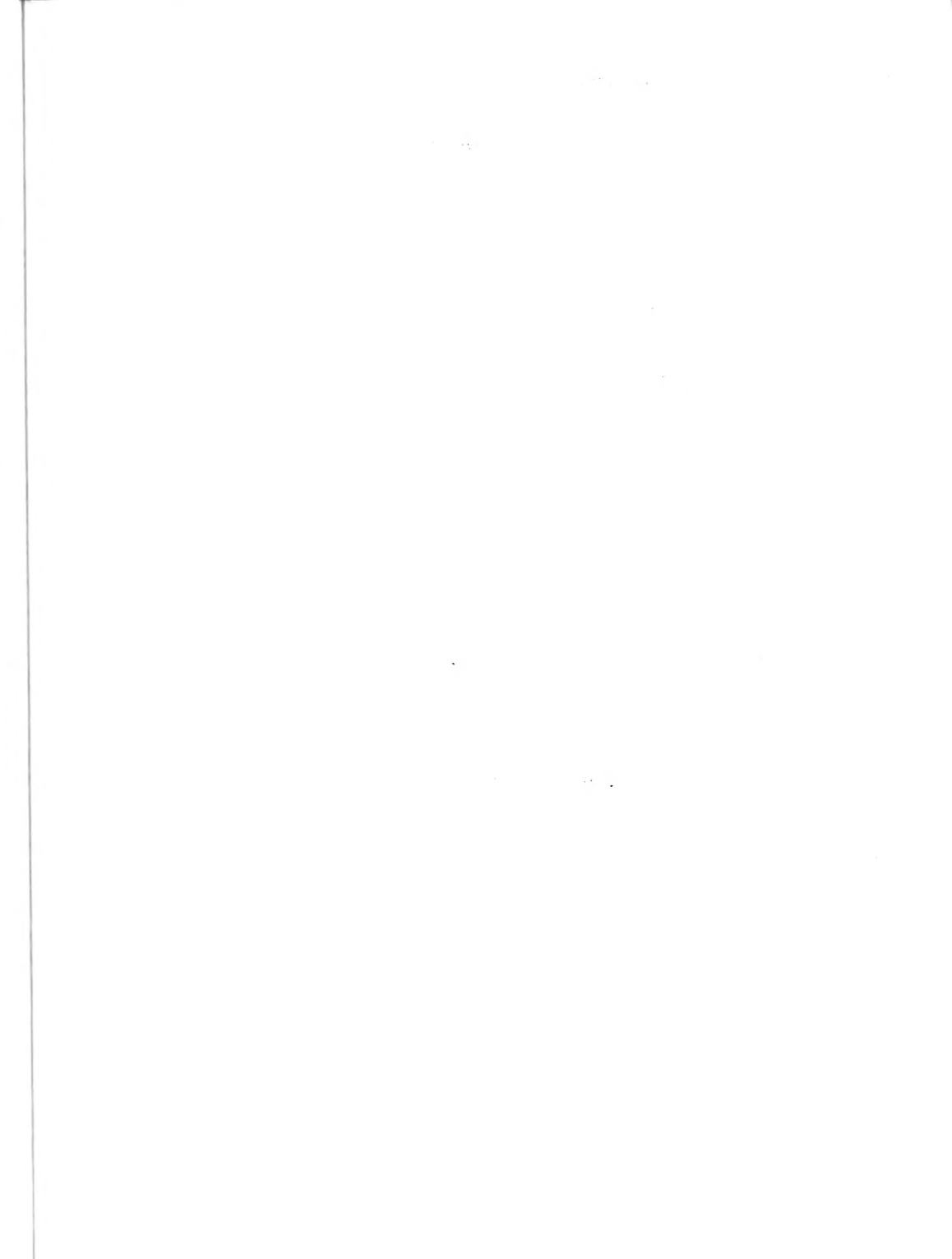


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HEALTH DEPARTMENT REPORT.

San Francisco has three hospitals: The San Francisco General, Laguna Honda Hospital, and the Hassler Health Hospital; and five emergency hospitals. These are under the jurisdiction of the Department of Public Health, and under the direction of Ellis D. Sox, M.D. All these facilities provide a wide range of specialized services which, in some cases, are not obtainable elsewhere in this immediate area.

This Committee would like to take this opportunity to praise the services of Dr. Sox and commend him and his staff for their service to San Francisco. Too often we tend simply to look at and seek out criticism of our public servants and overlook their special efforts and sincere work. Doctor Ellis D. Sox and members of his staff deserve the appreciation of the City as a whole.

The San Francisco General Hospital is a joint effort of the City and County of San Francisco and the University of California Medical School. It is providing a much needed service to the people of San Francisco and we believe the operation is run to the best of the ability of the men who are supervising this facility. It is an acute hospital, basically responsible for providing medical and surgical care to any person requiring medical attention. The University of California has a responsibility of providing sufficient and competent professional staff so that the hospital may continue to be approved for intern and resident training.

The new hospital project is a major item of importance. The present hospital consist of large fifty year old buildings sprawled over a twenty acre space. In 1965, the voters of San Francisco approved a \$33.6 million bond issue for a new medical center to replace San Francisco Hospital.

On June 2, 1969, the members of the 1969 Grand Jury recommended in a separate resolution that the \$33,000,000.00 Bond Issue should not be sold.

The committee had a series of meetings in reference to the above. It was concluded that in order to have a fully accredited hospital, the present structure cannot be remodeled, a new hospital must be built in order to meet with full accreditation.

Four important years have elapsed since the passage of the bond issue. Political and economic developments affecting health care have had, and are still having a profound effect. The ultimate effects are not yet in sight.



The construction of a new San Francisco General Hospital and Medical Center is an issue which has become clouded by many related factors. These include rising cost, the role of the University of California, economics and geography.

This year a project coordinator was appointed to reconcile the different views of the medical staff, city officials and architects. The first schematic drawings, a high rise building, was rejected by all parties concerned. The second was accepted.

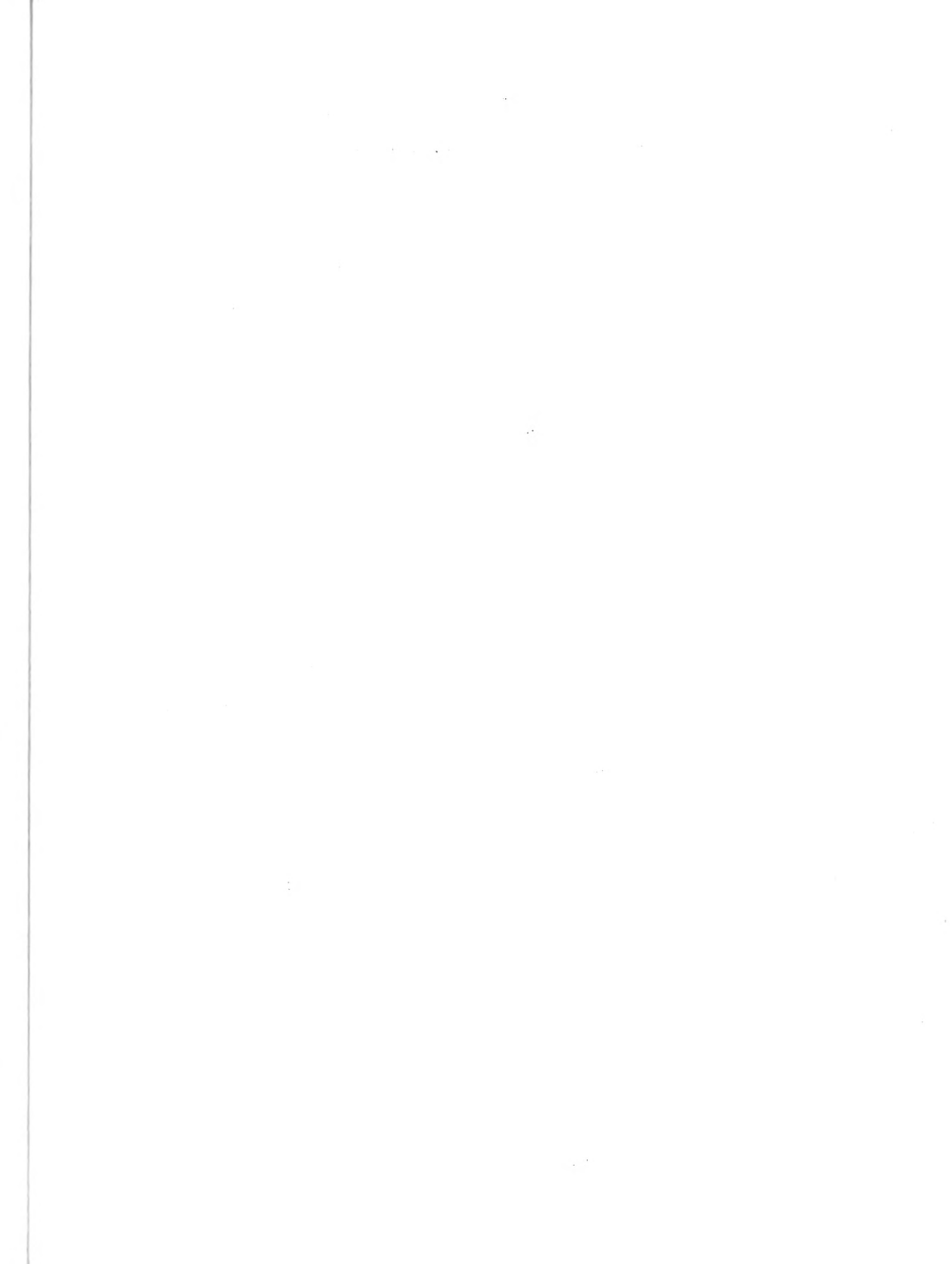
Some \$7 million has already been spent on architect fees, surveys and feasibility studies. This extensive advance planning and our discussion with various doctors convinces us that San Francisco General Hospital should remain at the present location.

We stress our point of view that if an administrator is not immediately appointed that our Grand Jury could not recommend to those in authority that any more monies of the taxpayers be spent.

In our interim report we took a strong position in reference to an administrator and we find that an Ad Hoc Committee of five doctors and five laymen were qualified in our opinion for the finding of an administrator and we feel that our Grand Jury Committee has made a substantial contribution to this effort.

In mid-term our committee submitted the following list of recommendations:

1. That the San Francisco General Hospital engage the services of a non-medical, full-time director and that his compensation be comparable to that received for similar services in other hospitals in San Francisco.
2. That the fence at Laguna Honda Hospital be installed as soon as possible for the safety of the old people, the staff and the visitors. We notice that past Grand Juries have made similar recommendations.
3. That the Hassler Hospital be phased out by moving their patients into the San Francisco General Hospital, or into Laguna Honda Hospital, as both institutions have ample facilities. The feasibility of the sale of the Hassler Hospital property should be studied.
4. That an Emergency Hospital Facility should be incorporated into all of the District Health Centers and then the older, antiquated Emergency Hospitals could be closed.
5. That a three-man, qualified Lay Commission, which will act as an Operational Review Committee, should be appointed to supervise the Health Department.
6. That an audit be conducted at least once a year on all of the hospitals under the jurisdiction of the Health Department.



Health Department continued.

7. That an adequate billing system be immediately established to insure the collection of money for all health services rendered at our hospitals. Our investigation disclosed that in excess of a half million dollars is being lost to the City and County of San Francisco.

8. Medical care for all detention facilities should be entrusted to the Department of Public Health.

Supplemental information relating to the foregoing Item 2.

The matter of a fence at Laguna Honda Hospital was to be taken care of by an emergency appropriation after a visit by this committee to the Chief Administrative Officer, Thomas Mellon.

Supplemental information relating to the foregoing Item 3.

This committee visited Hassler Hospital in Redwood City and we toured the 304 acres of ground and the hospital that houses 182 patients. Most of the patients have a chronic illness. There are 150 people on the staff with a budget of \$1,700,000.

This committee feels very strongly that this hospital should be a part of Laguna Honda Hospital or San Francisco General Hospital, and effect a savings to the San Francisco taxpayer.

Though we believe that Hassler Hospital should be phased out, as do some other agencies, we note that in the new budget request that the department asked for an increase of 12 new positions and an increase of \$208,481 of its budget. It is obvious that there is a conflict in views here and the city's policy makers should make note of this.

In its response to our suggestions of Hassler Hospital, the Mental Health Advisory Board stated the operation of Hassler Hospital does not cost the city any money since it is financed from State and Federal funds. This is a time honored rationalization that shifts responsibility from one level of government to another. This process merely avoids mention of the fact that the taxpayer is still paying the bill.

The Mental Health Advisory Board further states the Hospital should be kept in case the alcoholism program or the care of the mentally ill persons program is expanded, or taken over. This hardly seems sound business practice and any experienced person can well project to the day this occurs and a request comes for additional funds "to convert the facility to the new program."

Health Department continued.

The same advisory board stated as follows: "San Francisco has some of the most serious mental health problems in the United States. In the area of alcoholism, suicide, drug abuses, and mental illness, the city outstrips all other metropolitan areas in the country".

The board, through Dr. Alfred Auerback, Chairman, goes on to say: "To reduce the proposed personnel who would be working with sick people, suffering from the effects of drug or alcohol abuses, mental or emotional illnesses, is both inhumane and unacceptable".

This appears to our committee to be an unacceptable twisting of the facts and a statement so far remote from any of our intentions as to be grossly unfair. The Health Department has a budget of over \$10 million dollars for 1969, and this budget has been increased regularly. No one had any intentions of reducing proper medical or psychiatric services, and any logical person would certainly accept that.

SUPPLEMENTAL INFORMATION RELATING TO THE FOREGOING ITEM 4

We feel that the Alemany and Park Emergency Hospitals are really old buildings and should be incorporated into new Health Preventive Centers, and antiquated emergency hospitals should be phased out. As a further suggestion, we think it would be advisable to involve all medical facilities in San Francisco, private, public and non-profit, in order to update and modernize the excellent emergency medical care afforded by the City and County of San Francisco.

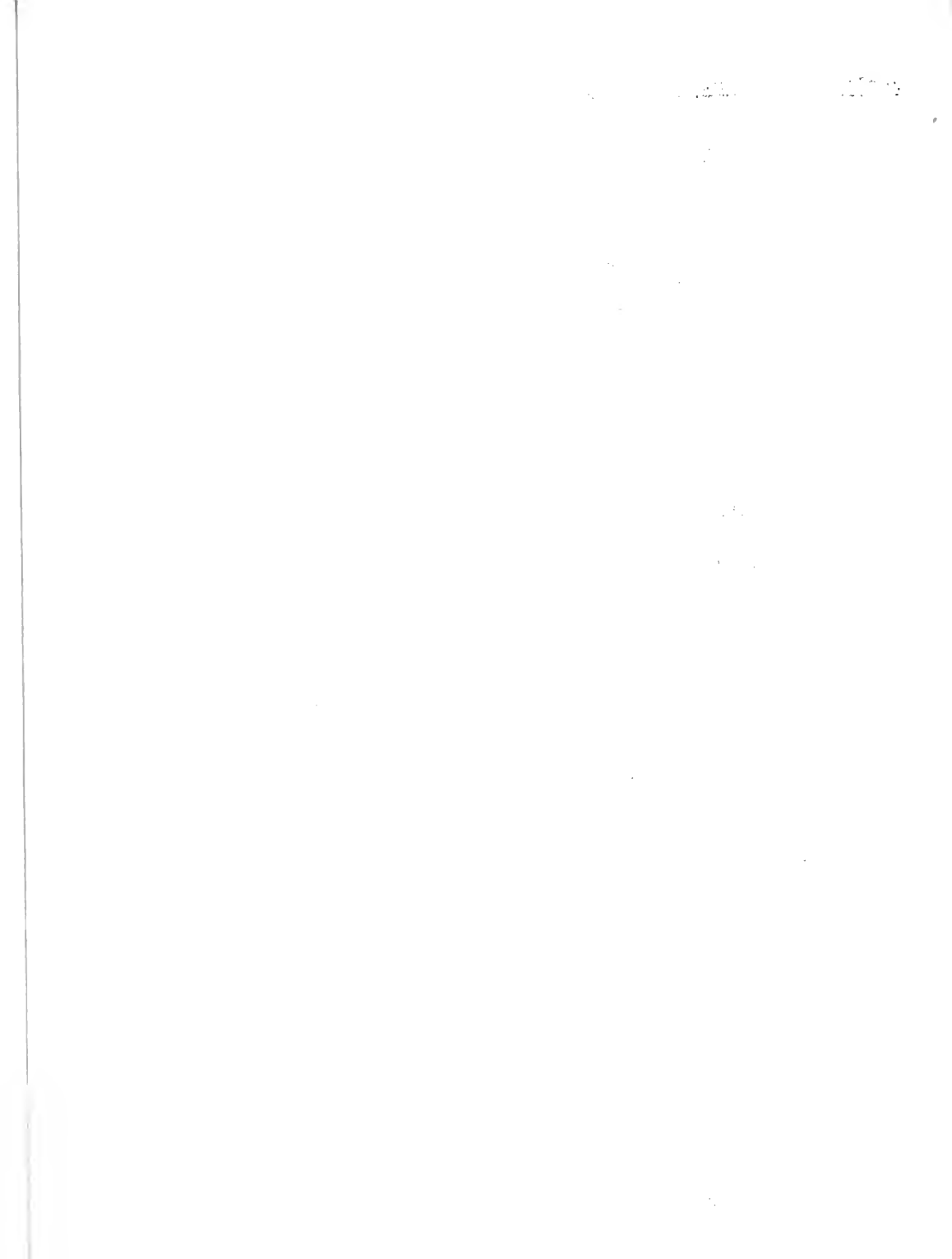
Our Emergency Hospital service is an excellent one and its reputation and service should be maintained on its high standard. Care is rendered at five Emergency Hospitals on a 24-hour basis, with a minimum of one doctor, one registered nurse, one medical steward and one ambulance driver on duty 24 hours daily, 365 days a year.

NARCOTICS: We have found the narcotics situation in San Francisco to be such an alarming problem that we refer you to the Grand Jury Special Report on Narcotics.

We find that one of the major problems of the San Francisco Hospital is to try and live within its budget. There is a constant problem of keeping in supply such items as drugs, hospital supplies and x-ray films. New and better drugs are being introduced and these new drugs are expensive. Newer and better products, such as the use of disposables, are gaining wider acceptance among modern hospitals and this is an added expense. The need for x-ray films increase with the increase of accidents and crimes of violence.

This committee also investigated the problem of the delay involving prisoners brought to San Francisco Hospital and also the delay involving all patients being processed through the Emergency Ward at the Hospital.

The difficulties are complex and occur at several stages in the patient's evaluation.



Health Department continued:

Prisoners are customarily brought to the Hospital in the middle of the morning, which is a busy time in the Emergency Ward. The congestion causes a delay before they have their initial history and physical examination by the attending physician. Usually some laboratory work is necessary which requires time to obtain specimens and to perform the necessary determinations. Another point is that a large proportion of the prisoners require x-ray examination. This generally results in a long wait because the x-ray department is running at full capacity with scheduled examinations on hospitalized patients.

Most frequently, consultation with other services, especially the psychiatric service, is required. Since the psychiatric staff coverage is barely adequate it is difficult to provide immediate consultation when requested during the daytime.

We were satisfied to note that as a result of a communication from our committee, Dr. John F. Murray of San Francisco General Hospital set up communication with Chief Thomas Cahill with a point of view of streamlining procedures to seek some solution.

This Committee is disturbed at the increased problem of venereal disease in San Francisco. This increase has come to be expected annually since the removal of the venereal disease threat in the middle 1950's. The report of the Division of Venereal Disease Control shows the number of cases diagnosed and treated in 1968 increased by almost one-third over the previous year, and the increase in 1967 was 40 percent more than that of the previous year. The number of new patients in 1968 was 17,346, which was an increase of some 40 percent over the previous year. The total number of patient visits in 1968 was 52,602, making it one of the largest outpatient clinics in San Francisco.

This Committee is pleased at the Health Department's role in providing psychiatric service with the operation of a detention facility through the provision of a team approach that will intervene at the time of the crisis. In the last three years, this crisis intervention on outpatients has decreased the number of patients admitted for in-patient care by 40 percent, and as a result of a change in Court policy as well as improvement in our services, the percentage of cases hospitalized in San Francisco that were committed to State Hospitals has in three years dropped from 48 percent to 5 percent. The shift in pattern now will be for the Health Department to move from crisis intervention to community psychiatry through the decentralization services and a team approach.

Henry Fourcade

Nicholas J. Klunis

Joseph C. Tarantino, Chairman



DEPARTMENT OF PUBLIC WORKS

This department is under the direction of Mr. Myron Tatarian as Director.

The Department of Public Works is one of the major departments in the city. The current annual budget is approximately \$35 million dollars.

They have about 1,800 employees, such as full crews of union carpenters, plumbers, electricians, steam fitters, and many other trade specialists.

The following departments are under the jurisdiction of the Department of Public Works.

- Bureau of Architecture
- Bureau of Building Inspection
- Bureau of Engineering
- Bureau of Permits
- Bureau of Accounts
- Bureau of Building Repairs
- Bureau of Water Pollution Control
- Bureau of Street Repair
- Bureau of Street Cleaning and Planting.

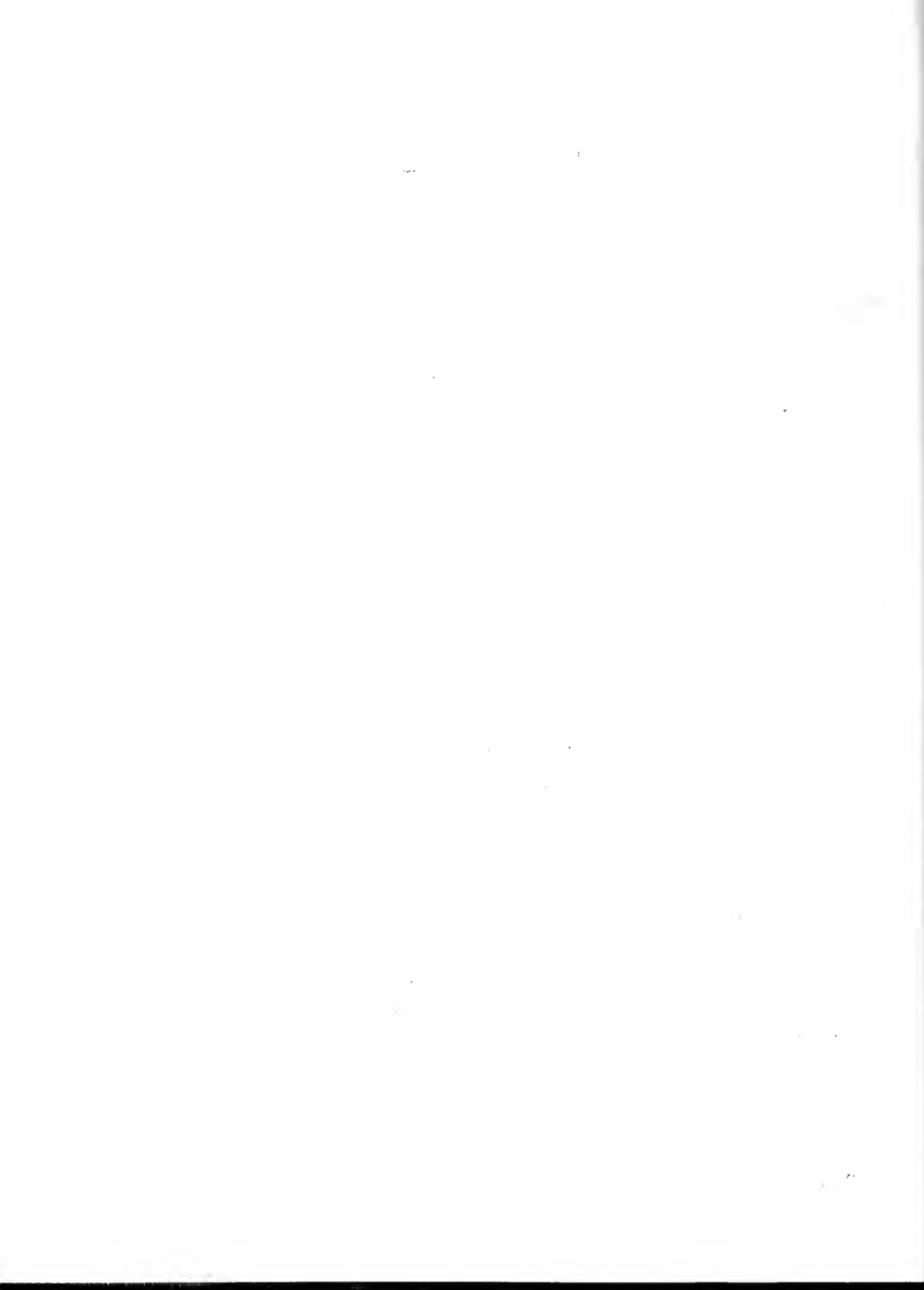
It also operates the telephone center which is responsible for the operation of the City Hall Centrex Telephone System, which serves all of the administrative departments of city government.

The 1968 Grand Jury made a recommendation that two-way radio communications be installed on trucks used in the street maintenance, so that trucks do not have to come back to the repair yard for reassignment. In checking this with Mr. Tatarian he informed this committee that this has been taken care of. This should be a big saving both in time as well as cost per job.

Mr. Tatarian also informed us that the delays involved in issuing building permits has been corrected. This in the past often delayed permits for weeks and months.

As a whole this Grand Jury Committee feels that Mr. Tatarian is doing an excellent job operating the Department of Public Works.

Continued.



PURCHASING DEPARTMENT

This department is under the direction of Mr. T.F. Conway, Purchaser of Supplies.

Besides purchasing all materials and supplies it also operates the Central Shops that repair most of the city's rolling stock, such as Fire Department, Police Department vehicles, ambulances.

The shop is under the direction of A.M. Flaherty who works under Mr. T. F. Conway. We have made several trips to these shops and have come to the conclusion that Mr. Flaherty is doing an excellent job.

They are still operating with the same amount of help that they had in 1952 but are maintaining about double the units they did at that time.

After several visits with Mr. Conway we feel that this department is being run in a very efficient way. Mr. Conway informs us that the work-load has increased in his department since the city has taken over the port from the State and feels that he would like to hire one more person to the position of Supervisor of Division of Specifications and Standards.

Mr. Conway states that this position is requested because:

1. The work to be done is an absolute necessity if the Bureau of Purchasing is to function properly and to accomplish the efficiencies which will result.
2. The addition of the Port Authority to the departments they service will increase the work load by nearly ten percent.

The duties and responsibilities of this division would be as follows:

1. SPECIFICATIONS:

A. Review long existing specifications, particularly those used as a basis for substantial, periodic material and supply purchases; revising them whenever desirable to stimulate competition and discourage collusive bidding with resulting savings of public funds.

B. Develop specifications for equipment that will stimulate competition and indicate clearly to prospective bidders what is required.

C. Develop operating, laboratory, and other tests as a basis for evaluation of articles offered and purchased.



PURCHASING DEPARTMENT continued.

2. PURCHASE OF EQUIPMENT

The bulk of the equipment allowed by the budget review authorities is to replace equipment represented by the requesting department to be unsuitable for further use. Under these circumstances it would be desirable to purchase the new equipment as soon as possible. However, it is not possible to accomplish this to the extent desired because of the following:

A. PERSONNEL. The purchasing staff is just adequate to purchase their yearly requirements of materials, supplies and equipment in a year's time. Purchases of materials and supplies, items required continuously and that are consumed in use, must be kept current.

After several discussions with Mr. Conway it is the recommendation of this committee that this new position be created.

Joseph M. Hannan

Charles G. Landresse

Arnold F. Devoto, Chairman

The first part of the report discusses the overall performance of the organization during the year. It highlights the key achievements and challenges faced. The second part provides a detailed breakdown of the financial results, including income and expenditure statements. The final section outlines the strategic plan for the following year, focusing on key areas for growth and development.

The organization has achieved significant milestones in its mission, particularly in the areas of community outreach and service delivery. The financial statements show a steady increase in income, reflecting the growing support from donors and the public. The strategic plan for the next year emphasizes the importance of maintaining high standards of service while exploring new opportunities for expansion and innovation.

DEPARTMENT OF FINANCE AND RECORDS

This department is ably administered by Mr. Virgil Elliott, Director of Finance and Records. The following report to the Chief Administrative Officer through the Director of Finance and Records: Agricultural Commissioner, County Clerk-Recorder, Farmers Market, Public Administrator-Public Guardian, Sealer of Weights and Measures, Registrar of Voters, and Tax Collector.

AGRICULTURAL COMMISSIONER (Including FARMERS MARKET)

This department does an outstanding job in enforcing the provisions of the State Agricultural Code; through its inspection services, a high standard of quality is maintained in the area embracing fruits, nuts, vegetables, eggs, poultry, meat and honey. Inspections are conducted at the wholesale produce terminal and locations wherever produce is offered for sale.

Seeds, plants and nursery stock shipped or transported into the county as well as plants in nurseries are also inspected.

Pest surveys and controls are maintained.

Commissioner Raymond Bozzini and his highly qualified staff maintain an efficient operation and this committee commends them for the service rendered to the county.

FARMERS MARKET: This self-supporting activity is also administered by the Agricultural Commissioner and returns a small excess over operating expenses to the City each year (\$67,216.04 to date after payment of cost of the land and capital improvements). The operation appears to be well regulated and efficiently organized.

This committee feels that a revolving fund for minor maintenance and repairs could well be considered in view of the public exposure and location of the market.

COUNTY CLERK-RECORDER. A functional branch of City and County Government operating well, serving the public and courts with limitations imposed by obsolete equipment and archaic methods. We recommend a survey be conducted to determine ways and means of updating the various processes in accordance with today's technology.

PUBLIC ADMINISTRATOR-PUBLIC GUARDIAN. This is a self-supporting office under the competent and efficient administration of Mr. Con S. Shea and staff. Periodic audits are made by certified public accountants. Their recommendations for improvements in record keeping and accounting procedures have received cooperation consistent

PUBLIC ADMINISTRATOR-PUBLIC GUARDIAN (Continued)

with provisions of applicable statutes and codes. While there has been an increase in the work load, consolidation of the two offices and the installation of electronic accounting has enabled the office to function efficiently without additional personnel.

REGISTRAR OF VOTERS: Between elections routine voter registration is conducted; the holding of elections brings a peak work-load to this office requiring trebling the staff through the employment of temporary help. Introduction of E.D.P. Processes for vote counting and tabulation has resulted in unwarranted delays in determining final results. Much criticism has been received from candidates, grand juries and voters and it has been recommended that E.D.P. be discontinued in favor of the previous method of manual counting and tabulation which was expeditious and accurate.

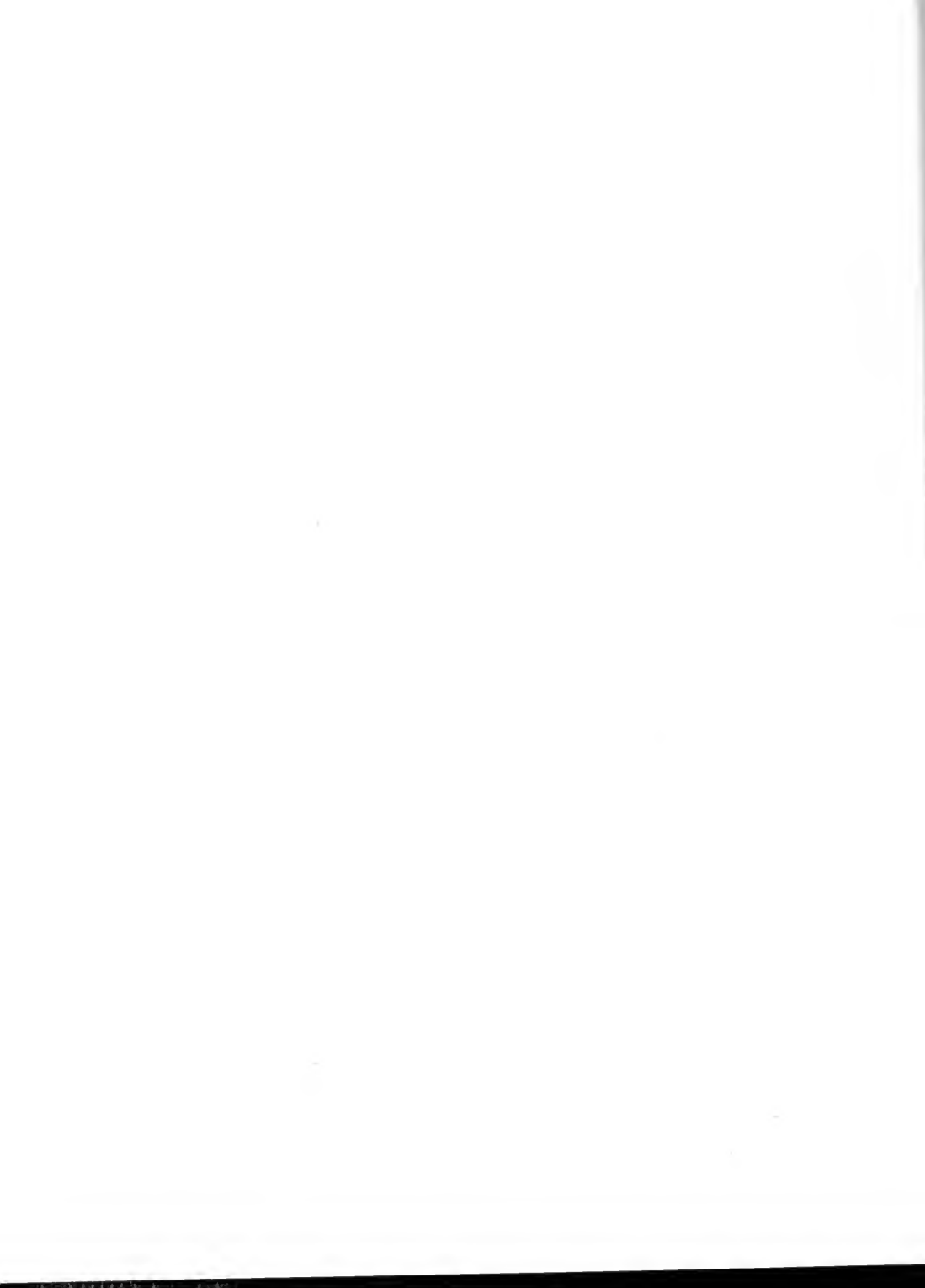
The November 4th, 1969 election was handled by E.D.P., and while not as fast as the previous manual operation, a decided improvement over preceding disastrous years. Time will tell whether electronic data processing holds the answer to speed and accuracy in determining election results at a cost commensurate with the use of the previous satisfactory system.

SEALER OF WEIGHTS AND MEASURES: This department has functioned smoothly over the years; its inspection and sealing operations are conducted without resort to legal involvement. Cognizance must be taken of the 1968-1969 fiscal year inspection of TAXIMETERS. Of a total of 214 inspected 26 had to be adjusted and 72 were condemned. San Francisco taxi rates are among the highest in the country; we recommend that a concerted drive be made to inspect and bring into line all meters on cabs operating in this city.

RECORDS CENTER: This center is maintained in a privately owned warehouse at 144 Townsend Street; the operation is orderly and well organized and serves the purpose for which it is operated. This committee feels that if, as and when a general office building and/or courthouse is constructed, provision should be made for the inclusion of a modern and up-to-date records storage center.

TAX COLLECTOR: In 1968-1969 this office handled collection of \$250,596,062 an increase over 1967-1968 of some \$29,000,000. The enactment of the business tax in October 1968 necessitated the employment of 42 additional personnel - first 9 months collection totalled \$1,968,946.31 for the fiscal year 1968-1969. Estimated annual collection of this tax is \$8,000,000.

E.D.P. Processes are used in part by the Tax Collector's Office. "Rapidly of accomplishment is of course, contingent upon the amount of attention that can be given by the E.D.P. staff to tax office matters". (Tax Collector Annual Report 1967-1968). "Rapidly of achievement is, of course contingent upon the amount of time and attention that can be given by the E.D.P. staff to tax office matters" (Tax Collector Annual Report 1968-1969).



TAX COLLECTOR: (Continued)

No progress in development of a workable E.D.P. Process is indicated after a lapse of two years. Recommend that a speed-up in completing E.D.P. Programming utilizing this service to the fullest extent for the benefit of the Tax Collector's office be immediately instituted.

The addition of new personnel necessitated new working space a mezzanine storeroom was converted for this purpose. It is ill-suited for this use; it is overcrowded, poorly ventilated and the stairway leading to it a distinct hazard. Safety treads should be immediately installed to reduce the possibility of accident to the staff.

We recommend that the use of these quarters be discontinued at the earliest possible date and provision made for the staff's accommodation on the main floor where there is ample room to take care of them.

David Morris

Frank J. Smith

Charles G. Landresse, Chairman

PUBLIC DEFENDER

The Constitutions of the United States of America and the State of California provide that all defendants accused of a crime must receive adequate representation in the courts of law. Where a defendant is unable to pay, the Public Defender must come to his aid so that the defendant is given a fair and impartial trial.

In the 1968-1969 fiscal year report of the Public Defender it is indicated that the office represented 34,920 people at a cost of \$12.78 per defendant. This would indicate an economical and extremely efficient operation of this department.

Inasmuch as the crime rate in our city has increased enormously, and whereas his requests for additional personnel have been denied to a great extent, we believe that the Public Defender is entitled to more help, for the following reasons:

The Superior Court has established a Master Criminal Calendar Department at the Hall of Justice in order to speed up the handling of the large volume of criminal cases now pending. This will of necessity require more personnel and equipment for the Public Defender. Thirteen (13) new employees have been requested for this endeavor at a cost of \$127,920.00, plus \$5,000.00 for equipment and furniture. The members of this Grand Jury Committee urgently endorse the approval of these requests.

Public Defender Mancuso has requested permissive legislation allowing his department to charge defendants fees within their ability to pay. This Committee believes that such legislation would enable San Francisco to recover such funds which are lawfully due the City, but where little effort has been made to collect them. Our Committee believes that the courts have been too lenient in this regard and a large amount of money could be saved for our City.

A new set of duties has been assigned to the Office of the Public Defender in that he now must represent the Conservatee in the Conservatorship actions. This is in the field of the mentally ill, and fifty (50) cases are now in the hands of the Public Defender. This can be a continuing matter, taking up considerable time, as it would entail travel to all State Mental Institutions. A ruling on whether the Public Defender is to handle these matters on a permanent basis is awaited; and, if the assignment become permanent, then additional personnel would be required



Public Defender (continued)

This Committee commends the Public Defender and his staff for the excellent manner in which the Department has been administered, and we strongly urge the approval of the requests for legislation suggested above as a means of continuing this office in a progressive manner.

Eugene R. Erigero

John J. Enright

Henry E. Fourcade, Chairman

M. H. DE YOUNG MEMORIAL MUSEUM

At present this facility is in the throes of a possible merger with the California Palace of the Legion of Honor. A qualified outside museum director has studied in depth such a merger and this study with its recommendations, is in the hands of the Board of Trustees of both museums. It appears that in the near future there will be one director and one Board of Trustees for both museums.

This Committee of the Grand Jury endorses this plan two-fold: as a savings to the city and providing better services to the public.

This Committee, through its investigation, noted that the De Young Museum loaned to the San Francisco Maritime Museum, commencing in 1951 and continuing over a period of years, a number of works of art pertaining to the maritime and since that time the Maritime Museum has never made an inventory of these items. This has now been done. So that the Maritime can keep the items that De Young no longer wishes, this Committee recommends that an outside expert appraise the goods on loan and that the Maritime Museum purchase and donate to the De Young Museum works of art of equal value.

John J. Casey

John P. Cordoni

Eugene R. Erigero, Chairman



DISTRICT ATTORNEY

This Committee has met with the District Attorney, John Jay Ferdon and members of his staff on several occasions. We find this department is very efficiently operated in the face of a constant rise in its work load.

A budget request for nine deputy district attorneys was presented to Mayor Alioto and is now in the hands of the Board of Supervisors. The Mayor approved the request for the deputy district attorneys required for the operation of the Master Criminal Calendar at the Hall of Justice, but no approval was given for the deputy district attorneys required to present matters at the Youth Guidance Center.

The Master Criminal Calendar operation is an endeavor on the part of the Court to make available sufficient superior court departments in order to expedite the handling of criminal cases. The District Attorney and his staff are cooperating wholeheartedly.

Under the present rule, the District Attorney and/or his deputies are prohibited by law from presenting criminal matters to the court at the Youth Guidance Center unless specifically requested to do so by the Court. The Court has now made this request and four (4) additional district attorney deputies are required. The Probation Officers have been presenting the criminal matters and acting at the same time as counsellor and advisor to the youthful offenders. The Court did not feel that this was a proper procedure.

The spiraling increase in our crime rate has necessarily increased the work of our District Attorney. We note a great increase of felony and misdemeanor cases in the last three years. A 25% increase of felony cases in 1966-67 from 8,382 cases to 10,631 was followed in the fiscal year 1967-1968 by an increase of 38% to 14,760 cases. Another increase of 21% in the fiscal year of 1968-69 to 17,881 cases, more than doubled the number of cases in the last three years.

The type of offenses considered by the Office of the District Attorney in the past fiscal year reveals 97 murders compared to 44 murders in the 1967-1968 fiscal year, an increase of 120%. An increase of 1,476 narcotic offenses from 4,154 to 5,630 or about 25% is alarming.



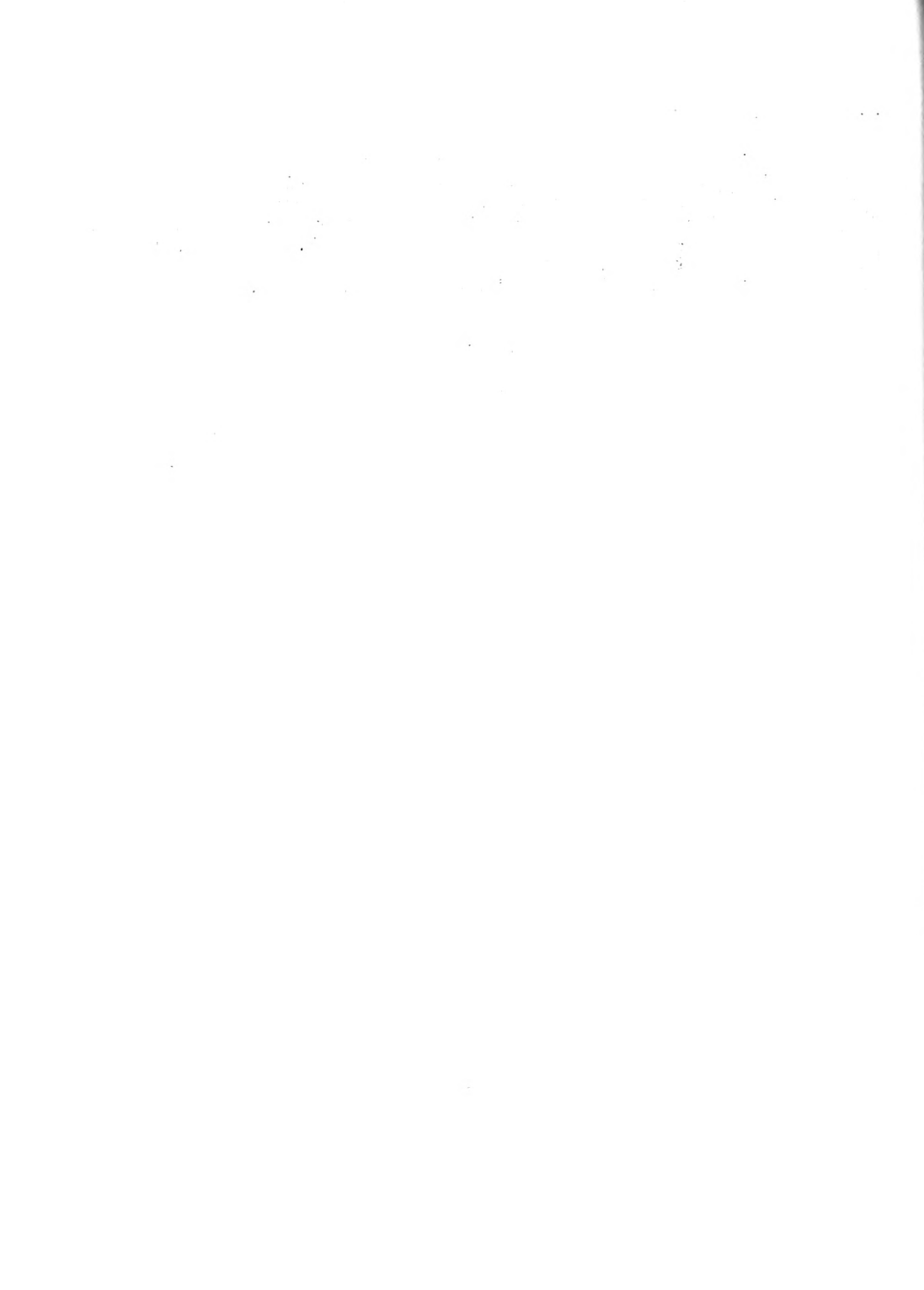
District Attorney (continued)

This Committee extends commendation to the District Attorney and his staff and wishes to pay particular tribute to the former Chief Assistant District Attorney, now the Honorable Francis W. Meyer, Judge of the Superior Court, who is doing an outstanding job at the Youth Guidance Center. We also commend Walter H. Giubbini, the present Chief Assistant District Attorney, a dedicated public official and an asset to the Office of the District Attorney.

Eugene R. Erigero

John J. Enright

Henry E. Fourcade, Chairman



ASSESSOR

The Assessor's Office operates under State Law, rules and administrative regulations of the State Board of Equalization and under local ordinance.

ASSESSMENTS:

The Assessor's Office has the responsibility of placing a full cash value on upwards of 154,000 parcels of real property and of auditing more than 50,000 business personal property statements for the purpose of assessing them at a uniform ratio of 25 per cent of full cash value.

The 1969-1970 Assessment Roll reached a figure of \$2,149,691,933 -(locally assessed), a net increase of \$46,577,496 over last year's roll, after deductions from constitutional exemptions. This would have produced a cut in the tax rate of approximately .24¢ were it not for increased budgetary expenditures.

Building values were increased \$44,809,294, gross assessed value, while land value increased \$8,809,294, despite the Redevelopment Agency's removal of 308 parcels bearing an assessed valuation of \$3,853,187.

Assessor Tinney revalued the now City-owned Waterfront and Fishermen's Wharf properties, increasing their fair market value from \$28 million last year to \$41 million this year.

SERVICE TO PUBLIC:

It is noted that the Assessor's Office continues to make impressive progress in the reorganization and implementation of space, personnel, equipment and services.

In order to serve the public better and to give a reasonable degree of privacy for taxpayer conference, obsolete counters and partitions were removed with new counters, partitions and floor tiling installed at modest cost.

The entire office presents a modern, pleasant, and efficient atmosphere and the relocation of personnel offers vastly improved service to the taxpaying public.

MANPOWER AND SPACE:

However, space is an urgent requirement for maximum efficiency and it is strongly represented that space in or near City Hall be made available for use of the Assessor's Office.



Assessor (continued)

It is noted that the Assessor must cope with a vastly increased work load, yet has available only 133 employees, the lowest permanent staff in 13 years. This personnel problem was carefully examined and it was noted that due to retirement, transfers, certain unrealistic pay schedules and the inability of Civil Service to provide certified personnel, there are many vacancies which detract from the execution of excellent programs both in Real Estate Valuation and in Business Personal Property auditing. These programs have been carried forward but they place an extraordinary burden upon appraisers, auditors and supervisory personnel.

Particular attention was given to unequal pay schedules in Real Estate appraising which cause unnecessary shifting of extremely competent and experienced personnel to other departments.

The Auditing function is adversely affected by unrealistic pay schedules because those schedules do not attract auditors to City service and, additionally, cause a transfer of competent auditors to other City departments offering higher paying classifications.

The Assessor's Office has made tremendous progress in the use of Electronic Data Processing. In cooperation with the City's Data Processing Center and technicians from the State Board of Equalization, the following functions are performed by use of Electronic Data Processing facilities:

OWNERSHIP FILE:

All recorded changes of ownership are transmitted daily to electronic storage via Visual Display Units through which ownership inquiries may also be made.

MAILING ADDRESS FILE:

All basic mailing addresses pertaining to real estate are updated daily to the benefit of both the Assessor and the Taxpayer.

REAL ESTATE VALUATIONS:

Visual Display Units are used for in-input to electronic storage of changes of valuation to any parcel of real estate, with the result that the Display Units will reveal the valuation on the current Roll, the valuation suggested for the coming assessment year, plus any changes due to Assessment Appeals Board action or corrections via Board of Supervisors resolutions.

SALES RATIO STUDY:

This important operation is accomplished by feeding into the computer the sales price involved in the transfer of property with a code to indicate whether the sales price is from revenue stamps or is an actually confirmed sale. The top statistician of the State Board of Equalization is consulting with and cooperating with the Assessor



Assessor (continued)

to produce the mathematical formulae required for the most complete possible analysis of sales ratios which, in turn, will be a most valuable tool for the Assessor to check on the uniformity of assessment, and can also disclose areas requiring further study.

BUSINESS PERSONAL PROPERTY MASTER FILE:

The Business Personal Property Master File has been evolved over a period of three years by Assessor Tinney so that now every business location and potential business location is in the record file.

An account number was given to each actual business and to each potential business location. All available records were geared in to the account number system. The business locations were verified with help of the auditor-appraisers and then valuations concerning each business were placed in the file. This prepared the Assessor for his significant achievement of being able to "direct bill" businesses with a full cash value of \$10,000.

As of August 1, 1969, out of a total billing of 46,355 units, 24,944 were "direct billed." The saving in man-hours was most impressive and the convenience of the taxpayers in this category was extremely well served.

The close coding of every element in a business property statement has been able to yield such statistics as these: Business inventories represent approximately 38 per cent of the total of personal property valuations. Supplies represent approximately 3 per cent of the total. Leased equipment and leasehold improvements represent 21 per cent of the total. Machine and manufacturing equipment represent 16 per cent of the total.

This system has also made it possible for the Assessor to tell the personal property valuation of each type of business via a business classification code. For example - Code 621, representing Apartments, Personal Property, had 9,824 billings with a total full cash value of \$16,739,830. Code 293, representing attorneys, had 1,057 billings with a total full cash value of \$6, 825,628.

Assessor Tinney has instituted a program of applying the personal property of an owner of real estate to the real estate as of July 1, 1969 Roll. 13,769 individual assessments were thereby placed on the Secured Roll with a total full cash value of over \$200 million, representing upwards of \$50 million of assessed valuation.

PUBLIC INFORMATION DIVISION:

For better service to the public, the Public Information Division has been reorganized and placed at the entrance to the office. Facilities and books have been provided with excellent light and adequate personnel for service to the public.



Assessor(Continued)

The entire office has been dedicated to an enormously increased program of activity. Last year the Real Estate Division processed 1,440 appeals which necessitated a personal inspection of each site, an especially prepared appraisal report and an appearance by the appraiser before the Assessment Appeals Board. There were 6 Possessory Interest appeals last year as compared with 38 this year.

The Assessor reports excellent cooperation from the City Attorney in this Appeals activity and excellent results in counseling and litigation. However, this Committee urges that an additional City Attorney, to aid the Assessor's presentation of over 1,000 cases before the Assessment Appeals Board, be assigned to the office of the City Attorney.

This year the number of appeals is over 1,256 and they will be processed without additional personnel. In the Business Personal Property Division, 99 appeals were processed last year and over 149 have been processed so far this year.

STATE PROPOSITION 1-A

An extraordinary burden was placed on the Assessor's facilities with the passage of State Proposition 1-A which required the Assessor to process more than 74,000 claims for the \$70.00 rebate and over 75,000 to date, for the \$750, exemption.

AUDITS:

The Personal Property Division last year completed 519 mandatory audits and 1,510 selected audits. Total Business Personal Property assessments processed amounted to 50,627.

Authorized staff of this Division is 32, but for reasons above mentioned, the staff currently stands at 23.

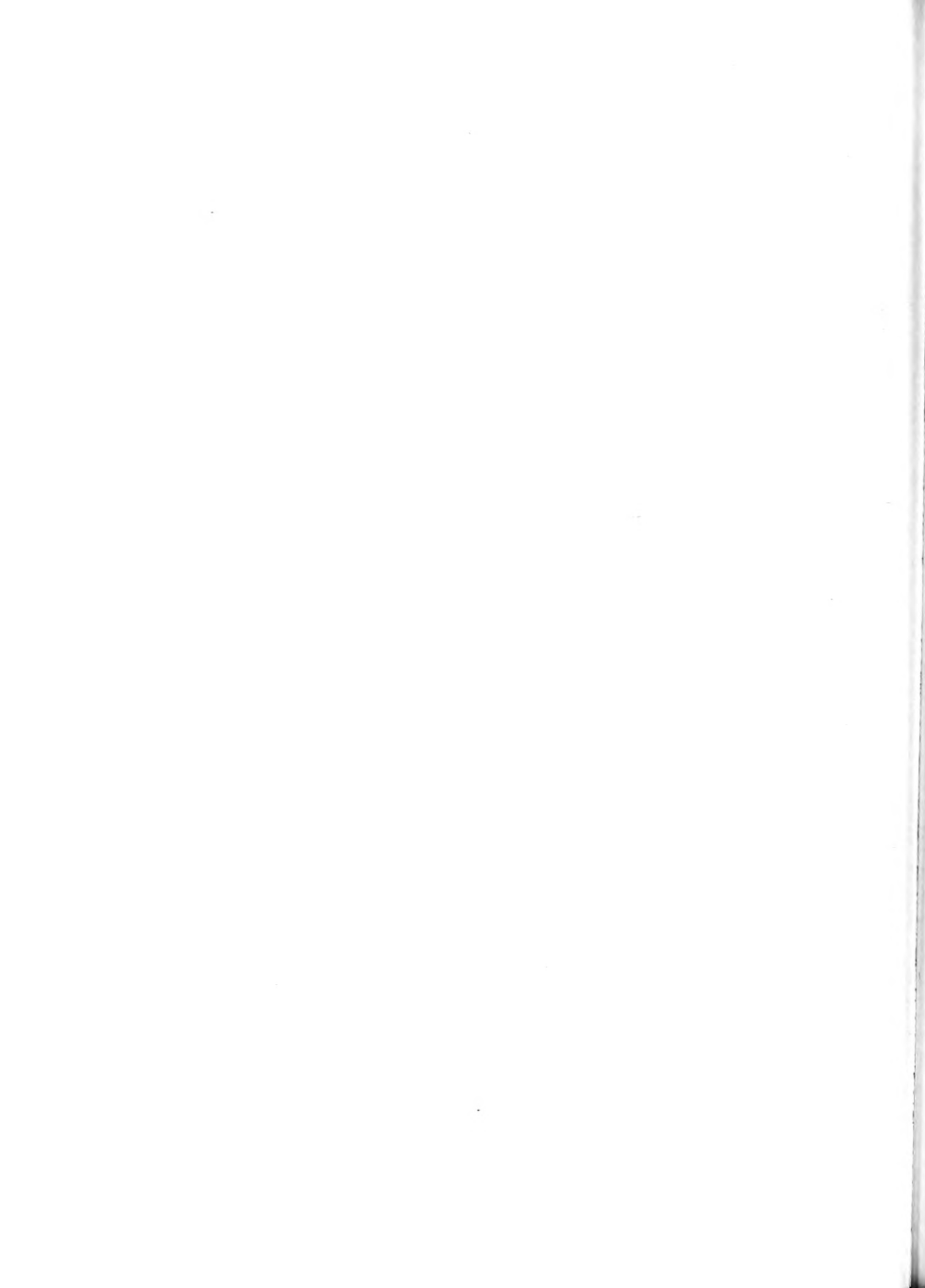
RECOMMENDATIONS:

The Assessor has made his needs known. It is quite clear that his staff must be geared to the functions and case load of his department. Denial of adequate and trained personnel to his office in the final analysis, denies the City and County of San Francisco monies rightfully due. This Committee therefore supports the personnel requirements so stated in this report. In addition, the request for additional space is also recommended.

Charles G. Landresse

I.P. Sicotte, Jr.

George C. Denend, Chairman



CONTROLLER

The Office of the Controller, under the direction of Nathan B. Cooper, was visited by this Committee on several occasions during the year.

The Controller and his staff are responsible for the final accountings of monies, the preparation of the budget, supporting documents, and the processing of information for the conducting of the business of the City and County of San Francisco.

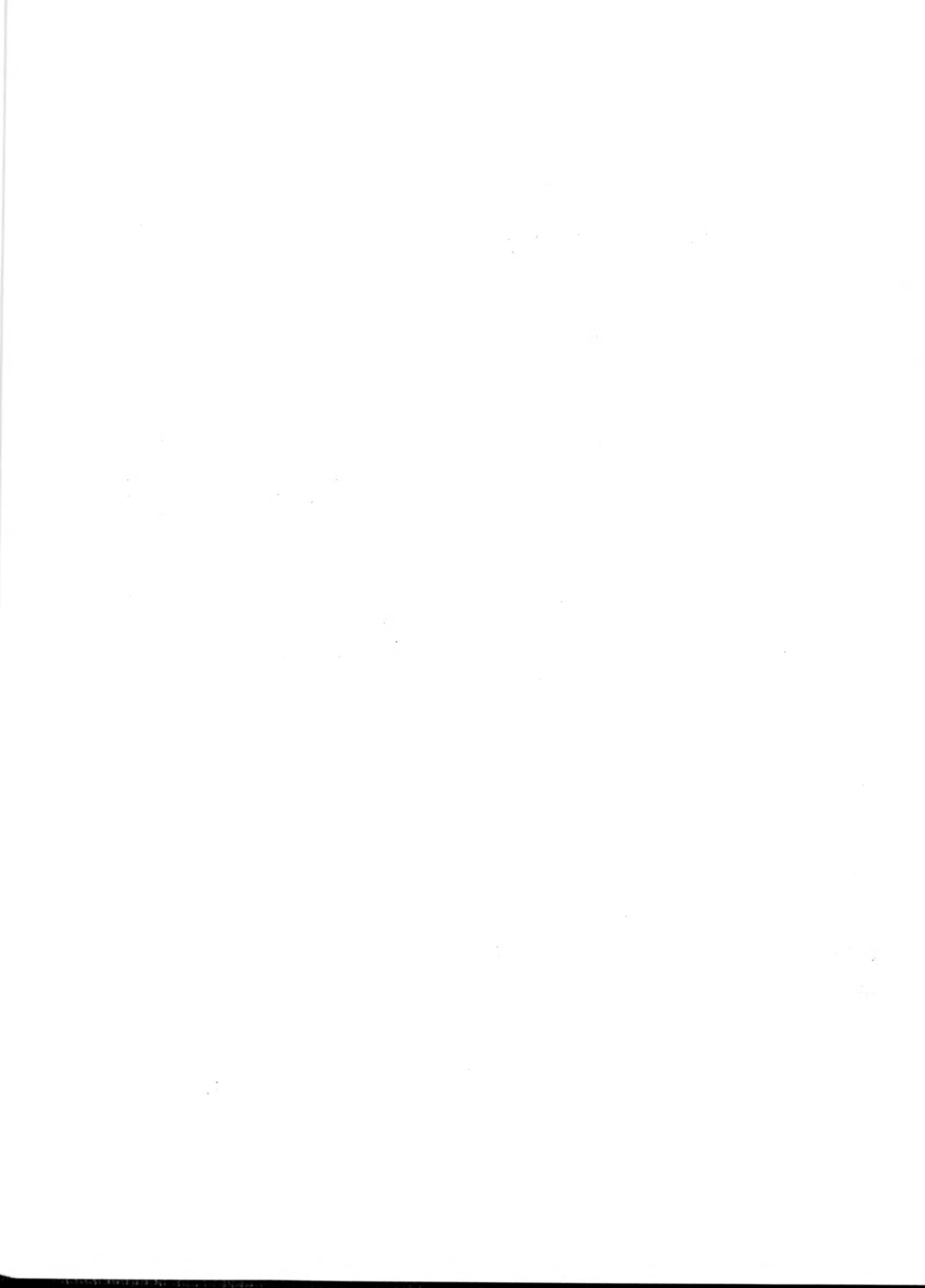
An Internal Audit Unit is maintained by the Controller's Office, whose primary function is to examine the records and accounts of most of the City and County Government Departments. Departments not covered by this service are audited by outside firms employed by the Board of Supervisors. Further, the Board of Supervisors also engages an outside C.P.A. firm to audit the Controller's Office.

PRESENT STATUS:

For several years the Controller's Office has been unable to fill many vacancies of permanent authorized positions except by the temporary limited tenure process. This appears to have been a problem for several years. We find the current staffing of their accounting classifications illustrates their predicament.

<u>NO.</u>	<u>CLASS TITLE</u>	<u>POSITIONS AUTHORIZED</u>	<u>FILLED BY PERMANENT EMPLOYEES</u>	<u>FILLED BY LIMITED TENURE</u>
1658	Chief Accountant	6	3	3
1656	Head Accountant	13	10	3
1654	Principal Accountant	12	6	6
1652	Senior Accountant	17	4	13
1650	Accountant	25	12	13

The inability to fill these positions on a permanent basis reduces the efficiency of the operation, creates crisis when their few experienced help are absent and makes future planning and training difficult to implement.



Recruiting at the lower levels has not been successful. The shortage of accountants in all departments of the City, particularly at the supervisory levels has further drained them of available talent.

It has been suggested that examinations open to all qualified applicants be given for all classifications simultaneously with promotional examinations. Lists established from promotional examinations would take precedence over open examinations in keeping with the spirit of the Charter.

RECOMMENDATION:

We recommend that examinations open to all qualified applicants be given for all classifications simultaneously with promotional examinations. That the lists established from the promotional examinations should take precedence in keeping with the intent and spirit of the Charter. That all qualified employees resulting therefrom be considered for placement in the professional positions as above indicated. It is further recommended that the Board of Supervisors consider recruiting talent outside City Government if necessary in order to fulfill the vacancies in the vital department. Some special considerations may be necessary.

Charles G. Landresse

I.P. Sicotte

George C. Denend, Chairman



REDEVELOPMENT AGENCY

The Agency's operating funds are obtained entirely from the Federal Government. The net cost is shared at the end of all projects -two-thirds federal and one-third city. The City's one-third may be put in the form of community facilities or improvements such as schools, streets, fire stations, etc., which would have to be put in, in any event. This Agency operates under State Law on behalf of the City. The Agency does not function under the City Charter. A Federal audit is made periodically.

We found Justin Herman, Executive Director, to be a very knowledgeable person and regarded as one of the best in the country in this field. He is very ably assisted by Robert Rumsey, Secretary. He has a very fine staff of 275, of which 70 per cent are professional.

It is the responsibility of the Redevelopment Agency after an area has been selected for redevelopment to purchase property and to arrange for relocation and demolition. It is a very delicate and ticklish task to relocate people.

The redevelopment of three areas has increased the tax revenue in the amount of over \$3,700,000 annually.

We, the Committee, found Mr. Herman and his staff most cooperative during our investigation and we feel that they are to be commended for a job well done.

George C. Denend

Henry E. Fourcade

John Cordoni, Chairman



PARKING AUTHORITY

This Committee visited the Parking Authority on numerous occasions during 1969. We found, Mr. Arthur S. Becker, head of this department, to be a very capable man. His duties and those of his staff include: Obtaining more parking space, more neighborhood sites, adequate finances, submitting bids and the building of more and better parking space. He is aided by five Commissioners headed by Mr. Donald Magnin.

Mr. Becker and his staff manage an annual operating budget of \$43,000. The authority works closely with the City Attorney, and the Traffic Engineers, the Planning Commission, City Controller, Department of Public Works and Director of Property. The Authority has worked closely with the Redevelopment Agency to maximize utilization of property at reasonable cost. The Japanese Cultural and Trade Center Garage, Golden Gateway Garage, and a portion of the Fifth and Mission Garage sites are examples of this cooperation and planning.

The City Planning Commission and the Authority are in agreement as regards congestion in the financial district. Garages will not be recommended in the financial center, but will be recommended on the "rim" of this district. The Sutter-Stockton and the Fifth and Mission Garages are examples of the "rim" of the district.

The Authority favors leasing these garages to qualified operators rather than inexperienced people. Primary consideration is economy, remuneration and service to the public.

ACCOMPLISHMENTS:

Completed or near completion projects include: North Beach Garage (Vallejo Street - five stories and 163 stalls), Marina Garage (Pierce Street - two stories and 82 stalls), expansion of the Fifth and Mission Garage (296 additional stalls), Geary Blvd., Public Parking Lot No. 2 (18th and 19th Avenues), Polk Street Parking Garage, (Redding School) and Excelsior Public Parking Lot (Norton and Harrington Streets). There are also approximately fifteen additional new sites under consideration or in the planning stage for construction in other districts.

PARKING CONTROL

The Committee feels proud of the fact that we were able to support the Parking Authority in obtaining 29 additional meter men and meter maids. Mayor Alioto personally supported this request and finally approved it. The results are more citations which are the main source of revenue to the Parking Authority. The revenue derived from this additional force produces approximately four times their



PARKING AUTHORITY (continued)

annual pay in fines resulting from parking tags. Accordingly, this operation released police officers for higher priority police work with no additional cost to the taxpayers.

George C. Denend

Henry E. Fourcade

John Cordoni, Chairman



PUBLIC UTILITIES COMMISSION

The Public Utilities Commission consists of four departments: Municipal Railway, Hetch Hetchy Water and Power, Water, and International Airport. The functions of these departments are but remotely interrelated; nevertheless, as a result of historical accident the administration thereof is currently vested in the Public Utilities Commission. The Commission itself consists of five members appointed by the Mayor with staggered tenure. In turn the Commission appoints a General Manager who functions as the Chief Executive Officer. Generally, he has the power of appointing the managers of each department and other administrative personnel; all other employees hold civil service positions. The Commission is the policy-making body, responsive to public wishes, and the General Manager carries out the Commission's resolutions.

The entire utility complex has a book value approximating \$300 million; thus, it is evident the Commission has responsibility for the largest concentration of assets belonging to the City. Each department is itself a highly technical operation and in-depth study of any one area requires time and expertise possessed by few citizens selected for Grand Jury duty. Accordingly, the opinions of this Committee are based on a somewhat general analysis.

We respectfully direct the reader to the Annual Report of each department for the department head's views and proposals for statistics and for financial information.

It is city policy to acquire and operate as many utilities as possible, undoubtedly with an eye to providing San Franciscans with adequate utility service at the least possible cost. One method of accomplishing this purpose is to provide service at cheap prices irrespective of cost. In this manner, the user is the beneficiary, and the taxpayer can sometimes be the loser, as witness the Municipal Railway. The opposite approach would be to charge competitive rates for services and turn over any excess revenues to the general fund in order to minimize taxes. This posture would in theory, benefit all taxpayers and residents, but would raise the price to users at least to a level comparable to such services elsewhere. In practice, politics being what they are, current operations represent no conscious effort to adopt either extreme, but rather the effect of following the path of least resistance.

We would like to see the Commissioners take a more aggressive posture in setting policy. Too often, it appears, ideas emanate from the departments, which the Commissioners then approve, in contrast to the Commissioners establishing a course of action as a result of their collective thinking aided by public hearings and debate. We do not infer that channels of communication should be open in one direction only, but rather that the direction of the Public Utilities Commission be established at the very top



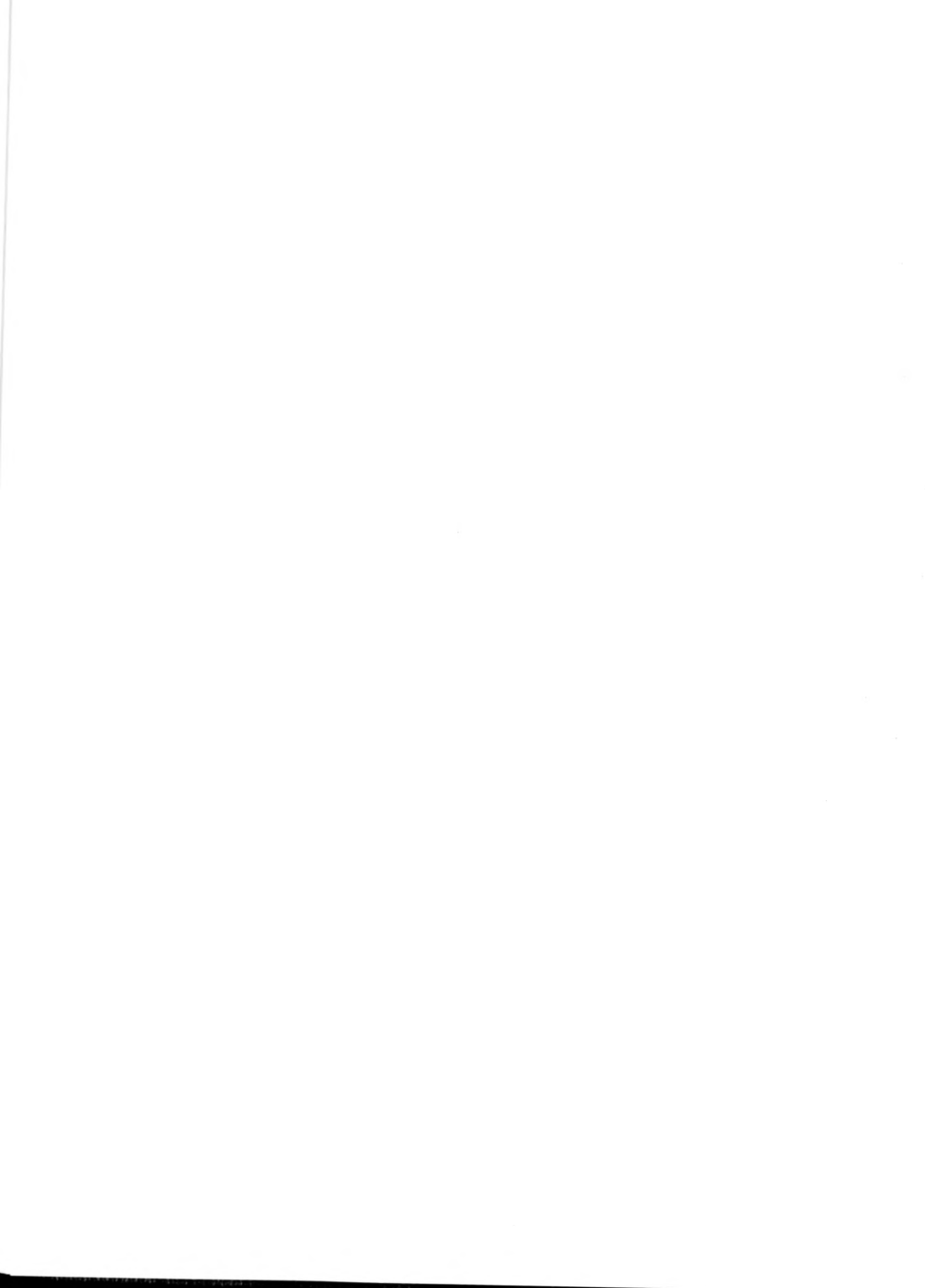
Public Utilities Commission (continued)

There has been a considerable amount of public criticism of the utilities management to the extent that it cannot be lightly dismissed. We have discussed the reported incidents with utilities personnel and in most cases find that the issues are largely judgmental; that is to say, it is the General Manager's opinion that certain matters have been attended to in a timely, efficient manner and his critics' opinion that the same matters have been handled in a haphazard, careless fashion. The administrative qualifications and the executive ability of the General Manager have been questioned on so many occasions, however, that we are of the opinion that the Commissioners should publicly report the results of their investigations of these matters.

One particular incident, however, is worthy of special mention; namely, the expenditure of funds for remodeling utilities offices in the City Hall and on Mason Street. We are cognizant of the argument that certain improper procedures of Water Department employees were sanctioned by many years of practice and that while expenditures in excess of \$5,000 must be submitted to the Capital Improvement Advisory Committee, the members of said Committee were personally aware of the fact that remodeling costs were running over this amount. We also recognize that the benefit of such remodeling did not inure to any person, but to the City. Nevertheless, the responsibility for seeing that records are properly completed and that Charter requirements are met rests ultimately with the General Manager and he cannot excuse this burden of office. We, therefore, request that the City Attorney take the necessary legal steps to determine the amounts actually misspent and to recover same from the party or parties at fault.

From time to time the question of using utility profits to reduce property taxes is raised, and we have alluded to this elsewhere. We feel that the Board of Supervisors should establish a policy in this regard after proper hearings. Care must be taken, however, to assure that the future capital needs of the departments are adequately met from annual revenues. Likewise, department projects must be scrutinized to eliminate unnecessary items, for it is easy to spend all that is coming in.

Another matter which we have touched on is the lack of relationship among the departments, with the exception, perhaps, of the Water Department and the Hetch Hetchy Water and Power Department, which at least complement one another. Charter Revision, defeated, at the recent election, would have provided the means for the various departments to operate independently and we feel that the Board of Supervisors should hold hearings to determine the merits of this proposal. The elimination of the Commission itself and the change of departmental accountability to either the Board of Supervisors or the Chief Administrative Officer would reduce administrative expenses which are largely justified only because the law requires



Public Utilities Commission (continued)

the departments come under one commission. In fact, the amalgamation of the Hetch Hetchy Water and Power Department and the Water Department was approved some years ago but present management has not seen fit to bring this about.

We commend the Board of Supervisors and the Public Utilities Commission for exploring the feasibility of extending BART to the International Airport over the existing right-of-way formerly used by the interurban street car. If the project is practical from an economic standpoint we feel this route will be of more benefit to both citizens of San Francisco and visitors as opposed to other suggestions for providing airport transportation.

Lastly, we recommend that future Grand Juries appoint investigative committees for each department, rather than for the Public Utilities Commission as a whole, in the hope that more effort can be expended in each area.

John J. Casey

Arnold F. Devoto

I.P.Sicotte, Jr., Chairman



SUPERIOR AND MUNICIPAL COURTS

The Superior and Municipal Courts have reached a virtual standstill because of the lack of judges and court space to try the ever increasing number of cases scheduled to come before them.

There are over 6600 civil cases and an additional 1500 divorce cases awaiting trial in the Superior Court. Two of the courts have been temporarily transferred to the Criminal Court Calendar to assist in bringing those arrested for criminal offenses to trial within the time required by law.

We believe a step in the right direction is the adoption of the Master Criminal Calendar, which was put into effect on November 3, 1969. It is intended to speedup cases coming to trial, with one of the Superior Court judges assigning cases to each of the Criminal Courts. The presiding judge shall assign the department which will be designated for handling the Master Criminal Calendar. This assignment will be rotated among the Criminal Departments; however, there has been no determination of the time any one department will preside over the Master Criminal Calendar. There will be 100 jurors assigned to the Hall of Justice to cover the Criminal Court cases there; jurors for criminal cases at City Hall will be selected from those customarily called for civil cases.

Under the present law, certain types of cases are triable in the Municipal Court and others in the Superior Court; however, the qualifications for Judge are the same for both courts. It is apparent that court matters could be handled more efficiently if there was not this distinction, and they could be assigned to any judge. We, therefore, recommend that the State Legislature enact laws to this effect.

We recognize that this elimination of the distinction between Municipal and Superior Courts may prove unpopular elsewhere in the State; if this proves true, we suggest that the change in the law be applicable only to Cities and Counties; which, in effect, would apply only to San Francisco.

We refer to recommendations made elsewhere in a Grand Jury report that the Grand Jury functions be divided between two Grand Juries—one to investigate administrative matters, the other to hear criminal cases. Should this recommendation be enacted; it is possible that the Court load would be reduced somewhat in that the District Attorney would be able to dispose of more cases via the indictment process rather than use the Courts for preliminary hearings.



This Committee endorses the report of the Chief Administrative Officer of August 19, 1969 for the construction of a new combination Court house and office building to be built on a joint venture basis with the Board of Education in the area bounded by Van Ness Avenue, Hayes, Franklin and Grove Streets.

While it is the civic duty of every citizen to protect the democratic process by serving on a jury, we recognize that this sometimes works an unjust hardship. At the present time jury fees are set by State Law and bear no relationship to the costs incurred by the jurors in various localities. Since the taxpayer in each county pays the jury fee, anyway, we recommend that the State Law be changed so that each County establish a just fee. Another inequity which we observed is the non-payment of civil jurors unless impaneled. We feel that all jurors should be paid anytime that their presence is required.

We recognize that many factors necessarily influence a judge when it comes time to sentence the convicted felon, but it is our opinion that in too many instances those convicted of the more serious offenses against society are not being punished in proportion to the crime of which they are guilty. We are particularly concerned with the number of felons who are remanded to the County jail as opposed to being incarcerated in State penal institutions.

Eugene R. Erigero

I. P. Sicotte, Jr.

John J. Enright, Chairman



ADULT PROBATION

The Adult Probation Department is under the direction of John D. Kavanaugh and this Committee feels that he is doing an outstanding job. We have discussed with Mr. Kavanaugh some of the findings and recommendations made earlier this year. Upon his recommendation we requested 22 additional probation officers. This request was made to the Board of Supervisors and was approved bringing the total probation staff to 67. Of the 22 additional probation officers requested, 18 of these vacancies had been filled in June of this year. There are still 4 vacancies to be filled by the Civil Service Commission.

Due to the narcotics problem that we are confronted with today, this Committee recommends that four probation officers be assigned, two to the Superior Court and two to the Municipal Court, to specialize in probation work with narcotics offenders exclusively.

The Work Furlough Program has at present 20 men on the program, who are housed in County Jail #1. The program permits certain misdemeanants to be employed in private industry to aid in their rehabilitation. Additional quarters at 930 Bryant Street, which were recommended by the previous Grand Jury and strongly recommended by the present Grand Jury early this year are now nearing completion. This building which was a city owned warehouse will house 70 additional men to be part of the Work Furlough Program. The wages earned by these additional men will save the City approximately \$115,000.00. This program has the full support of Municipal and Superior Court Judges, also the Grand Jury.

We have reviewed the assignments of probation officers and we find that 12 of these officers are assigned to detail work on family problems. The greater portion of their time is spent on collecting and disbursing child support funds. We feel that their value as probation officers is lost. It is the recommendation of this Committee that the family relations function of the Adult Probation Department be placed on computers for clerical handling so these men can devote full time to their probation work.

It has come to our attention that there have been no general staff meetings although there are regular meetings of the supervisory personnel. This Committee recommends that a meeting of all probation officers be held at least semi-annually to discuss mutual problems and procedures.

Eugene R. Erigcro

I.P.Sicotte, Jr.

John J. Enright, Chairman



LAW LIBRARY

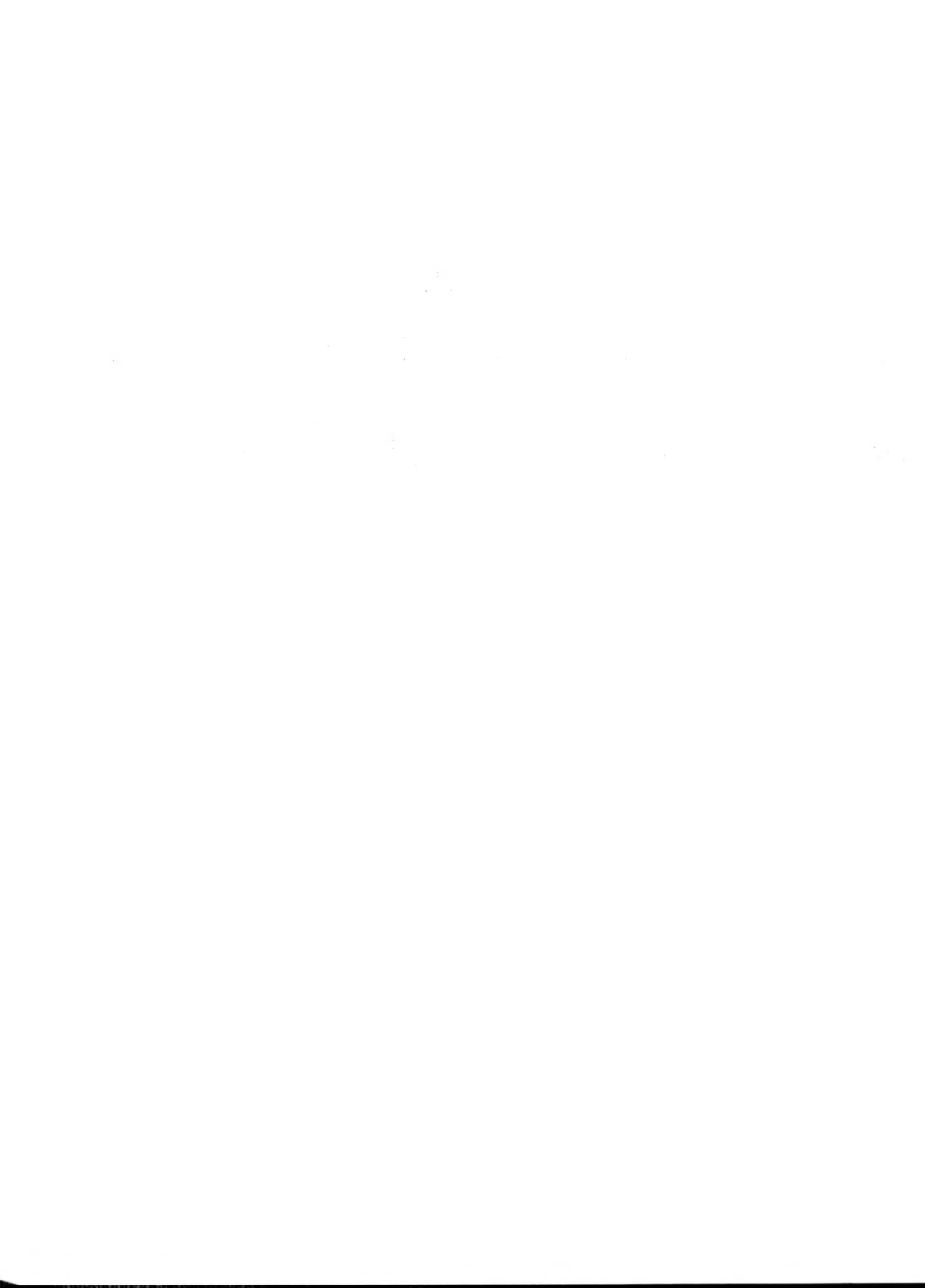
The Law Library is considered by this Committee to be operating properly, both at the City Hall and the Annex located in the Mills Tower.

There is a need for additional book space with the ever increasing number of volumes received annually. Allowances should be made for this yearly increase when a new Court building is planned.

Eugene R. Erigero

I.P. Sicotte, Jr.

John J. Enright, Chairman



DISASTER CORPS

The Disaster Corps is prepared to respond to enemy attack, riot, insurrection and civil disturbance. The staff is constantly training volunteers in First-Aid and Public Safety in addition to Fire Prevention and Hazard Detection.

They work with the Downtown Association, the Merchants' Association and provide liaison with the vital utilities - i.e.- Power, Light, Water and Communications.

This Committee has made in-depth reviews of this vital public service, its plans and resources. It is the consensus of this Committee that prior Grand Jury Committees' reports have indicated that those assigned to these vital services, their mission and responsibilities were in able hands and therefore, little was reported regarding the organization and efficiency of the Corps.

This Committee has made numerous visitations during the year 1969 and has become acquainted with the many diversified duties of this staff. We feel their mission must be made part of the record of the 1969 Grand Jury.

ORGANIZATION:

The staff is comprised of 16 people, 10 of which are regular employees of the Disaster Corps. The remaining staff is comprised of 2 members of the San Francisco Fire Department and four members of the San Francisco Police Department. Their assignment is full time.

FUNDING:

The Federal Government funds 50 percent of the expenses of the Corps. The balance is the responsibility of the City and County of San Francisco. Volunteer time devoted by the private citizens is not included.

FUNCTIONS:

The Corps is involved with underground shelters, food supplies, medical supplies and water. They deal in the problems of evacuation, fallout and central control for the entire population. They maintain communications with all segments of government and private enterprise. They have organized plans for building protection aimed at civilian security in the event of enemy attack. Wardens have been identified and trained. Drills are held throughout the City and particularly in the high density areas of the City. Survival is emphasized by planning for what to do and where to go. Highly technical courses have been given to Registered Architects and Engineers. The Police and Fire Departments in addition to the



Disaster Corps (continued)

Federal Agencies have made additional courses available for Radiological Monitors.

EXECUTIVE RESPONSIBILITY:

It is specifically stated in Section 25 of the Charter that the Mayor, as Chief Executive, shall be responsible for the mitigation of any disaster regardless of origin or cause. Therefore, the Mayor has delegated this authority to the Disaster Corps Director and his staff to study, plan, organize and coordinate those duties and functions in order to meet any emergency that might threaten the life of our citizens and/or the destruction of property.

In addition, the City and County of San Francisco is presently participating in a Four-County Bay Area Project - a non-profit military program ranking in top priority of the Department of Defense and the Office of Civil Defense.

BUDGETARY CONSIDERATIONS:

The total budget request for the Disaster Council and Corps for the Fiscal Year 1969-1970 is \$157,000. The Federal Government in support of this activity will reimburse the City and County of San Francisco \$120,750. This nets a meager \$36,307 expense to the tax payers of the City and County of San Francisco for these services. Totally unsatisfactory to the Committee is the recommendation of the Finance Committee of the Board of Supervisors who have recommended that: This vital and necessary function of the Disaster Council and Corps be delegated or transferred to the already overburdened Police and Fire Departments. The effective date will be December 31, 1969.

RECOMMENDATIONS:

This Committee as well as the respective Chiefs of the Fire and Police Department and the Disaster Corps are most emphatically in disagreement with the recommendation of the Finance Committee of the Board of Supervisors. Fire and Police matters far exceed the capability of these departments. Assuming the full responsibility for this vital Public Service will be an undue burden. There is neither force nor management guidance available for a project of this magnitude. Federal funds are controlled by specific guide lines which under this plan will not be met.

Accordingly this Committee feels that the Finance Committee recommendation is unacceptable. It will jeopardize the project, endanger the Federal funding process and further place this vital service in a situation of ineffectiveness and subordination. We recommend the perpetuation of the Disaster Corps as constituted and assigned. It must be maintained as a separate entity.



RECOGNITIONS:

The Committee wishes to recognize the Directors, Messrs. Edward F. Penaat, Brigadier General, U.S.A. (Retired) and Edward P. Joyce. These men are appointed by the Mayor. They have outstanding records in the field of Civilian Defense. The guidance of these men has gained national recognition for San Francisco as a model city in defense awareness.

Arnold F. Devoto (Deceased)

Joseph M. Hannan

Frank J. Smith, Chairman



SAN FRANCISCO SOCIETY
FOR
THE PREVENTION OF CRUELTY TO ANIMALS

The Grand Jury Committee visited the Society for the Prevention of Cruelty to Animals at 2500-16th Street, San Francisco. We were met by Mr. Charles W. Friedrichs, Executive Vice President and Secretary. Subsequent visits were made unannounced during the year by the Committee.

The Society was founded in 1868. Its purpose is to prevent cruelty to animals and provide hospital and free clinic service for those animals needing medical attention. The kennels were clean and well ventilated.

This is a non-profit organization and derives its annual budget from dog licenses, private donations, and bequests. No allocation is made from tax funds. The total wealth of the organization is over \$3-1/2 million dollars. The 16th Street Building is owned by the Society. They pay no property taxes to the City and County of San Francisco.

Visitors are invited to inspect the facilities during the day.

The Society for the Prevention of Cruelty to Animals should be commended for the good service it is rendering the community, During the year controversies arose at the Pound over management and wages. A Committee from the Board of Supervisors, and a special investigation by the District Attorney's Office, found charges to be exaggerated. We had representation at the meeting held in the Board of Supervisors' Chambers, and voted to back the S.P.C.A.

We disagree most emphatically with those who brought the charges that were based on hearsay and which grew out of proportion to the issues involved.

Mrs. Marie A. Bruce

Frank J. Smith

Joseph M. Hannan, Chairman



BOARD OF PERMIT APPEALS

The Committee visited the Board of Permit Appeals on several occasions during this year.

The Board consists of five (5) members and a secretary, appointed by the Mayor. They meet once a week.

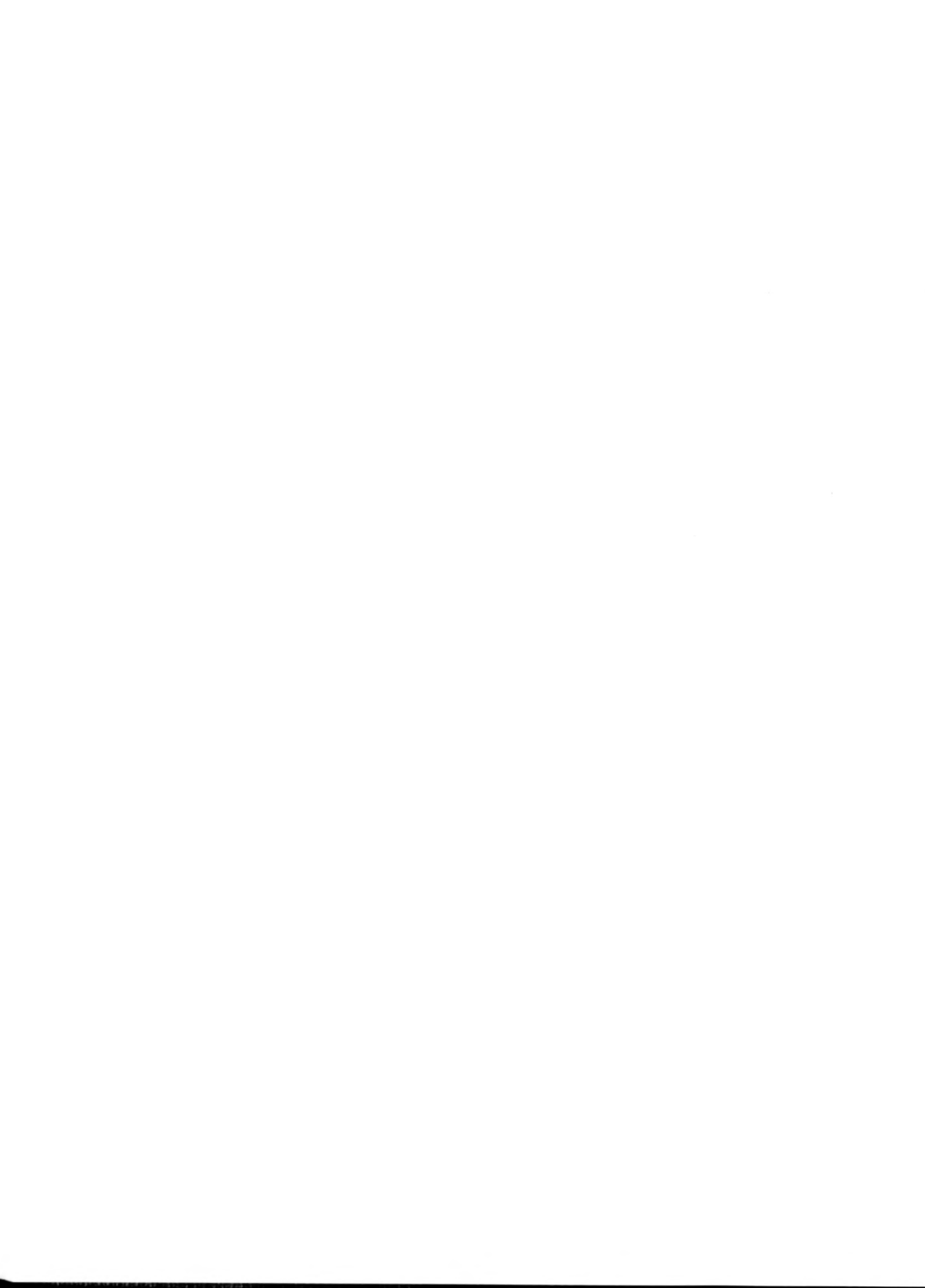
Any citizen may appear before the Board, without counsel, if he/she is not satisfied with the denial or issuance of a permit or license from any City Department, including Public Works, City Planning, Police, Fire and Public Health.

The Committee concluded that the Board of Permit Appeals is making a sincere effort to be just in its findings and is doing a good job in making decisions of a reasonable nature for the benefit of the citizens of the city.

Mrs. Marie A. Bruce

Frank J. Smith

Joseph M. Hannan, Chairman



CITY PLANNING COMMISSION

The Committee finds the City Planning Commission to be under the very capable supervision of Allan B. Jacobs, Executive Director. He heads a comparatively small staff of 64, of which 40 are professional. Part of his staff is housed at 100 Larkin Street. The balance of his staff is housed at 1212 Market Street. We, as did other committees, feel his staff should be "under one roof" in the interest of economy and efficiency.

The Commission operates on a budget of \$889,380.00. \$791,131.00 represents salaries, \$23,000.00 for rent of 1212 Market Street and about \$70,000.00 for all other needs.

Mr. Jacobs wants and needs more college people with Masters Degrees. Much of his work involves professional expertise. Contract help is much too expensive. They find recruitment for qualified professionals made difficult by the length of time required for the completion of examinations by the Civil Service Commission. We agree with Mr. Jacobs, that four senior staff people should be made exempt from Civil Service and appointed by the Director. By making these four positions appointive, the best man could be secured for the job in this specialized field. The Director feels that he should be able to hire and fire independently of the Civil Service Commission. The Director of City Planning favors centralization of City Departments and functions in the Civic Center Area. It has been suggested that the Courts be removed from City Hall to accomplish this centralization. We suggest a new court house be built on the old Commerce High School athletic field and a garage underneath it. Mr. Jacobs favors refusing permits for any new garages in the already congested downtown area. This would encourage people to use public transportation and Bart, upon completion, and leave their automobiles at home.

Our Committee recommends that developers be encouraged to construct new high-rise buildings in the south of Market area in order to improve the tax base. The proximity of freeways and Bart enhance this proposal.

The City Planning Commission's duties include: Zoning, Capital Improvement Program, Coordinating and proposing Transportation Planning, and revising and updating City Master Plan.

It is the recommendation of the Committee that the continuation of the Embarcadero Freeway be completed to connect it with the Golden Gate Bridge.



This Committee supports Mr. Jacobs and his Commissioners, keeping in mind that they are working in the Metropolitan City of San Francisco with a force and budget less than comparable cities.

George C. Denend

Henry E. Fourcade

John Cordoni, Chairman

HOUSING AUTHORITY

This Committee has met with and has been kept current by reports from Eneas J. Kane, Executive Director of the Housing Authority, for the City and County of San Francisco. During the course of our association with Mr. Kane, he has been unanimously voted President of the National Association of Housing and Redevelopment Officials. He now heads some 25,000 professionals from over 1,750 agencies throughout the Country. The goal of Mr. Kane and his staff is: "To get sanitary housing for every underprivileged and low-income bracket American in America, regardless of any race, color and creed."

He and his Commissioners were instrumental in getting Congress to pass a modernization program for permanent public housing units throughout the United States. In January 1969, 12.5 million in modernization funds were allotted to the entire State of California. Through his personal efforts, he was instrumental in acquiring \$8,000,00 of the allotted amount for the City and County of San Francisco.

The Housing Authority houses over 5,735 underprivileged and low income bracket families or approximately 30,000 persons in San Francisco. There is still a waiting list of 5,000. Its other duties include getting clearance for housing from the Board of Supervisors, obtaining approval of the sites, selecting architects, and getting the forty year loans from the Federal Government. It is obvious that Mr. Kane and his five Commissioners have excellent rapport at the Federal level.

The Authority does not recommend one dwelling housing units, or "one building jamming." They favor single dwellings likened to the Towne House type. This results in building two story single homes for each individual family, at a cost of over \$40,000.00. It is suggested that these homes would be purchased by lower-income and underprivileged families at low monthly payments. Severe economic penalties appear to be prevalent here on a long term basis. The priority for land and building space in San Francisco and the high cost of land per square foot obviates the single dwelling plan. It is felt the institutional look can be corrected by emphasizing better design. We feel the Housing Authority should think more along the lines of two or three story flats. This would cost less and accommodate more units on less land. San Francisco has been successful in private ownership with these designs. We also do not favor building housing units in well-established, highly taxed neighborhoods.



MODERNIZATION PROGRAM

Work is well under way on the Authority's \$19,422,598 five-year Modernization Program which includes the replacement of more than 1,500 kitchen ranges, 2,000 refrigerators, 2,500 mail boxes, 1,500 exterior door locks and roofing on some of the older projects.

VANDALISM

Vandalism continues and replacement expenditures totaling \$210,068.00 were incurred during the year 1968. Sadly enough, \$94,130.00 was spent in nine months of 1969 to replace broken windows alone. We recommend that the Authority take immediate steps to minimize this excessive expense due to vandalism.

GROWTH

The Authority favors the "Turn Key" Development, which a private developer builds a project and sells it to the Housing Authority upon completion. More projects are planned using this method rather than Government contract and maintenance payments.

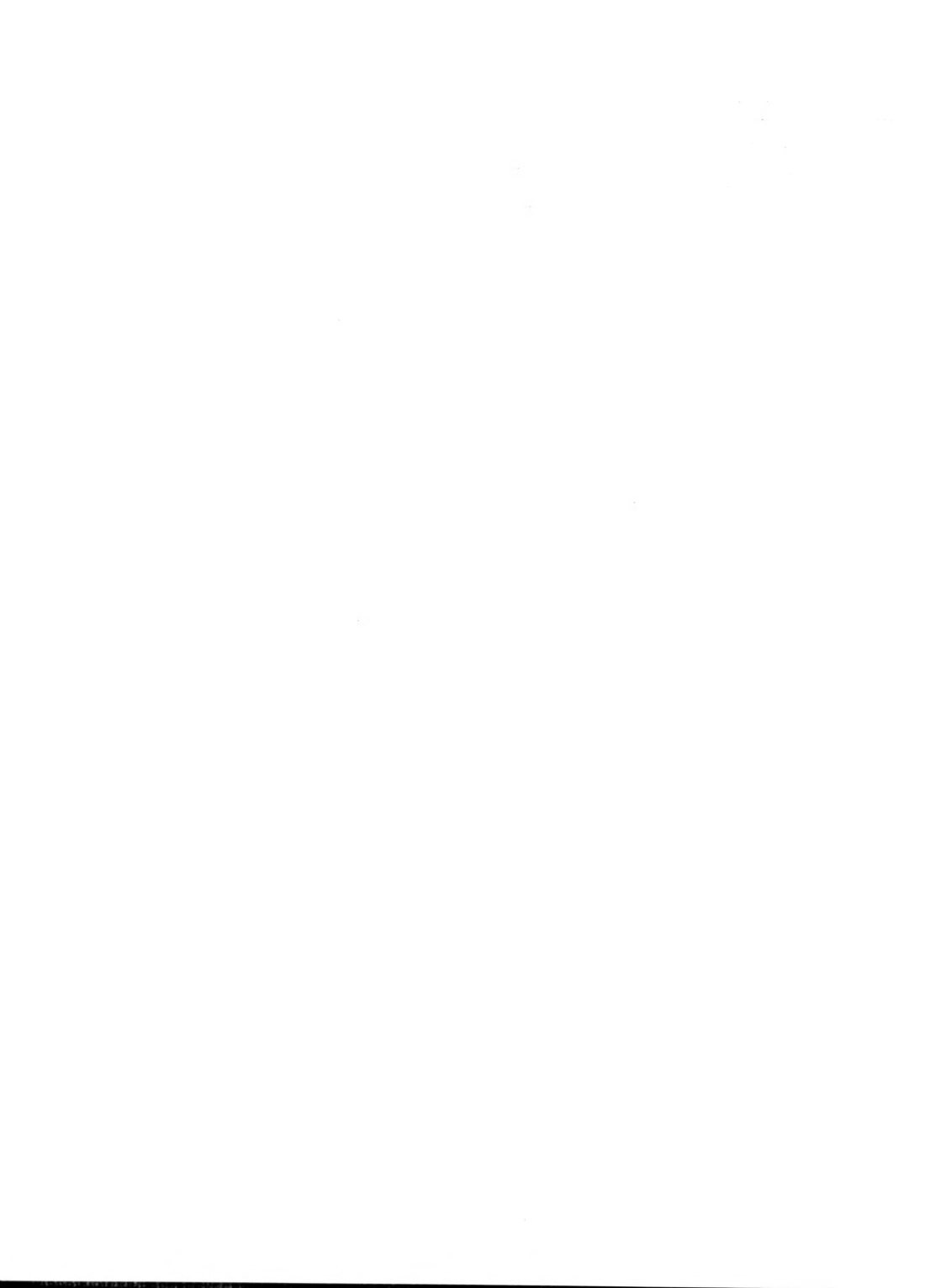
The Housing Authority is keeping its promise and pledges to make payments to the City "in Lieu" of taxes in November 1970. The last payment was made three years ago in 1966, when the City received \$184,500.00. The amount of payment is worked out on a percentage of "shelter" rents collected. "Shelter" rents are rents collected less the utilities.

The payment in 1970 is not compulsory by Federal Housing Law, and is purely voluntary on the part of the Housing Authority.

George C. Denend

Henry E. Fourcade

John Cordoni, Chairman



HUMAN RIGHTS COMMISSION

HISTORY OF THE HUMAN RIGHTS COMMISSION

Mayor John F. Shelley appointed an interim committee in Human Relations in 1963 as a result of demonstrations in behalf of minority groups that erupted in hotel lobbies, supermarkets, drive-in lots and automobile row. Subsequently, a Human Rights Commission was initiated from Ordinance No. 209-64 and was passed by the Board of Supervisors of the City and County of San Francisco in July, 1964.

PURPOSE

The Commission's purpose is to act to effect the rights of every inhabitant of the City and County to equal economic, political and educational opportunity, to equal accommodations in all business establishments in the City and County and to equal service and protection by public agencies.

In general, this agency is considered more or less a court of last resort for complaints because the nature of the Commission's work is more general than specific. As an example, cases still go to the Fair Employment Practices Committee rather than to the Human Rights Commission.

Nothing in the initial ordinance shall be interpreted or applied so as to create any power or duty in conflict with preemptive effect of any Federal or State law, e.g., F.E.P.C. In essence, the Commission does not duplicate the programs of other agencies but supports and supplements other efforts often accepting the role of coordinator.

AUTHORITY

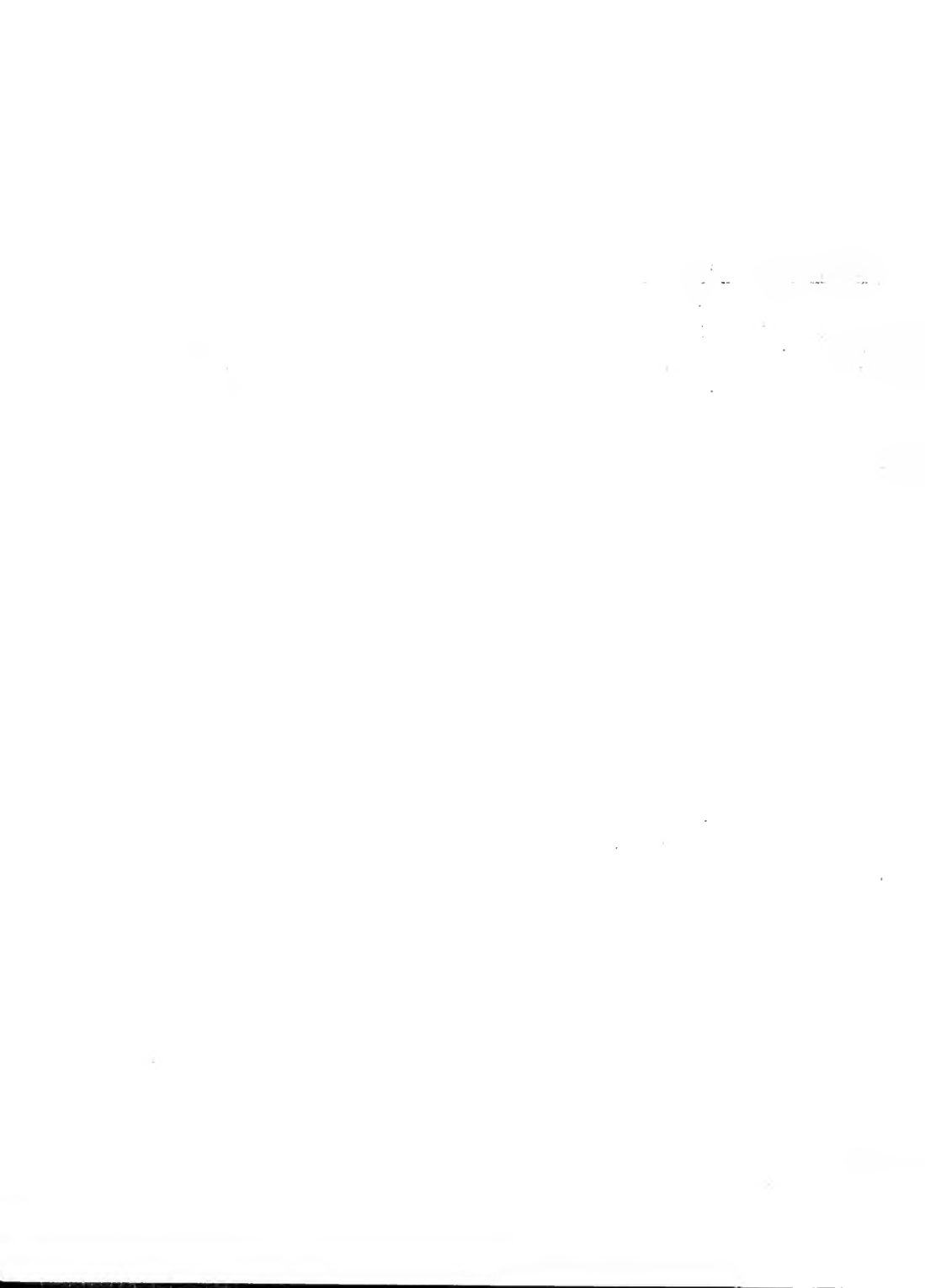
The Human Rights Commission is not supposed to conflict with any other City body unless specifically requested to do so by the Mayor or Chief Administrative Officer.

Many City departments presently have their own Community Relations committees, e.g., police, fire and education.

This creates a duplication of efforts and, at many times, unnecessary conflicts when the Human Rights Commission proceeds without first being asked to do so through the proper authority.

COMPOSITION

The Commission, consisting of fifteen members appointed by



HUMAN RIGHTS COMMISSION (continued)

the Mayor, called twenty-one meetings during the year. Each member receives \$15.00 per meeting, totaling \$4,212.00 this year.

A professional staff is composed of one Director, seven representatives and six office clerks. Their annual combined salaries are \$141,540.00. In addition, five salaries are provided on a temporary basis amounting to \$43,992.00. These temporary grants are established through the E.O.C. and the Rosenberg Foundations.

BUDGET

1967	\$150,000.00
1968	173,833.00
1969	204,423.00
	plus \$32,000.00 Foundation Money.

COMMISSION'S PRIORITIES FOR 1970

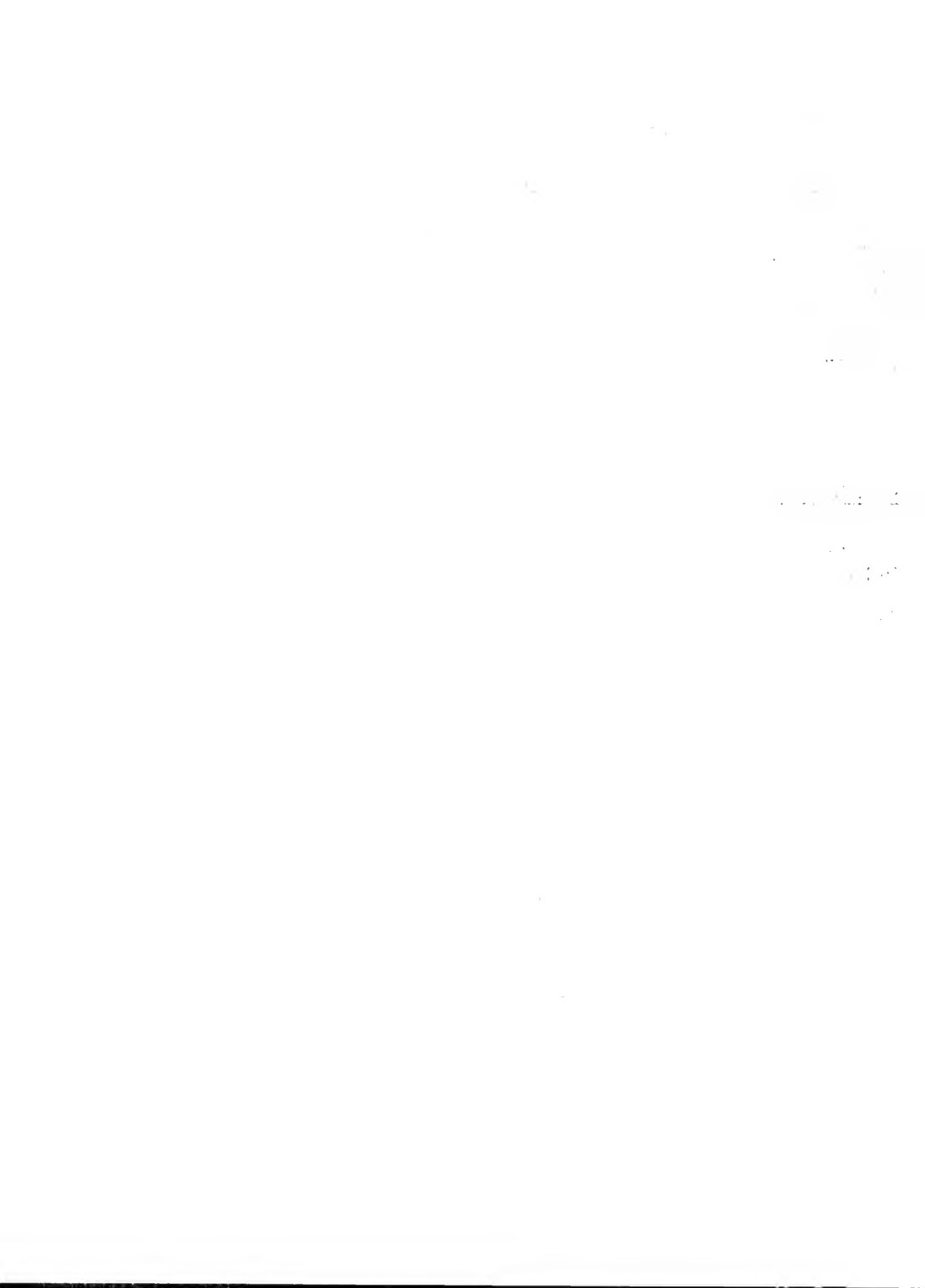
The Mandates in the ordinance creating the Human Rights Commission and the Nondiscriminatory Ordinance are very broad. The Priorities are:

1. Implement fully the ordinance requiring affirmative action from City Contracts.
2. Develop job programs with major employers: airlines, department stores, tenants for the Port Authority and the hotel and restaurant industry.
3. Expand minority opportunities in the construction industry.
4. Develop a closer relationship between the school district and employers.
5. Conduct a community seminar on key educational issues.
6. Continue working with the Police Department.
7. Continue to investigate and report on the problems of Chinatown garment shops.

OBSERVATIONS AND RECOMMENDATIONS

We agree with the 1964 Interim Committee on Human Relations and strongly recommend if this commission is to continue that an educational program prior to job seeking be initiated, such as,

Reading, writing and basic arithmetic and factors other than skills that are part of getting into the job market; e.g., when applying for a job, how to dress, how to speak to an interviewer, how to fill in forms, what kinds of exams to prepare for,



HUMAN RIGHTS COMMISSION (continued)

how one works against a time limit when taking tests, and, above all, how to be realistic about an hourly wage acceptance.

Throughout this year on Grand Jury duty, we find that there are many families needing help and many school dropouts within the white community as well as the minority community. These should be included in a Human Rights program. We believe this Commission should be concerned with every human being, regardless of race, color, or creed.

This Commission is supported by the tax payers of the City and County of San Francisco. Therefore, we advise the Commission to concern itself with matters only within the City and County of San Francisco and affecting its residents.

We found the Commission to be composed of dedicated people and Mr. Becker a most capable director in spite of the limits placed on his commission.

The Mayor and those in authority should either assist this Commission with clearly defined authority and methods of accomplishing their ends or disband it.

Norbert Cronin

Mrs. Nancy B. Knickerbocker

Nicholas J. Klunis, Chairman



CALIFORNIA PALACE OF THE LEGION OF HONOR

The California Palace of the Legion of Honor and the M. H. DeYoung Memorial Museum are in the process of merger. (Refer to DeYoung Museum report) However, this committee, on several visitations, noticed a lack of proper supervision of the various exhibitions. It is therefore recommended that additional guards be hired for better surveillance of all works of art at this museum.

THE CALIFORNIA ACADEMY OF SCIENCE

The California Academy of Science is to be commended and congratulated on the addition of Cowell Hall. Not only is the building serviceable in every way, but it affords the public a gateway, as it were, to all the departments of the Academy. It is hoped that the new summer schedule which keeps the facilities open in the evening hours will be continued in future summer months. Because of the later closing hours, we recommend that special security be obtained so that all persons can safely leave the area. The continuation of exterior flood lighting is recommended. It is also recommended that the triangle area in front of the Academy be open for auto parking on Sundays. This additional parking would also benefit the DeYoung Museum and the Japanese Tea Garden. The strongest recommendation the Grand Jury committee wishes to make is that front door Municipal bus service be provided the Academy.

John J. Casey

John P. Cordoni

Eugene R. Erigero, Chairman

SPECIAL NARCOTICS COMMITTEE REPORT

It is with deep concern that this Committee acknowledges the alarming increase in the flow and sale of narcotics. Ordinarily narcotics would be incorporated in the Police Committee's report but the foreman of the 1969 Grand Jury appointed a special Narcotics Committee for the sole purpose of calling to the attention of the public that we have an extremely serious narcotics problem in San Francisco.

The Narcotics Committee arranged a meeting with the heads of Education, Health and the Narcotics Bureau of the Police Department. The outcome of this meeting resulted in a program in which all students in the San Francisco school system will be instructed in the dangers and abuses of narcotics. In November 1969 additional funds for this program were further advanced by the Board of education. The Grand Jury recommends that this program be initiated at the earliest possible time.

For several years the workload for the Narcotics Bureau has increased out of proportion to the personnel assigned and the support available. The increase in narcotics traffic is readily recognized in two major areas:

1. The use of narcotics has reached epidemic proportions (see statistics in Board of Education report) as is evidenced by the numerous arrests which have in turn placed the Police Department in an almost impossible situation in the curtailment of narcotic traffic in the juvenile age group.
2. The narcotic traffic among young adults and hard core criminals has paralleled the dramatic increase observed among juveniles.

The Narcotics Committee strongly recommends that the following measures be taken immediately to offset this ever growing menace to our community.

We recommend that the present size of the Bureau, which varies in number from 16 to 22, be increased by the addition of 40 men. We feel that this is an emergency measure. Young police officers should be assigned who will be representative of the entire community and that these officers will concentrate their activities in the most delicate areas of juvenile drug traffic and use.



SPECIAL NARCOTICS COMMITTEE REPORT (Continued)

In 1958, when the Narcotics Bureau was first organized, contingent funds totaling a mere \$25,000.00 per year were assigned to the Bureau (for the purchase of narcotics and payment to informants) to initiate arrests and convictions. This Committee recommends that these funds be doubled effective as soon as possible. We also recommend that any monies recoverable revert to the Narcotics Contingent Fund, not to the general fund.

The Committee also recommends that a program of training in the area of drug control be instituted for all members of the Police Department. This would enhance the ability of the individual police officer to better recognize and handle narcotic violators. It is hoped that assistance from the United States Bureau of Narcotics and Dangerous Drugs be obtained in this effort. It is also felt that the academic community of The City could lend much support.

Channels of information should be encouraged in the community through both private and police agencies. The public should feel free to involve itself with the narcotic problem as a whole. The Committee mentions, as an example, the accent that Kiwanis International's Drug Alert program has placed on narcotics for the year 1970. The community should be made aware of the availability of police consultation and advice.

Although the Narcotics Committee recognizes that we are indeed involved only with public agencies, as members of the Grand Jury we would respectfully suggest that parochial and private schools be encouraged to develop similar instructional and educational programs as are now in motion in the San Francisco public schools.

Nancy B. Knickerbocker

John J. Enright

Eugene R. Erigero, Chairman

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SAN FRANCISCO PORT AUTHORITY

AD HOC COMMITTEE

During the first week of April, Foreman Melvin Swig, appointed this Committee to study and report findings on the transfer of control of the Port.

The electorate had voted at the last General Election to have the Port transferred from State control to the City and County of San Francisco. The Legislature had enacted measures of transfer in 1968 which concluded 105 years of State Operation.

Several visits were made during the year 1969. Our first visit was with Mr. Cyril Magnin, President of the Port Authority. His major complaint was the manner in which the Finance Committee of the Board of Supervisors deleted entirely or made excessive reductions in their budget. Several meetings have been held with the Finance Committee, Mr. Magnin and Mr. Rae Watts, Port Director. They felt that the Finance Committee wasn't familiar with the highly competitive nature of the Port in securing contracts. Until a study is made as to the need for said funds, they felt the committee should not arbitrarily "blue pencil" the budget. Prior to making recommendations to the full Board of Supervisors, one more meeting was to be held.

We also visited with Mr. Rae Watts, Port Director. His complaints were of a similar nature, but he also commented on the task of employee conversion. At the time of our visit, the salary classification costs were \$40,000.00. Many classifications, for example, the Port Police Force, consisting of 23 Officers and Men, plus the Chief, were still unsettled and a solution is being sought. Conferences are being held with Chief of Police, Thomas J. Cahill, the Personnel Director and the Port Director on this matter. The salary scale of the Port Police has remained at the State Salary Level and has not been upgraded to the salary of the San Francisco Police Officer.

STAFFING:

A very serious problem develops every time a vacancy occurs. The time lapse is too great - approval to fill the position, writing the qualifications for the test, the actual recruiting and then finally the examination. It has happened that the first man on the list is not necessarily the best qualified, but according to Civil Service Regulations the first one on the list receives the appointment.



SAN FRANCISCO PORT AUTHORITY (Continued)

Port Authority (Commissioner) appointments will now be filled by mayoral appointment. There are five in number, plus two State Officers, the Director of Finance and Secretary of Agriculture and Services, who are ex-officio members of the Board.

The Commissioners have the authority to hire or fire the Port Director, who, as Chief Executive Officer, directs a staff and waterfront force of approximately 400 employees.

FINANCING:

A review of the books and financial statements showed that the Port has supported itself completely from revenues and charges from users of the Port and absolutely no tax burden has been placed on the public. Major construction has been financed by self liquidating and general obligation bond issues. To date all obligations have been met.

The Burton Bill reads that, "\$100,000,000 in bonds shall be guaranteed within 25 years, and further that \$50,000,000 of that be realized within the next 10 years for redevelopment of the Port facilities, otherwise the Port will automatically revert back to the State of California".

A firm agreement has been made with Kidder-Peabody and Oceanic Products, a joint venture, for a Development Contract for Pier Numbers 1, 3, 5 and 7. This will involve a \$100,000,000 development for hotels and commercial shops. The 24 foot height clause is still being questioned. Construction on the first two phases should start in January or February 1970.

We call to your attention also, that the net earnings for the Port have steadily risen from \$1,781,694 in 1964-65 to approximately \$3,000,000, in 1968-69.

Our findings further indicate that Port operations are a highly competitive business and as such, are in need of sizeable funds for promotional activities. Much of the main competition is from the west coast ports of Oakland, Los Angeles, Seattle, Long Beach and Stockton.

CONTRACTS:

A new long-term lease has been secured with Pacific Far East Lines at India Basin for L.A.S.H. (Lighter Aboard Ship) Operation. The cost will be \$19,000,000. \$11,000,000 is currently contracted out, with \$8,000,000 to come from Port surplus. This fleet will go into Transpacific Service by 1971.



SAN FRANCISCO PORT AUTHORITY (Continued)

Army Street Terminal is the Bay Area's largest Pier, with 68 acres and nine berth facilities. \$23,000,000 of Port funds were invested and it serves 15 steamship lines. It accommodates both general, break-bulk cargo and containerized freight.

Pier 90, Islais Creek Grain Terminal is another outstanding example of planning. New construction has doubled the capacity to Two Million bushels. New equipment has given them ship loading capability of more than 1200 bushels per hour. Pacific Vegetable Oil, a group of companies, has contracted to export a million tons of grain a year.

RECOMMENDATION:

1. The 1970 Grand Jury should consider forming a Committee to visit and review the operations of the Port Authority.

2. Grand Jury visits should be made very early in the year in order that a complete review may be given to all of the prior year's projects, looking toward planning for 1970 and subsequent years. It is further recommended that the full Commission be in attendance together with the Port Director and that the budget be thoroughly discussed and, if possible, conclusions reached.

3. Arrange for a meeting with the Finance Committee of the Board of Supervisors as soon as possible to discuss the Port Authority Budget.

CONCLUSION:

Our Port plays a most important role in the City and County economy. Studies have shown that 12 to 15 per cent of direct or indirect employment is created through this great enterprise. Hundreds of millions of dollars per year result from Port activity. Every survey or projection shows continued increase over and above the present average for the next twenty-five years. We should do all in our power to protect and guarantee its future.

Marie A. Bruce

Charles G. Landresse

Frank J. Smith, Chairman



SHERIFF:

This Committee along with other members of the Grand Jury has visited, on numerous occasions, with the Sheriff and Members of his staff.

The Committee together with other Members of the Grand Jury has visited the County Jails Number 1 and 3 at the Hall of Justice; and No. 2 and 4 at San Bruno. Also, visits have been made to the City Prison under the Police Department at the Hall of Justice and San Quentin Prison in Marin County. These later visits were made so that a full concept of prisoner control would be understood.

This Committee, as well as other Members of the Grand Jury, has read, reviewed, and studied various reports pertinent to the Department of the Sheriff. The following are some of the reports processed by this Committee and other Members of the Grand Jury; Department of Correction Reports on the Jails made in the years 1962 and 1966, the Final Reports of the San Francisco County Grand Jury for the past several years, the Adult Detention Committee Reports on the Jails, and the Report of the San Francisco Commission on Crime concerning the Department of the Sheriff and the jails under the control of the Police Department.

As a result of these visits, studies, and investigations, the Grand Jury has during the course of this year become increasingly aware of the problems at the County Jails and has taken steps to help correct them.

In an Emergency Resolution for Security Measures, the Grand Jury requested additional personnel and an effective alarm system for the San Francisco Court Rooms. Also, included in this Resolution was a request for the sum of \$36,000 to increase the security at County Jail Number 2 at San Bruno by installing reinforced steel bars on the windows. This resolution was adopted and made public information on July 2, 1969.

The Committee and other members of the Grand Jury met with the Sheriff and discussed his personal problems that existed, and worked an acceptable plan for the resolution of these problems by the Sheriff. This agreement is being followed by the Sheriff.

This Grand Jury Committee feels that many factors have caused the situation that exists at the County Jails and many factors will have to be changed before a satisfactory answer can be obtained. We would suggest caution at this point and that a long range point of view should be the key note. If the situation can be corrected with present facilities and with the appropriation of sufficient funds and additional personnel, the Sheriff and his Staff should be given an opportunity to correct any deficiencies that may exist.



SHERIFF REPORT (CONTINUED)

A proposal has been made to create a Department of Corrections to supervise, regulate, and direct the activities concerned with the detention of defendants and prisoners in the City and County of San Francisco. It has been indicated that the Board of Supervisors has the power to create such an agency. It is the opinion of this Committee that the Board of Supervisors should give considerable attention and in-depth study to this proposal before it is finalized. Divergent opinions have been expressed as to whether this agency (Department of Corrections) could be created by the Board of Supervisors without the Sheriff being part of it. This is a problem in legal procedures, and the opinions of the best legal minds should be sought in resolving this point. This Committee indicates that there is a good possibility that this type of department, properly organized, might serve a very useful purpose in the proper detention of defendants and prisoners, but again all details should be given thorough consideration. This Committee stresses one point; with the establishment of this Department and/or Agency the person heading it should be highly qualified, be that person the Sheriff or some other designee.

The problem of security at the County jails has been given consideration. It is true that the physical structures - buildings, and jail accommodations - are overcrowded because of the increase in crime. This condition along with insufficient personnel makes for an extremely insecure situation.

In the Grand Jury Resolution of July 2, 1969, we gave consideration to supporting some physical changes in the building at San Bruno. We suggest that other reports of physical insecurities in the buildings, structures, and the jails proper, should be given consideration and sufficient monies appropriated to bring the jails up to a near maximum standard of security.

With the addition of more security personnel a training program should be initiated for all personnel and a complete delineation of duties outlined in manual form.

The jail population has increased considerably during the past number of years bringing about an over-crowded situation. This again is a reflection of the times. With the increased crime pattern, the judges have the obligation of sending persons to prisons after their conviction of a crime and they use either the county jail or the state penitentiary, or probation, or probation with a work-furlough feature. We offer no criticism of the courts in this instance, but only wish to stress the point that prisoners are placed in jail by court direction.



SHERIFF REPORT (CONTINUED)

One of the obligations of the Sheriff is to keep separate the felons from the misdemeanants and he has to allocate space in the jails for this separation. Until larger and more adequate facilities can be provided, we suggest that the Sheriff explore the feasibility of making arrangements with other counties for the jailing of prisoners.

For several years the combining of our City Jails and our County Jails has been discussed and considered. Although there seems to be a unanimous agreement that such a consolidation is a sensible objective, certain problems, especially budgetary, have thus far been insurmountable. At this time, a committee appointed in September 1968 by Mayor Alioto and headed by Gregory Stout is still studying the feasibility of this project. Its report was due in March of 1969, but has not yet been submitted.

The dietary regimen set forth in the "Minimum Jail Standards of the Department of Corrections" should be applied to prison occupants. This can be then adjusted to local needs with the advice and direction of a professional dietitian, such as personnel in the employ of the Health Department.

Adequate medical and psychiatric care should be provided for those persons confined in county jails along with a recognized plan for rehabilitation. This again calls for an increase in the budget of the jails to provide these services. Consultation with the Health Department and other recognized agencies in this field should provide the professional people for these endeavors. Punishment alone is not the reason for the existence of confining institutions, but punishment with the idea of rehabilitation should be the motivating force.

With the establishment of the "Minimum Standards" the Department of Corrections of the Adult Authority could be approached with the idea of making another review of the jails in order to update their previous reports.

This Committee has reviewed the allegations concerning the use of professional medical and dental services on a contractual basis. This matter has been discussed with the Sheriff and with the Controller. The law is quite clear concerning this and the Controller, based on his findings and conclusions, should act as required with the legal forces of the City and County to Adjust equitably these matters.

We recognize the need of improving the Department of the Sheriff. At this time we would recommend several short term problems that should receive immediate attention and several long term problems that should receive immediate attention and some long range studies.



SHERIFF REPORT (CONTINUED)

RECOMMENDATIONS:

SHORT TERM

1. . That our "Emergency Resolution" of July 2, 1969 be fulfilled.
2. That Established Minimal Standards for food and food service be strictly followed.
3. That a greater effort be made towards cleanliness in all of our jails.
4. That the Doctors and all Medical Facilities of our jails be placed under the control and supervision of the San Francisco Board of Health.
5. That the study now being made toward combining our City and County Jails be completed.

LONG TERM

1. That a study be made to replace our obsolete jail facilities.
2. That an in-depth study be completed to consider the feasibility of creating a new "Department of Corrections."

John J. Enright

Eugene R. Erigero

Henry E. Fourcade, Chairman



POLICE DEPARTMENT

A thorough examination of the San Francisco Police Department was undertaken during the year by the 1969 Police Committee of the San Francisco Grand Jury. One of our utmost concerns has been in the more effective utilization of patrolmen and their responsibilities to the police operations of the City and County of San Francisco. Of particular concern has been the turnover of present personnel and recruitment of future personnel. The Committee has been very active with the precinct captains and has spent considerable time with the various details. When we complete this review and attendant analysis you will observe the necessary facts to support our recommendations.

PERSONNEL:The San Francisco Police Department has not been reorganized since 1937. The present structure is unbalanced and does not conform to approved, recognized principles. The organizational structure of the Police Department must be sound.

The Police Committee recommends an additional number of captains, directors, and supervisors in order to strengthen the middle management of police administration which is presently lacking and vitally needed. We recommend a reduction of the district stations from nine to six--each in the charge of a Captain. The additional Captain would relieve others when off sick, vacations, etc. Therefore, they would release more personnel presently working inside for patrol work, and give a better span of control and supervision. It often happens now that no regular sergeant is on duty in the station because of illness, injury, vacation, days off or special detail.

This additional middle management would relieve the captains and directors on days off, vacations, illness or injury.

All promotions within the Department would be by Civil Service examination from patrolmen up to chief and would include all the inspectors' bureaus.

WORK SHIFTS:

The present work shift schedule of patrolmen - 8:00 A.M. to 4:00 P.M. - 4:00 P.M. to 12:00 P.M. - 12:00 P.M. to 8:00 A.M.--is unrealistic and does not conform with the police workload. In checking the police calls, we have established that the greatest need for police is from 7:00 P.M. to 3:00 A.M. and we observed that footbeat men are rarely used and not needed between 3:00 A.M. and 8:00 A.M. Extra pay for night shifts would be an incentive. However, we have found that many men prefer to work the night shift but only on a steady basis, not changing every week.

OVERTIME:

The proper use of working overtime certainly adds up for economy and efficiency. For example, one captain in the Northern District on Friday and Saturday when the workload was heaviest, worked the men on night watches two extra hours, i.e., 4:00 P.M. to 2:00 A.M. and 10:00 P.M. to 8:00 A.M. shifts...



POLICE DEPARTMENT (CONTINUED)

Having a double patrol strength from 10:00 P.M. to 2:00 A.M., which were the peak hours, had a great effect on lawbreakers. It appears, unfortunately, that much overtime pay is often liberally awarded to a favored few. A recent check at City Hall showed that many patrolmen, sergeants and inspectors with their overtime pay make more in a year than captains.

PAY:

The Police Committee would like to propose that the San Francisco Police Department formulate a Career Policemen Plan similar to that of the City of Los Angeles. This Plan is based on the insight that the police service does not offer the same percentage of opportunity into better paying and higher status positions commensurate with private industry. This plan is also based on a second insight in the police service. Success in terms of promotion is predicated upon leaving the technical work of the profession and advancing into supervisory and management positions. The net result is that a highly motivated, highly competent technician in the person of an expert patrolman must leave his chosen field of work and state that he wants to become a supervisor or manager before he can receive either monetary or status rewards. Probably the best adjusted individuals really prefer to serve in the technical ranks of patrolmen or the detective bureau rather than take on the more onerous task of managing other men and yet the police service totally lacks any monetary or status rewards for these individuals. At present there is little opportunity in the Police Department for advancement into better paying and increased status categories for men whose only desire is to become more expert in their chosen professions. At present because of the extremely small percentage of such positions, the opportunity for promotion above the rank of sergeant is microscopically small and the frustrations of attempting to achieve better compensation by this route are great.

Pay raises to patrolmen should not be automatic by years served but by previously qualified patrolmen through suitable testing and rating each year. A pay raise could be given each year for six consecutive years provided the man completes his training, passes the test (such as POST) and is satisfactorily rated for job performance. At present there is little incentive for a man to improve in his present position and a man may become less efficient after a few years in the Department, yet he still receives automatic pay increments. The men who qualify by special training for specialized positions such as crime lab, photography, legal, traffic, etc., should receive suitable additional pay. By this method, at the end of six years with proper training and experience, a police officer should be qualified and able to handle all types of police duties -- patrol, investigation of all crimes, traffic management, riot control, rescue and first aid, etc.



POLICE DEPARTMENT (CONTINUED)

PHYSICAL FITNESS:

We would like to recommend that along with his present entrance medical examination, in order to make a man more effective in riot control, owing to the nature of crimes that are perpetrated today, a police recruit be subject to psychological testing upon entry into the Department. The Committee would like to further recommend that a police officer, considering the high physical and mental demands owing to today's police problems, should take a regular physical and cardiogram.

INSPECTORS' BUREAUS:

It should be noted that during our visits to most of the Bureaus, including that of Narcotics, we found most of the inspectors in their offices writing up their reports early in the morning. The Committee feels civilian shorthand-typists should be hired to take the reports in order that the men may utilize their time in the field.

POLICE ATHLETIC LEAGUE:

We would like to commend this extremely successful operation and the officers who worked diligently and gave up off-duty time to help the youth of San Francisco. It is a most worthwhile cause.

NARCOTICS:

The Narcotics Department of the San Francisco Police Department is operating most efficiently under the circumstances. The Committee and several members of the Grand Jury have worked closely with it during the past year. Again, their contingency fund has not been increased commensurate with the workload and it is not uncommon to find the department without operating funds during the course of a month. Owing to the tremendous increase in the narcotics problem we recommend that this Bureau receive a minimum of \$50,000 annually plus additional men. (See Narcotics Ad Hoc Committee report.)

TRAFFIC:

Our inspection of this Division revealed an insufficient number of traffic control men. This committee proposes that an additional 29 traffic control men be added to the 20 which were approved this year. Our recommendation was approved by His Honor, the Mayor. We would like to take this opportunity to commend Director Zaragoza and his men for the fine job that they are doing but we would like to see traffic control men direct traffic from fixed posts such as in other cities. This would certainly return many men to beat duty.

The first part of the document discusses the importance of maintaining accurate records of all transactions. It is essential for the company to keep a detailed log of all sales, purchases, and expenses. This information is crucial for determining the company's financial health and for preparing tax returns.

The second part of the document outlines the procedures for handling customer orders. All orders should be processed in the order in which they are received. It is important to ensure that all orders are filled promptly and accurately. Any delays or errors should be reported to the manager immediately.

The third part of the document describes the inventory control system. The company should maintain a constant inventory of all products. Regular audits should be conducted to ensure that the inventory records are accurate. Any discrepancies should be investigated and corrected.

The fourth part of the document discusses the company's marketing strategy. The company should focus on building a strong relationship with its customers. This can be achieved through excellent customer service, competitive pricing, and a variety of promotional offers.

The fifth part of the document outlines the company's financial goals. The company aims to increase its sales and reduce its expenses. This can be achieved through a combination of marketing, operational, and financial strategies.

The sixth part of the document describes the company's human resources policy. The company should hire and train employees who are committed to the company's success. All employees should be treated fairly and equitably.

The seventh part of the document discusses the company's legal and regulatory compliance. The company must adhere to all applicable laws and regulations. This includes obtaining the necessary licenses and permits, and maintaining accurate records of all transactions.

The eighth part of the document outlines the company's risk management strategy. The company should identify and assess its risks, and develop strategies to mitigate them. This includes fire insurance, theft insurance, and liability insurance.

The ninth part of the document describes the company's environmental policy. The company should strive to minimize its environmental impact. This can be achieved through energy conservation, recycling, and other sustainable practices.

The tenth part of the document discusses the company's future plans. The company aims to expand its operations and increase its market share. This will be achieved through a combination of marketing, operational, and financial strategies.

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POLICE DEPARTMENT (CONTINUED)

SOLO BIKES:

Once a man has qualified for motorcycles, he automatically draws hazard pay. Our investigation has shown that several men are drawing this additional money at considerable expense to the city and county, although they are now employed at desk jobs in the traffic bureau. This practice should stop and a minimum of 24 hours a week should be driven on a motorcycle by any man in order to qualify for hazard pay.

ACCIDENT INVESTIGATION BUREAU:

This unit is understaffed and has an insufficient number of automobiles. We have received numerous complaints from citizens who have had to wait up to three and four hours for a car to respond, and in some cases - when the accident does not include injury, the bureau has insufficient personnel to respond. In such cases, the citizens are advised to gather the necessary legal information when officers are unable to appear at the site of the accident.

HOT CHASES:

It has been noted on several occasions, that when a car is called out and is involved in a chase, the driver usually has the keys for the shotgun rack in the car ignition and is unable to remove the gun for use from the rack. We recommend that two separate key chains be utilized.

ENVIRONMENT:

The administrative space, conference room and jail facilities are poor, and the station cells that are used for temporary detention of prisoners - pending transfer to City Prison - are unheated and too isolated for proper supervision.

GENERAL EQUIPMENT:

Most of the furniture and fixtures are old and there is an insufficiency of walkie talkies, night sticks, and shotguns in the station armory.

The Police Committee has had the opportunity to review the police forces of several California cities, along with numerous police departments of foreign countries. We would like to recommend that the San Francisco Police Department obtain the details of a walkie talkie used by the London, England Police Department, which is a two way transceiver about the size of a pack of cigarettes. This would enable the beat officers to be in a two-way communication with his station at all times.



POLICE DEPARTMENT (CONTINUED)

Most of the district stations have been involved in shoot-outs; and in order to protect themselves, the station keepers have been forced to pile old ledgers against the window glass for protection.

There is need to emphasize that bullet proof glass be installed as soon as possible.

COMMUNICATIONS:

The Grand Jury strongly believes the Chief should have a greatly augmented staff in communications, most of whom should be civilians. This would return to Police duties approximately 15 Police Officers. These civilians would be under a commissioned officer capable of giving advice and supervision, and making the necessary decisions for action.

TOW AWAY:

In view of the parking problems in San Francisco, we would strongly recommend that credit cards be accepted for the payment of tow away charges. It appears that many housewives, some with children, after going on a shopping spree are unable to redeem their automobiles due to lack of funds. Presently, they have to abandon their vehicles until someone at home can pay their tow away fees.

We would like to take this opportunity to commend Chief Thomas J. Cahill and his staff for the exceptionally fine job of running the department under the circumstances; and particularly on his report to His Honor Mayor Joseph Alioto entitled "1969 Special Report-San Francisco Police Department". This report presents in detail, from a police point of view, the social and economic statistics of San Francisco in addition to the deployment of the police organization by neighborhood police stations. A wealth of information is contained in this comprehensive report.

We encourage the Police Commissioners, the Board of Supervisors, and the Mayor to review this report in detail. The recommendations contained therein are worthy of most serious consideration along with the additional comments by the Police Committee of the Grand Jury. We would also recommend to the commissioners that they make periodic field inspections of the entire department.

George C. Denend

Joseph C. Tarantino

David Morris, Chairman



YOUTH GUIDANCE CENTER

The Juvenile Court Committee report on the Youth Guidance Center may well preface its recommendations on what could or should be the finale of its report, namely; that the physical plant as it now exists is totally inadequate to serve its purpose. It is overcrowded and needs additional classroom and recreation facilities. The complex was completed in 1950 on a twelve (12) acre site atop Twin Peaks. It is conceded by all concerned that it should be replaced and relocated as soon as possible. This is not easy to accomplish particularly in the face of the defeat of Proposition "C" in the last November election.

The passing of the Honorable Raymond J. O'Connor, Judge of the Juvenile Court, in January, left a void in the operation of Youth Guidance Center. Judge O'Connor was recognized by both the professionals and laity as an outstanding jurist who dedicated the last years of his life to the interests and welfare of dependent and delinquent children. The Judge's passing was followed by the early resignation in April of 1969 of Elmer Gaetjen from his position as Chief Probation Officer. In the interim, Mrs. Rose McGrory has been very ably fulfilling the duties of this important position. Mrs. McGrory has announced that she is not a candidate for the Chief Probation Officer on a permanent basis. At the deadline date for applications for this post, thirty seven (37) persons had filed their applications - nine (9) from San Francisco; thirteen (13) from other California Cities; fifteen (15) from out of State. These thirty-seven applicants were screened and interviewed by the Superior Court Judges' Personnel Committee, under the Chairmanship of the Honorable Walter Carpeneti. The delay in the appointment of a Chief Probation Officer earlier was held up in order to obtain State Legislation to waive the State of California residency requirements for this post. At the meeting of the Judges of the Superior Court held on Thursday, December 11th, 1969, Mr. Joseph Botka of Akron, Ohio, was selected for the position of Chief Probation Officer.

In passing may we compliment the retired Chief Probation Officer, Elmer Gaetjen, for his work in this position. In a life dedicated to youth work dating back to 1923, he worked his way up to become Chief Probation Officer of the Juvenile Court of the City and County of San Francisco.

DEPENDENT CHILDREN:

This year's Grand Jury passed a resolution which was sent to the Board of Supervisors, urging the Board's enactment of legislation removing dependent (neglected) children from the Juvenile Hall and transferring their care to the Department of Social Services which would provide shelter at other locations. This action would remove the stigma of juvenile delinquency. This matter is now in the hands of the sub-committee of the Board of Supervisors.



Youth Guidance Center (continued)

DELINQUENT GIRLS:

Delinquent girls are an ever-increasing problem at Youth Guidance Center. According to statistics released by Captain Daniel Quinlan, Head of the San Francisco Police Juvenile Bureau, 2,604 girls were booked or cited for appearance at Juvenile Hall this year. Citations included crimes of violence, purse snatching, strong-arm robberies, and aggravated assaults. A record number of girls are being admitted under the influence of narcotics and/or dangerous drugs. The aforementioned number of admissions is an increase of 515 more than for the same period last year. This compares to 684 boys booked or cited or an increase of 54 more than a like period in 1968. Delinquent boys have two honor camps or rehabilitation ranch type schools - Log Cabin and Hidden Valley located at La Honda. No such facility is provided for delinquent girls. It is strongly recommended that a facility be established - a group of institutional homes. The group home should include a psychiatric staff. Such a facility could possibly prevent delinquent girls from being sent to the California Youth Authority.

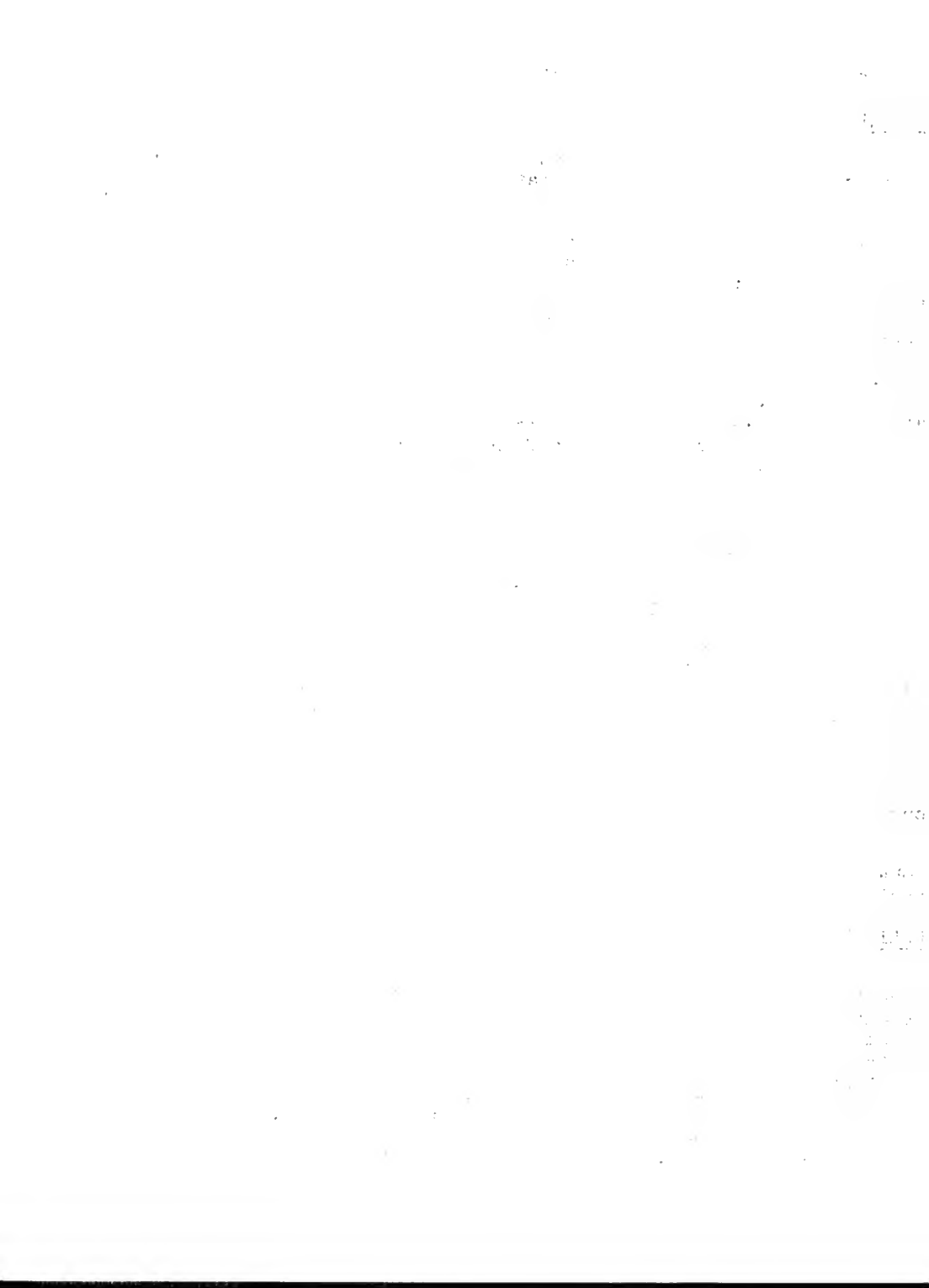
PROBATION DEPARTMENT:

The Probation Officers now present criminal matters to the Court and at the same time act as counsellors to the offending juveniles. The Court feels that the juvenile cases be presented in contested delinquent matters by the Office of the District Attorney. It is therefore recommended that a minimum of four (4) Assistant District Attorneys, One (1) investigator, and One (1) stenographer be assigned to the Juvenile Court to assist the Probation Officers in determining the proper allegations to be made in the petition alleging delinquency and to screen properly the cases to determine whether or not there is sufficient evidence for a petition to be filed and eventually they would be responsible for the presentation of the matters before the Court or the Referees.

It is further recommended in addition to an Assistant Chief Probation Officer, that another Assistant Chief Probation Officer be appointed to be in charge of personnel, training, and research.

PUBLIC DEFENDER:

The Juvenile Court now has one part time Public Defender. Since November 28th, 1969, the Legal Aid Office has been closed and the Juvenile Court now has only one attorney to represent minors in delinquency and dependent matters. It is the stated objection of the Office of Economic Opportunity that funds this project that the Legal Aid lawyers should not represent minors in delinquency matters, unless there is a particular or unusual matter to be heard which might result in an appeal. It is obvious, therefore, that in the average contested delinquency case more Public Defenders will be needed. It is recommended that three (3) full-time Public Defenders be added to the staff at Juvenile Hall.



Youth Guidance Center (continued)

RECREATION:

Recreation facilities and activities at Youth Guidance Center are obviously very limited and in order to alleviate some of the difficulties it is suggested that two playground director positions be added to the Juvenile Hall budget. Presently the School Department conducts the physical education programs in the two gymnasiums, but when school is closed at three o'clock in the afternoon and on week ends there is no director to supervise the gymnasium activities. We suggest funds be made available for the hiring of playground directors for the aforementioned periods.

LOG CABIN AND HIDDEN VALLEY RANCH SCHOOLS:

These two schools are operated as part of the Youth Guidance Center. They are located in beautiful country at La Honda and are ably supervised by two directors - Mr. Walsh at Log Cabin and Mr. Chay at Hidden Valley. Hidden Valley however is without a recreation hall or swimming pool. The boys from Hidden Valley share the Log Cabin facilities but this has not proven too satisfactory an arrangement.

This Committee suggests that a citizens committee be formed to obtain funds from private sources for these purposes.

Steps should be taken to prevent the use of narcotics by the youths at these schools.

The Juvenile Justice Commission is comprised of a group of qualified citizens appointed by the Juvenile Judge. The Grand Jury commends this Commission for devoting their time and effort to the city's juvenile problems.

To finalize this report our Committee commends the Juvenile Court Judge, Honorable Francis W. Mayer, for the progressive manner in which he has handled the Youth Guidance Center. In the short time he has been in the Court, we feel that he has done an outstanding job.

Mrs. Marie A. Bruce

David Morris

John J. Casey, Chairman.

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TREASURER

Mr. John J. Goodwin is Treasurer of the City and County of San Francisco.

Preceding Grand Jury Committees have been critical of the Treasurer's office for inability to respond to the opening of Safety Deposit Boxes and inventorying their contents.

State Law requires the Treasurer, or his representative, to be present at the opening of a Safety Deposit Box belonging to a decedent. The purpose of this is to inventory the contents. The inventory by the Treasurer is compared to the Inheritance Tax return of the estate so that no one can escape the proper tax. The Committee questions what real purpose this serves as it would be possible for the contents of an estate to be concealed if one so desired. For example, money and jewelry can be hidden in one's household or elsewhere. If the bank is not aware of a death, the co-tenant of the box could remove its contents. It would seem that the Legislature or the Franchise Tax Board should examine the value of this exercise by the Treasurer versus the expense involved. It would appear that a bank officer could inventory a box and sign an affidavit as to the contents, and this report should be acceptable to the tax authorities. Should legislation be required to enable bank officer involvement in this function, then this Committee recommends the pursuit of such legislation.

OPERATIONAL REVIEW

We find the Treasurer understaffed and meeting his case load on a deferred basis. He is in receipt of 1,000 to 1,500 warrants (Welfare) in contention monthly. He deals with an identification system that lends itself to fraudulent identification.

The warrant problem is one of payment to the proper person. If warrants are stolen the proper owner must sign an affidavit of loss or of forgery to get a replacement and this involves a great deal of paperwork. Mr. Goodwin feels that if an identification card is required by the merchants or banks before cashing the warrants, there will be less chance of forgery and a reduction in paperwork. The present problem is not one of paying out money on forgeries as it is administering the "paper" and the returning of stolen checks to the banks and merchants who are involved.

Mr. Goodwin meets the paying and receiving requirements of his office in a routine manner. His force, however, should be set at a level directly proportionate to his work load. We do not feel that this has been reconciled in several years, at least not



TREASURER (continued)

to the satisfaction of this Committee.

RECOMMENDATION

John Goodwin is a dedicated man, devoted to civic duty. We feel that Board of Supervisors may find it enlightening and educational to visit this department and go through an operational review to better understand its needs. Perhaps such a review would disclose opportunities to improve service to the public and to assist the Treasurer in performing the necessary functions of his office.

Charles G. Landresse

I.P. Sicotte, Jr.

George C. Denend, Chairman



AD HOC COMMITTEE ON PORNOGRAPHY

SPECIAL REPORT

Pornography is a low cost - high return business with an annual gross return in California, estimated as exceeding twenty million dollars.

This Committee suggests that one of the greatest problems endangering our community is that of pornography - mental pollution. The acuteness of the problem is self-evident as reflected by the bold steps taken by those purveyors of filth who parade under the protective mantle of the First Amendment. We are also fully aware of the fact that control of obscene material is no easy matter.

The recent changes in the law in connection with offenses involving pornography indicate an awareness on the part of our legislators of the damage which has been inflicted upon our society by those purveyors of pornography. It is hoped that further changes in the law will be forthcoming thereby facilitating the arrest and successful prosecution of this type of offense, putting the pornographer in jail and out of business.

One of the major problems involved is the fact that objectionable material peddled (and at exorbitant prices) is foisted upon the public by reason of its exposure in the front windows of the places where the material may be purchased. In connection with the recognition of these problems, credit must be given to those news media which have done an admirable job in spotlighting the nature of the problem. They have certainly awakened the public to the type of trash to which our youth is exposed. Certainly many of the trash paperbacks are written purely to provoke and excite the prurient interest. They cannot be looked upon as serious contributions to literature.

The enormity of this problem becomes self-evident when one considers the flood of such filth inundating San Francisco by way of thousands of paperbacks which pour out of smut mills and find their way into this City of ours. The impact upon youth of this flow of mental garbage cannot be minimized.

This Committee feels that arrests alone, unless backed up by meaningful penalties, do nothing more than encourage the violators to go back in business, e.g., it is found that in most cases, following the utilization of police manpower hours and the time of the District Attorney, that upon a finding of guilty only a small fine is imposed. This is certainly no deterrent to the sale of filth.



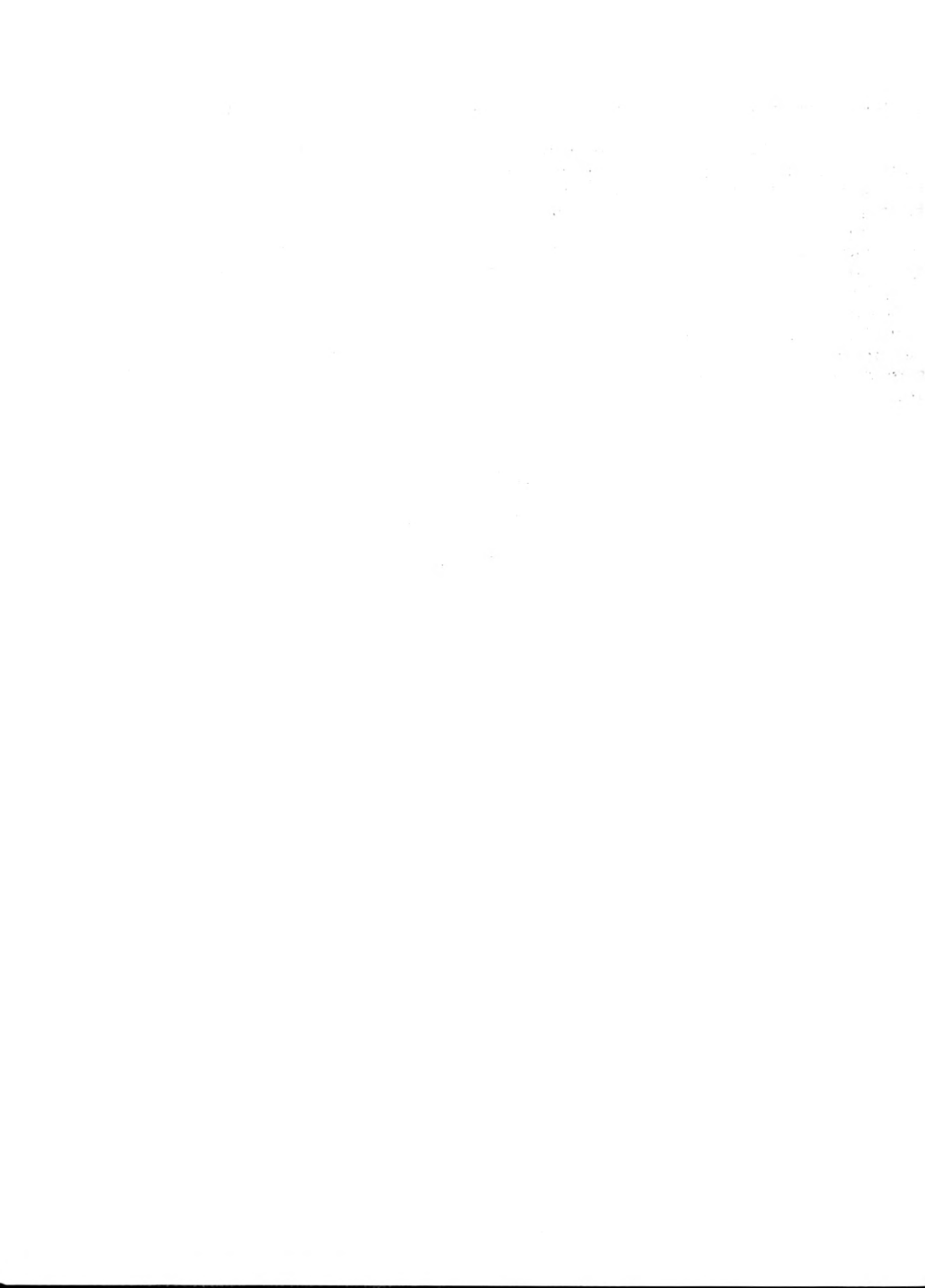
Ad Hoc Committee on Pornography - Special Report (continued)

We have also noticed that the police control involved in connection with the sale of pornography, with particular reference to obscene movies, is primarily invested in one inspector, assigned to the Bureau of Special Services, who has been in such capacity for many years. He has a thorough knowledge of the subject and is doing an outstanding job. Although other officers are technically empowered to make such types of arrests, with the complex legal provisions found in the obscenity laws, in practice, this inspector referred to, solely conducts such types of investigation. We believe, therefore, that in view of the enormity of the problem involved that additional men should be assigned to these specific duties, thus adding to the arsenal of enforcement so necessary to combat the pornographic problem.

Mrs. Marie A. Bruce

David Morris

John J. Casey, Chairman



CITY ATTORNEY

The first investigatory visit of this Committee to the Office of the City Attorney was made on March 9, 1969. We were impressed by the efficient manner in which this department is conducted. We noted that all space available was completely occupied. This office could use considerable more space, but the space should be in the City Hall. In the planning for a proposed Courts' Building, special attention should be given to providing more space for the City Attorney.

On several occasions during this year we have been in need of legal advice and direction from the City Attorney, Thomas Mo. O'Connor. We are pleased to report that on each occasion we received prompt and efficient service and answers to our questions.

In the fiscal year 1968-1969, 104 legal opinions were provided for twenty-four City Departments; 45 opinions at the request of the Board of Supervisors; 19 for the Civil Service Commission and the remaining 40 opinions for 22 other departments.

We believe this department is well directed and performs its functions smoothly and efficiently; therefore, we the Members of this Committee commend the City Attorney and his staff.

Eugene R. Erigero

John J. Enright

Henry E. Fourcade, Chairman



GRAND JURY CITY AND COUNTY OF SAN FRANCISCO 1969

On April 10, 1969, Foreman Melvin M. Swig appointed an Ad Hoc Committee to review the Instructions, the Penal Code and the functions of the Grand Jury, and to make recommendations for the future of Grand Juries.

Accordingly, the Committee proceeded with the investigation under these guide lines. A report was submitted to the entire Jury on April 17, 1969 embracing Grand Jury Instructions, Sections of the Penal Code dealing with Jury matters, and selected reports and recommendations from other Grand Juries of the State of California. This report was identified as the "Blue Book." Subsequent reports were presented to the Jury on June 11, October 13, and October 30, 1969.

Close liaison was maintained with the Presiding Judge, Edward F. O'Day, Bernard Ward, Officer of the Court, and Ralph Sheehan, Consultant.

The final recommendations of the Ad Hoc Committee were presented to the Jury on December 1, 1969. The Jury supports the following recommendations:

That in order to meet more expeditiously the criminal responsibilities of the Jury, and to fulfill the administrative functions to the greater satisfaction of the Jury, the City and County of San Francisco appoint two Juries - one Criminal and one Administrative. Further, that the Administrative Jury be so impaneled that their service would be on a fiscal year basis rather than the calendar year.

It is strongly felt that the Two-Jury System would enable more in-depth review of county operations, while at the same time expedite the presentation of felony cases in greater quantity by the District Attorney and the indictment process by the Criminal Jury. The end result would be better service to the citizens of the City and County of San Francisco.

We recommend that legislation necessary to provide these changes be prepared by the Court and submitted to the appropriate legislative representatives for enactment.

Mrs Nancy B Knickerbocker

John J Enright

George C Denend, Chairman

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry should be supported by a valid receipt or invoice. This not only helps in tracking expenses but also ensures compliance with tax regulations.

In the second section, the author provides a detailed breakdown of the monthly budget. It includes categories for housing, utilities, food, and entertainment. Each category is further divided into sub-items, such as rent, electricity, groceries, and dining out. This level of detail allows for a clear understanding of where the money is being spent.

The third part of the document focuses on the overall financial health of the household. It compares the current month's spending to the previous month and to the budgeted amounts. Any variances are noted and explained, such as an increase in utility costs due to a change in season or a decrease in food expenses due to a change in eating habits.

Finally, the document concludes with a summary of the key findings and recommendations. It suggests ways to optimize spending, such as switching to a more energy-efficient light bulb or buying in bulk for groceries. The author also notes that while the budget is a useful tool, it should be flexible enough to accommodate unexpected changes in circumstances.

ECONOMIC OPPORTUNITY COUNCIL

Although the Committee kept six appointments with Mr. John Dukes, the General Director of the E.O.C., and made an inspection tour of several of the E.O.C. projects, corresponded with the various City department heads relative to E.O.C. and interviewed still others, it is our conclusion a report is not in order because of an opinion rendered by City Attorney Thomas O'Connor to the 1966 Grand Jury to the following effect:

"The Grand Jury has no jurisdiction to routinely investigate the E.O.C. because it is not a county office, but is only a private non-profit corporation."

In reply to an inquiry from this Committee on August 14, 1969 to the District Attorney, he responded as follows:

"I am enclosing the City Attorney's opinion No. 66-60-A and No. 66-56-A. In accordance with the conclusions reached in this opinion, you are advised that the Grand Jury has no jurisdiction to routinely investigate the E.O.C."

John P. Cordoni

Joseph C. Tarantino

Norbert Cronin, Chairman

THE HISTORY OF THE

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DEPARTMENT OF ELECTRICITY

This department is managed by Mr. Burton H. Dougherty, with a staff of 111 permanent and 21 temporary employees. Mr. Burton Dougherty is responsible to the Chief Administrative Officer.

The responsibility of this department is to maintain, repair, and in many instances manufacture parts and equipment. Each year more work is added to their already over-burdened staff, but their requests for additional personnel has been denied. Minimal needs for the department would be an increase of five (5) permanent employees. To cite an example; A request for working Painter Foreman had been proposed and received the support of the Grand Juries for 1967 and 1968, but was not approved. As a result, backlogs have increased with deterioration and corrosion playing havoc to traffic signals, fire and police boxes, and many other types of equipment. If this equipment fails to operate properly in an emergency it could cause the deaths of some of our citizens. We feel this should be recommended in a supplemental request to the Finance Committee, for the five (5) positions.

VANDALISM:

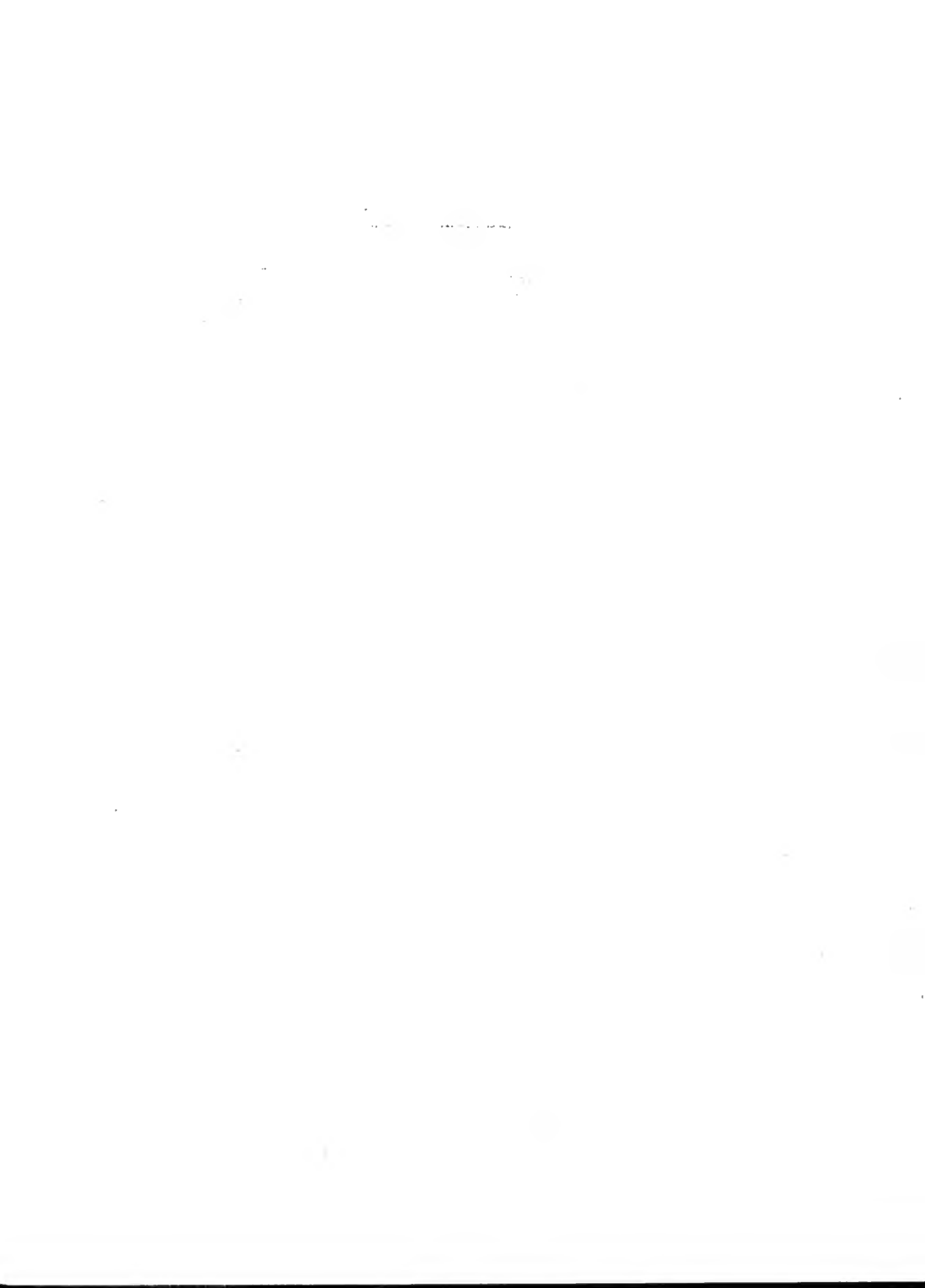
One of the biggest problems in the department is the continued increase of vandalism on all types of equipment. Costs to the Department of Electricity alone this year was \$24,335.00. Add to this an estimated loss in revenue of \$2,800.00 per month, or \$33,600.00 annually, from "jammed" parking meters. (Savings from this revenue alone would more than pay for the requested positions.)

VISITATIONS:

Our visits to the plant itself at 901 Rankin Street and many of their other installations convinced the committee of the fine job being done by this unit. While the major operation is from 8:00 A.M. to 4:00 P.M., they have a complement of employees in all crafts working 24 hours per day, 7 days per week, with standby personnel for emergencies.

SERVICES:

The Fire and Police Departments require the most time, but maintenance must also be given for equipment of the Municipal Railway, Disaster Corps, Port Authority, Public Works Department, Public Health, Harbor Police, Water Department, Offices of the Mayor, and the Board of Supervisors for either One-Way or Two-Way Radio Control.



SERVICES: (Continued)

Traffic signals, parking meters and warning sirens are another integral part of their operation.

RECOMMENDATION:

Immediate steps be taken to secure the necessary funds from a supplemental source to fill the urgent needs for additional personnel.

Arnold F. Devoto

Joseph M. Hannan

Frank J. Smith, Chairman

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that this is crucial for ensuring transparency and accountability in the organization's operations.

2. The second part outlines the various methods and tools used to collect and analyze data. This includes both traditional manual methods and modern digital technologies, highlighting the benefits of each approach.

3. The third part focuses on the challenges faced in data management and analysis, such as data quality, security, and integration. It provides strategies to overcome these challenges and ensure the reliability of the information used for decision-making.

4. The final part of the document concludes with a summary of the key findings and recommendations. It stresses the need for continuous improvement and innovation in data management practices to stay competitive in a rapidly changing market.

REAL ESTATE DEPARTMENT

The Real Estate Department functions in the capacity of real estate agent for the City and County of San Francisco. It handles all purchases, sales, negotiates leases and the acquisition of land by eminent domain proceedings. Sales of property declared "surplus" are conducted as the occasion arises. With the high property values prevalent in the City these sales produce a good income and at the same time return the properties to the tax rolls.

Previous Grand Juries have recommended special studies be made with a view to determining the best and most profitable use of City lands. We concur with their views and suggest that the fullest use be made of air space over community parking lots and space under freeways. Good examples of what can be done in this regard are the Health Center constructed over the Broadway Tunnel and the Central Police Station on the ground level of the North Beach Parking Garage on Vallejo Street. This type of construction can well be adapted for private use, producing a return to the City.

A Bureau of Land Management has been created in the Public Utilities Department whose functions to a considerable degree parallel those of the duly constituted Real Estate Department; the explanation advanced for its establishment is that the land management problems of the utilities require special treatment as opposed to those properties administered by the Real Estate Department.

The Committee is of the opinion that dual real estate or land management departments are an unnecessary luxury and impose a tax burden on the community. We urge that the function of the Real Estate Department of the Public Utilities be returned to the Real Estate Department of the City.

Joseph M. Hannan

Charles G. Landresse

Arnold F. Devoto, Chairman

THEORY

The following table shows the results of the experiment.

TABLE I. Results of the experiment for different values of α and β .

TABLE II. Results of the experiment for different values of α and β .

TABLE III. Results of the experiment for different values of α and β .

TABLE IV. Results of the experiment for different values of α and β .

TABLE V. Results of the experiment for different values of α and β .

TABLE VI. Results of the experiment for different values of α and β .

TABLE VII. Results of the experiment for different values of α and β .

TABLE VIII. Results of the experiment for different values of α and β .

TABLE IX. Results of the experiment for different values of α and β .

TABLE X. Results of the experiment for different values of α and β .

TABLE XI. Results of the experiment for different values of α and β .

TABLE XII. Results of the experiment for different values of α and β .

TABLE XIII. Results of the experiment for different values of α and β .

TABLE XIV. Results of the experiment for different values of α and β .

TABLE XV. Results of the experiment for different values of α and β .

TABLE XVI. Results of the experiment for different values of α and β .

TABLE XVII. Results of the experiment for different values of α and β .

TABLE XVIII. Results of the experiment for different values of α and β .

TABLE XIX. Results of the experiment for different values of α and β .

TABLE XX. Results of the experiment for different values of α and β .

HEALTH SERVICE SYSTEM

The Health Service System offers City employees a choice of plans. There are approximately 23,000 members now insured under these plans.

\$1,317,000 is the City's contribution and this is 6% for \$100 of the tax rate and in accordance with the Charter provisions. \$1,500,000 is the amount contributed by the City employees themselves. Under Plan 1, the City system itself, the City contributes 36.5% of the total premium with the Health Service System paying \$1 for the premium out of surplus. It is to be noted that there is neither a Dental nor Drug Plan offered and that the dependent premium is paid by the employee himself. In the November 1969 election, the voters turned down the proposition that the City would pay the dependent premium. Eighty per cent of Health and Welfare Plans regionally are on a composite premium basis and the premium is paid for totally by the employer.

For those retiring without Medicare, a premium of \$28.32 monthly is paid by the City. The total cost to the City for retirees is \$375,000 annually.

The administrative cost of the Health Service System fund is \$330,000 annually, which is approximately \$1.36 per month per employee. The total annual contributions collected are approximately \$3,000,000.

Throughout the year, the service under Electronic Data Processing was "horrible". As an example, 1,000 deductions were not made in the month of February 1969. There is every assurance that EDP will become more costly as time goes on and in the opinion of Lyle O'Connell, the Executive Director, "EDP will have to function properly immediately - or else". The Health Service System is now being charged more for the data processing than when they had the machines in their own office. Mr. O'Connell reports to this Committee that the Health Service System relationship to the Civil Service administration is an unhappy one, saying "The Commission does not produce employees" and gave, as an example, that they cannot obtain from the Civil Service Commission current addresses for those under the Kaiser Plan.

Current financial and C.P.A. reports were unavailable at the time of this Committee's meeting. As a matter of fact, a copy of the last report made by the Controller was dated October 10, 1961. The latest C.P.A. report available to the Committee was dated June 30, 1965. There is no current operating statement - income versus outgo - available.



HEALTH SERVICE SYSTEM (Continued)

There are 7 members of the Health Service Board -- 3 from employee groups, one from the Board of Supervisors (the Chairman of the Finance Committee), one from the City Attorney's office, a physician and one from the insurance industry. It must be noted that the present Chairman of the Finance Committee of the Board of Supervisors has never attended a meeting.

It is the opinion of this Grand Jury that the criticisms leveled in this report should be investigated and that the failures resulting therefrom should be corrected.

It is the opinion, also, of this Grand Jury that the Executive Director and the 25 employees working under his jurisdiction are doing a good job within their limits.

John P. Cordoni

Joseph C. Tarantino

Norbert Cronin, Chairman



CIVIL SERVICE COMMISSION

The 1968 Grand Jury passed on to us, the 1969 Grand Jury, the following admonition:

"One of our major frustrations was our inability to convince the Mayor of the need for an in-depth study of our "sick" Civil Service System. We commend this problem to the early attention of the 1969 Grand Jury"

The material and conclusions presented herewith result from the following activities of the Committee:

46 questionnaires were sent to the various City department heads, asking for replies. 46 answers were received.
Two meetings with the Mayor.
Four meetings with George Grubb, General Manager, Personnel.
One meeting each with Mr. Grubb's four principal assistants.
One meeting with the Civil Service Commissioners.
One meeting separately with one of the Civil Service Commissioners.
One meeting with the Civil Service Association.
One meeting with Local 400.
One meeting with the Federation of Public Employees.
Two meetings with the Chamber of Commerce.
One meeting with the Foreman of the 1968 Grand Jury.
One meeting with the Chairman and one committeeman of the 1968 Grand Jury Civil Service Committee.
One meeting with the 1967 Chairman of the Grand Jury Civil Service Committee.
One meeting with the 1966 Chairman of the Grand Jury Civil Service Committee.
One lengthy appearance of George Grubb, General Manager, Personnel, before the entire body of the 1969 Grand Jury.
A study of the transcript of the testimony of George Grubb, General Manager, Personnel, before the 1967 Grand Jury.
A review of the 1966, 1967 and 1968 Grand Jury Reports on Civil Service.
One meeting with the head of one of the larger City Departments (requested by him).
Discussions with 9 various City department heads.
Continuous correspondence.

Because it was felt that the 46 department heads to whom the questionnaire was sent would be most concerned with the operations of the Civil Service Commission, the Committee studied their replies with great interest. Let it be noted that:

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry should be supported by a valid receipt or invoice. This not only helps in tracking expenses but also ensures compliance with tax regulations. The second part of the document provides a detailed breakdown of the company's revenue for the quarter. It shows a steady increase in sales, particularly in the electronics and software sectors. The third part of the document outlines the company's financial goals for the next quarter, including a target for profit margin and a plan to reduce operational costs. The final part of the document is a summary of the overall financial performance and a recommendation for the board of directors to approve the budget for the next quarter.

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CIVIL SERVICE COMMISSION (Continued)

- I 23 department heads (50%) are completely unhappy with the operation of the Civil Service Commission.
- II 12 (26.1%) approve of its operations.
- III 5 (10.9%) were non-committal.
- IV 6 (13%) claimed that they were not involved with it.

Upon analysis, the primary complaint against the Civil Service Commission is the backlog of regular and promotional examinations. The second complaint is the failure of the Civil Service Commission to provide the proper personnel for the proper job. The third complaint is the failure of the Civil Service Commission to recruit personnel. The fourth objection is the appointment of too many temporary employees (one has been temporary for 17 years). The fifth complaint is the appointment of too many limited tenure employees. Actually, the number of limited tenure temporary certifications for the past year was 4,878 and the number of permanent certifications was 624. These are criticisms of the operational end of the Civil Service Department.

The complaints listed, as far as the executive ability of the General Manager, George Grubb is concerned, reduce to the following:

1. Inability to communicate with other department heads.
2. Addiction to detail.
3. Refusal to delegate authority.
4. Lack of leadership.
5. Dearth of imagination.

The 1969 budget request was increased to \$449,582 because the Civil Service Commission "is 18 months behind in every phase of its work". The sole explanation for this backlog, according to George Grubb, is:

- I. Budget resistance.
- II The Civil Service Commission is not popular.

It is Mr. Grubb's proper suggestion that the Commission itself should be a tribunal for judicial matters rather than administrative matters.



CIVIL SERVICE COMMISSION (Continued)

The current number of Civil Service positions in the City and County of San Francisco is 22,263. The Civil Service Department, at this time, has 70 employees and is asking for 25 more (although Mr. Grubb claims 140 are necessary to do a satisfactory job).

Mr. Grubb states that the Civil Service Commission is in "bad shape" and that money is the only solution.

Mr. Grubb favors the Los Angeles procedure for examinations rather than the San Francisco method because the former enables people to be hired more promptly. A Charter amendment is recommended to resolve this problem.

There is a division of loyalty in the Department among the principal department heads, which doesn't help the efficiency of the Department.

The General Manager and his Commission have failed to bring in Charter amendments and revisions for the removal of those obstacles that do hinder the work of the Civil Service Commission. (We are informed that examinations lag, in one instance as far behind as 8 years).

Since the backlog of examinations is the most common target of criticism and since the General Manager's and Commission's position is that they need money to remove this backlog, Mr. Grubb, at a meeting with this Committee on May 16, 1969, suggested the application of Section 145-1 and Section 149 of the Charter in order to obtain money to remove this backlog. (The record shows, however, that Mr. Grubb's sworn testimony before the Grand Jury in 1967, page 31, line 2, was: "I wouldn't recommend the application of that (Charter Section 149), kind of a demand." The Committee studied these Sections and referred them to the City Attorney for legal interpretation. Issues were made of these Sections with the Mayor at both of our meetings with him. These Sections seem to say (to the layman at least) that:

"if its (Civil Service Commission's annual appropriation is insufficient to meet the cost of the examinations required to establish registers of eligibles through the examination procedures set forth in Section 145 hereof, or to qualify applicants for limited tenure appointments as herein provided, the Commission shall report to the Mayor the estimated cost thereof and the Mayor shall request and the Supervisors shall make supplemental appropriations therefor in the manner provided herein for supplemental appropriations."



Interpretively, the City Attorney states:

"The above quoted Charter Sections generally provide that in the event the annual appropriation for giving Civil Service examinations is insufficient, then the Civil Service Commission must report to the Mayor the estimated cost of examinations and the Mayor must request the Board of Supervisors and it shall be the Board's duty to make a supplemental appropriation for the cost of examinations"

The City Attorney then continues:

"The amount of money is not mandatory, but appropriations must be made."

In this light, then, the Civil Service Commission, its General Manager, the Mayor and the Board of Supervisors have failed to make possible the necessary examinations.

We find that the Civil Service commissioners are subject to much criticism which centers upon the following charges:

1. The surrender to endless detail instead of dedication to policy-making.
2. The lack of harmony among the Commissioners, which diverts from their unity of purpose and leads to ineffectiveness.
3. The domination of the General Manager over the Commissioners' efforts.

We report that the several organizations with whom we met were almost unanimous in the content of their criticism of the operations of the Civil Service Commission. Records have been kept of these meetings so that this statement can be documented.

It is acknowledged by all that the Data Processing has not been helpful and at times, has actually been intolerable.

We recognize that since the examinations are so far in arrears a wider use of outside contracting - for examinations is most desirable.

Admittedly, also, budgetary problems and certain Charter restrictions hamper the work of the Commission (although Mr. Grubb has informed us that Charter revisions would not break the logjam in the Civil Service Commission).

Admittedly, also, the General Manager himself is the most knowledgeable person in the matters of the Civil Service Commission.

Because of the replies from the various City department heads, because of our meetings with the various associations, because of the 1966, 1967, and 1968 Grand Jury reports and because of our own convictions, we recommend the removal of George Grubb, General Manager, Personnel, from the Civil Service Commission because of the following reasons:



CIVIL SERVICE COMMISSION (Continued)

1. Failure to examine backlog of examinations
 - (a) regular
 - (b) promotional
2. Failure to reduce and control limited tenure
 - (a) politically abused.
3. Failure to explain salary standardization
 - (a) not trusted
 - (b) not understood
4. Failure to recruit -
 - (a) and classify
5. Failure to catch up on work
 - (a) "18 months behind in every phase"-Grubb
6. Failure to set recorded policy
7. Failure of General Manager
 - (a) incommunicative
 - (b) non-executive
 - (c) dictatorial
 - (d) secretive

Furthermore, we recommend that the Commission be restructured because we find that it is:

- (a) Political
- (b) employee oriented
- (c) inclined to pre-commission meetings
- (d) anti-management in decisions
- (e) overburdened - by preference - with routine work
- (f) reluctant to overhaul
e.g. no Charter amendments

We recognize only too well that the eventual judge of our recommendations will be the Mayor because he has the power to appoint the Commissioners who, in turn, have jurisdiction over the General Manager and because the Charter mandates the Mayor and the Board of Supervisors to obtain the necessary money for the administration of examinations.

John P. Cordoni

Joseph C. Tarantino

Norbert Cronin, Chairman

THE UNIVERSITY OF CHICAGO

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CORONER

The Coroner, Dr. Henry Turkel, is a county officer acting under the authority of provisions of the California Government Code, the Health and Safety Code.

There are specific laws which define the Coroner's powers which vest him with the right and duty to investigate certain classes of death. All deaths reported to the Coroner are subject to a preliminary inquiry and if necessary full investigation if the circumstances warrant it.

DEATHS REPORTABLE TO THE CORONER:

Homicide

Suicide

Grounds to suspect that death occurred in any degree from a criminal act.

When a physician is unable to state the cause of death or when no physician is in attendance

All deaths where patient has not fully recovered from anesthetic whether in surgery, recovery room, or elsewhere

All deaths of unidentified persons.

The Coroner's Committee of the Grand Jury has spent a considerable amount of time in this department and would like to make the following recommendations:.

TRANSPORTATION:

The ambulances and vehicles are in complete run down condition and have far out-lived their usefulness They consist of:

1960 International with 60,000 miles

1962 International with 70,000 miles

1962 Chevrolet with 92,000 plus miles.

in fact this last named ambulance is in such poor condition that the department has discontinued using it.

All these vehicles have been recommended to be replaced by the personnel in the City Repair Shops. It seems incomprehensible that any City department would have, or in the interest of safety should ask their employees to drive these vehicles

Due to their age and high mileage it is not economical to continue repairing them. We recommend immediate replacement.

COMMUNICATIONS:

We recommend the installation of a two-way radio system to be used exclusively by the Coroner's Department. This radio system



CORONER'S OFFICE (continued)

would permit direct conversation with the base station and would permit a more appropriate and better planned system of dispatching, in fact in many cases would help in reducing time delay on cases where the police are standing by. In addition this would give the Coroner a method of keeping track of their ambulances in the field. The total cost completely installed would be approximately \$10,000.

GENERAL EQUIPMENT:

Most of the general equipment in this department appeared to be kept in excellent condition, however, we recommend strongly the purchase of a Polaroid X-Ray machine. This machine can be used by anyone without any special experience, it does not require an X-Ray technician or any special tanks or solutions to operate it.

The present procedure for locating bullets or any foreign matter in bodies, necessitates men and ambulances to transport the body to the San Francisco General Hospital X-Ray department. Patients there become very disturbed by this and especially by the odors that emanate from decomposing bodies. Indeed, the X-Ray technicians complain themselves that they should not be exposed to these very offensive elements. In the last few years gunshot deaths have increased three-fold and the Coroner's trip to the San Francisco General Hospital have increased accordingly. This is most time consuming to the personnel as they have to wrap the body, provide transportation both ways and wait their turn to have the X-Rays taken. This delay prevents them from getting to the scene of a death. This X-Ray work should be done on their own premises which would save considerable time and money. The total cost of this machine would be less than \$2,000.

We further recommend that a small Instamatic type camera be procured for this department in order that they may take pictures of a body in the local area in which it is found and when foul play is not suspected. Presently, the driver and deputy coroner have to spend considerable time at the scene until the San Francisco Police Department Crime Lab can send a man out. This would certainly save a lot of time.

FREEZERS:

This department utilizes two separate types of storage areas. One is a transient storage freezer room which is used for short terms up to a month. The long-term, or deep freezer room, which is also used for badly decomposed bodies, has to be kept at a much lower temperature. We noticed that a heat exchange coil should be installed around the door. This would equalize the temperature and eliminate the frost around the door internally, sweating and paint peeling externally. This is a very inexpensive item and should be installed as soon as practical. There are approximately 50 bodies stored in these freezer vaults during an average month.



CORONER'S OFFICE (continued)

We inspected an additional freezer room which is maintained for the storage of human organs and tissue. These samples are placed in glass jars, properly labeled with dates and names of the deceased. It is required that these items be retained up to the period of one year for testing and legal purposes. In time they are disposed of and buried in a common grave in proper respect to the human body.

PERSONNEL:

This Committee of the Grand Jury finds it most disconcerting to find that approximately 50% of the drivers and deputy coroners have never taken a civil service examination but are in fact limited-tenure employees hired by Dr. Turkel. Dr. Turkel advises that he has been unable to obtain examinations for these people by the Civil Service Commission.

A driver and a deputy coroner work together as a team and it is acknowledged that the Deputy Coroner is the only one authorized to search the premises of the deceased. In the past several drivers and deputy coroners have been questioned as to their honesty and were indicted or released from duty. We have discovered that prior to acceptance of their application of employment the Coroner's department has never received any formal investigation of their past employment history, or whether or not any misdemeanor or felony charge has ever been placed against them.

We recommend that this be done and that Civil Service Examinations be given to all of the limited tenure people in this department.

We would also like to see that all the men in these positions be bonded immediately thereby protecting the City and County from any liability.

In reviewing the annual report of the Coroner's office we noticed a seemingly high cost of three (3) part-time autopsy physicians totalling \$50,000 annually. This is also true of the part-time Toxicologist and Pathologist. However, in comparison with private industry and in checking with the California Medical Association book on relative value study we come up with a unit cost for an autopsy of 15 units. Each unit has a relative value of \$5.00 \$5.00 times 15 units equals \$75.00 per autopsy. By multiplying the number of cases handled in the Coroner's office annually we come up with an average cost of \$32.90 per autopsy or a saving to the City of \$42.00 per case.

BURIALS:

Any war veteran who is indigent is entitled to veterans benefits for burial. These burials are arranged by the Coroner's department from a rotating list of mortuaries. The monies are recovered by billing the Veterans Administration.



CORONER'S OFFICE (continued)

Peace-time veterans (indigent) or a wife of a war-time veteran is entitled to a burial at county expense up to the sum of \$200.00.

As stated before the undertaker is selected from a rotating list. We have inspected those lists and found them to be fair and just and that no one firm is receiving any special consideration or favor.

INDIGENTS:

These people receive county burials at a cost of \$80.00. This work is performed by the College of Mortuary Science School of Embalmers. In every case where the City and County incurs any expense in burial we found that the Coroner's office had made application to Social Security, Veterans Administration, or any residue from personal estates for burial expenses which are returned to the General Fund.

At this time the Committee feels that it is in order to compliment Dr. Turkel for the excellent and personal interest that he has taken in his department and the job he had done throughout the years.

Joseph C. Tarantino

George C. Denend

David Morris, Chairman.



THE BOARD OF SUPERVISORS

Earlier in the year, a question as to the effectiveness of the Grand Jury was posed to the President of the Board of Supervisors. He responded that the Grand Jury was great in criminal matters, but he questioned its effectiveness in civil matters. If this is the general opinion of the Board of Supervisors, then we believe they should begin to recognize Grand Juries within the legal scope of their authority. We trust this year the Board will give the 1970 Grand Jury their report concerning the 1969 Grand Jury's recommendations within the time prescribed.

FINANCE:

The property owners and taxpayers of San Francisco are greatly concerned with higher taxes and unnecessary spending. This was quite apparent in the recent election results. It was also noticeable that the voters were viewing the Board of Supervisors with a critical eye.

The Chairman of the Finance Committee states: "The taxpayer's plight is much more than ordinarily critical." Yet, we find it rather unusual that the Board of Supervisors still saw fit to add additional positions within their own offices.

We commend the Finance Committee for their awareness of the run-away tax rate. They saw fit to reduce a \$606,409.00 budget to \$583,525,343.00. Although this is a reduction of 22 million dollars to the San Francisco taxpayer it is still 80 million dollars higher than last year's budget.

We recommend that a study be made as to the feasibility of employing a Budget Analyst as a part of the Board of Supervisors' Department, or as an alternative proposal, employ an outside Financial Analyst prior to budget time each year.

POLICE AND THE SOARING CRIME RATE:

Our first recommendation is that each member of the Board of Supervisor take time, either from the Board of Supervisors or from their private business, to visit with members of the Police Department, so that they might witness actual police work. We feel that if the Finance Committee had made such a visit, they would have taken a more realistic approach to our City's problems and would not have refused the Police Force's request for five additional sergeants (Budget Page 172, Line 9), or police uniforms (Budget Page 180, Line 13). We consider police and fire uniforms just as important as Municipal Railway uniforms and others that the City is now



THE BOARD OF SUPERVISORS (Continued)

providing.

CHARTER AMENDMENT

We recommend an immediate Charter Amendment to Section 35.5.1, Police and 36.2, Fire relative to the elimination of the parity of wages between the two departments because each should be independent of the other.

BOARD OF EDUCATION

Since the recent election called for an elective Board as opposed to an appointive Board, we recommend that the provisions for such a Board be set up in such a way that members are elected at large and their terms be on a staggered basis. In the deliberations of the Board of Supervisors in this matter, we admonish the Board in their considerations, that the best interest of all our children be of paramount concern.

HEALTH SERVICE SYSTEM

The Chairman of the Finance Committee is an ex officio member of the Health Service System. This Supervisor did not deem it necessary to attend a meeting during the year. In order to obtain a financial statement in 1969, the Grand Jury had to request the Controller to prepare such a statement.

ALCATRAZ

The Grand Jury this year visited Alcatraz a few weeks prior to the arrival of the Indians. It was our conclusion that the Island could be of no practical value to San Francisco taxpayers for innumerable reasons. We recommend that the Board of Supervisors not concern themselves with the public purchase of Alcatraz, thus saving the taxpayers of our City the burden of additional millions.

THE ANNUAL REPORT OF THE BOARD OF SUPERVISORS, BY ROBERT DOLAN, CLERK

The Board of Supervisor's department budget for the next fiscal year is \$592,121.00, an increase of \$23,299.00. Also, a subsidiary of the Board of Supervisors, the Assessment Appeals Board, has an additional \$97,381.00 budget.

We agree with Mr. Dolan's suggestion to the Board that they declare a definitive and effective security policy against professional agitators who continue to decide whether or not they will allow the Board of Supervisors to conduct meetings.

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THE BOARD OF SUPERVISORS

We are pleased to see that Mr. Dolan has commented that a fuller consideration of Grand Jury recommendations by the Board of Supervisors be given within the time limit prescribed.

Our Committee compliments Mr. Dolan on his knowledge of City Government and his demonstrated ability in the management of the affairs of the Board of Supervisors.

Finally, we recommend that the Board of Supervisors concern themselves only with matters that are pertinent to the taxpayers of San Francisco and the general welfare of all its citizens.

Norbert Cronin

Mrs. Nancy B. Knickerbocker

Nicholas J. Klunis, Chairman



SAN FRANCISCO FIRE DEPARTMENT

The terrible disaster that struck the City of San Francisco over 63 years ago had a most lasting effect upon its citizens. Ever since, the City has demanded and received the best there is in fire protection. Bond issues have been passed to guarantee in part, at least, the new equipment and apparatus that is necessary to replace the old or obsolete pieces. The automotive shops of the City are also available to keep the stock rolling.

VISITS

First visitation was to the Fire Commissioners on March 11th. Succeeding visits were made with Fire Chief William F. Murray on at least four occasions, two visits with Deputy Chief Keith Calden, Assistant Donal Cummins of the Training College, Administrative Division, Earl Gage, Director of the Bureau of Community Relations, Central Fire Alarm (the nerve center of the entire department), the Airport, the High Pressure System, Twin Peaks Reservoir, Fireboat Phoenix, and a number of the Engine and Truck Companies.

The number of personnel was identical with that of 1967-68. The breakdown is as follows: Uniformed Force - 1756; Headquarters Office - 16 (which includes the three Commissioners and one Secretary); Bureau of Engineering and Water Supply - 38, for a total of 1,810. During the year three projects were put under construction with allotment costs of \$952,900.00 provided in the 1964 Bond Issue. We are of the opinion that any reconstruction work should be thoroughly checked with the view of consolidating Engine and Truck Companies as has been done during the past several years. Perhaps the survey now in progress will develop this recommendation. Modern automotive equipment negates the need of many of the Fire Houses. Our visits satisfied us that on any alarm the equipment is moving in less than 45 seconds from the time the box is pulled.

The number of alarms in the fiscal year of 1968-69 has been the highest in the history of the department. It totaled 31,019, 12,956 of which were false alarms. An audit for 1969, January 1st through October 31st, reports 11,186 false alarms have been pulled.

The Bell type alarm and the aerosol alarm alerter as recommended by the last two Grand Juries have been installed and tested, but neither has proven an effective deterrent in lessening false alarms as the report adequately demonstrates.

The Communication Center since its inception on November 7, 1962, has come a long way in improving and dispatching men and equipment to fires and other emergencies. Updating of radio equipment by



SAN FRANCISCO FIRE DEPARTMENT (Continued)

technicians of the Department of Electricity has been a great help. Just to cite one example: To clear a False Alarm Box in 1963 took a minimum of ten minutes - today the time has been cut to less than four minutes. The saving of six to seven minutes is all-important when lives and property are at stake.

The Board of Supervisors discussed the plan of eliminating fire boxes and substituting a simple, city-wide phone number that could be called for all emergencies including police and fire. One member recalled that New York City used a specific number for around-the-clock needs. Perhaps the current survey being conducted by a Fire Protection Engineering Firm will come up with the answer.

COMMENDATIONS

There were 31 awards given during the year to firemen who took voluntary action in relation to saving human lives at adverse or great personal risk. We of the Grand Jury wish to add our congratulations to these outstanding Fire-Fighters. The excellent training these men receive at the Fire College or Training Division has influenced the splendid record shown year after year. This staff is continually seeking methods to improve the efficiency of the veterans as well as the recruit. Newly appointed probationary firemen are assigned to the division for a six week intensive training course, during this time approximately 50 subjects are covered. Home study is required and weekly examinations are held. At the conclusion of the course all new members are qualified drivers, tillermen, pump operators and are assigned to service. Prior to the expiration of the six month probationary period, each recruit returns to the College for a final examination before permanent appointment.

OPEN AND PROMOTIVE LISTS

It was called to our attention that the department was having a difficult time filling vacancies because of the nonexistence of a qualified list. Our investigation showed that this is true for the promotive examinations, the reason being that under the charter any of the participants has a "right of protest" on the questions in the written test. Consequently, until the protests are heard and discussed before the final decision, the examination comes to a standstill. Existing vacancies are filled by "limited tenure" appointment from the next lowest rank until such time as the list is adopted. In the open test for the Fire Department, there is no such problem. We reviewed the last three examinations that consist of four phases. All candidates must secure a passing grade to continue. The written test is the initial test; 55 to 60 per cent of the applicants are eliminated in this first stage. Following in order are the athletic, physical and finally the oral. A 20% average is eliminated in these tests. The names of the successful candidates are then posted as to



SAN FRANCISCO FIRE DEPARTMENT (Continued)

their order of standing on the list of eligibles.

Herewith is the breakdown of our findings:

<u>Date of Written</u>	<u>No. of Applicants</u>	<u>List Adopted</u>	<u>Passed</u>	<u>Expiration Date</u>	<u>Number Appointed</u>
07-17-65	965	12-15-65	202	02-07-67	125
01-21-67	621	07-17-67	179	10-08-68	155
12-07-68	1275	08-05-69	350	12-01-72	52(11-17)

The current list is down to and including number 65 on the list to secure 52 applicants. The last three lists have taken approximately one year and ten months to exhaust completely. This points out that the statement given wide publicity, that a waiting period of three to three and a half years for a new examination, is ridiculous.

We most emphatically oppose the suggestion to circumvent the Civil Service lists or declare a moratorium in order to achieve a racial balance. We do concur that more emphasis must be placed on interesting the minority groups to file and study for the job. More motivation is needed, they do not seem interested or attracted to or have the enthusiasm to make this type of work their goal.

The San Francisco Police Department by comparison shows a very marked increase in the last two graduating classes from the academy on September 4th and November 25, 1969. The tests are quite similar in content.

SURVEY

During the month of May, the three Fire Commissioners were so confident that a professional survey of the department would result in substantial savings that they pledged to the Board of Supervisors' Finance Committee that they, the Commissioners, would pick up the tab if it does not prove worthwhile. The fee for the enterprise was \$13,500.00. The Finance Committee voted to give a do-pass recommendation to the full Board and also officially recorded the pledge made by the Board of Fire Commissioners.

We concur with the Commissioners (previously noted) that substantial savings could be realized by consolidations and alignment, which would release both manpower and equipment.

RECOMMENDATIONS

That the newly appointed members of the Grand Jury Fire Department Committee immediately secure and study the professional survey and attend the open meetings scheduled for January and February of 1970 relating to the survey and recommendations.



SAN FRANCISCO FIRE DEPARTMENT (Continued)

Meetings be scheduled with the Fire Commissioners and the Chief of the Department and his staff to study and develop the report in order to make a very comprehensive presentation to the Finance Committee of the Board of Supervisors.

Expend time investigating the tremendous increase in the number of false alarms and attempt to formulate a system or plan that will greatly reduce the manpower, time and expense that could be utilized elsewhere within the department.

IN CONCLUSION

We thank Chief William F. Murray and his staff for their wonderful co-operation during the year. The citizens are most fortunate to have an outstanding department with a chief who is recognized as a world-wide authority in fire prevention.

Arnold F. Devoto

Joseph M. Hannan

Frank J. Smith, Chairman



THE CHIEF ADMINISTRATIVE OFFICER

The Chief Administrative Officer is responsible for the administrative supervision and control of nine departments which employ the services of more than 6,150 persons and have operating annual budgets totaling more than \$95,000,000.00. The Chief Administrative Officer also serves on 24 committees as chairman or ex officio member.

The existing structure of Mayor, Chief Administrative Officer, and Board of Supervisors as separate branches of Government provides an excellent check and balance system. The Chief Administrative Officer should remain independent and not become subservient to any other branch of government.

As suggested in other Grand Jury reports this year, the San Francisco County Hospital should not be operating without an Administrator. We hold the Chief Administrative Officer responsible for seeing that a nonmedical administrator is appointed immediately. We see no valid reason why there has been a time lapse of two years in the filling of this position.

We once again recommend that immediate action be taken to protect the life and welfare of the patients in the Laguna Honda Hospital by constructing a fence around the Hospital as proposed by the Grand Jury's Health Committee earlier in the year.

As a director of the Office of Economic Opportunity, we recommend that the CAO assume a more active role in order that the \$200,000.00 of San Francisco's taxpayers' money be more fully protected.

The CAO's Real Estate Department handles all purchases and sales of real property for the City and County of San Francisco. Therefore, we believe it is not necessary that the Public Utilities Commission create a Property Management position. (Refer to Real Estate Department Report.)

Our committee is grateful to the CAO's office for the courtesies extended to us throughout the year and wish to compliment Mr. Mellon and his staff on the management of this city department.

Norbert Cronin

Mrs. Nancy B. Knickerbocker

Nicholas J. Klunis, Chairman



THE RECREATION AND PARK DEPARTMENT

This Department encompasses a vast area of land and improvements. It is large and complex, but staffed with conscientious employees. This Committee of the Grand Jury attended many Commission meetings, met with both the Acting General Manager and later with the new General Manager who took over in mid-April. We started early in the year with a respectful suggestion to the Recreation and Park Commissioners that the Golden Gate Park be open on Sundays to auto traffic in the areas of the De Young Museum, Japanese Tea Garden and the California Academy of Sciences. The Grand Jury felt that there was a waste of good parking space and that much of the public was deprived of viewing these facilities. We noted that on those Sundays in which Kezar Stadium was in use, all areas of the park were open to the parking of autos. This suggestion was placed in Commission Committee and, upon many occasions of inquiry, has remained in Committee since.

The Recreation and Park Commission is the overseer of the entire Department. Under the Commission is the General Manager and under him all other departments, including the Director of the San Francisco Maritime Museum. This Director is salaried by The City and, upon further investigation by members of the Grand Jury, certain doubts arose to cause this committee to recommend that the General Manager look into the functions of this museum. Much of the space of the Aquatic Park building at the Foot of Polk Street is used by the Museum and is rent free (estimated to be worth about \$50,000.00 per year if rented by The City) and also the berthing of the Balclutha at Pier 43 is \$100.00 per month to the San Francisco Port Authority, worth at least \$1,000.00 per month plus percentage. The manager of the Balclutha has been in Europe since June '69 and the Director of the Museum in Europe since September. True, they are involved with a ship - a ship is being ferried from London to San Francisco and this ship has already been presented to the Museum. This Committee is happy to report that the \$20,000.00 per year subsidy given to the San Francisco Maritime Museum by C.A.O.'s office will no longer be given in future years.

The Grand Jury commends the Department on the construction of seven and one-half miles of newly established bicycle trails, the summer recreation program, Senior Citizens and Tiny Tots, services to the handicapped, the maintenance of small parks, squares and particularly the Golden Gate Park and the many other divisions that are doing such a good job. We would also commend the San Francisco Zoological Gardens and concur with the charging of admission to this fine Zoo. The Strybing Arboretum and its Society is to be commended on a job well done.

THE HISTORY OF THE

REIGN OF KING CHARLES THE FIRST

BY SAMUEL JOHNSON

IN TEN VOLUMES

THE SECOND VOLUME

CONTAINING

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THE RECREATION AND PARK DEPARTMENT (Continued)

Camp Mather is a beautiful site. Grand Jury Committee members of the Recreation and Park Committee should be invited to see this popular resort area. This Committee on its own, toured Mather and it is recommended that drinking fountains be added and scattered throughout the grounds. Also a Teenage Center should be set up separately from the existing combination Dining Hall and Recreation Center that is now used by all age groups.

The recently hired Public Relations Director for Candlestick Park should offer the stadium, as was Kezar for so many years, to the Shriners for the annual East-West game. This traditional affair should once again return to San Francisco. It was noted that the new director was not hired through Civil Service and that in addition, his salary of \$24,000.00 per year has a \$1,000.00 a month expense account attached to it.

The proposal for the formation of a Park Police Patrol with marked cars and two-way radios does not have the support of this Committee. The estimated annual cost of \$200,000.00 is an amount of money that could well be spent elsewhere. The San Francisco Police Department along with its Mounted Patrol does a good job. If a better job is to be done, then the Police will answer the call.

It has been requested that a study in the estimated amount of \$93,000.00 be made to advise the Department on ways of cutting cost in park maintenance with improved work methods and to suggest a comprehensive plan of action. The new General Manager was hired by the Commission after a Nationwide search for a man with the best qualifications for the job. The Committee feels that it is incumbent on the new manager to do the job without the spending of large sums of money to have other outsiders study the situation and come up with advice. The Grand Jury is against the request for study.

John J. Casey

John P. Cordoni

Eugene R. Erigero, Chairman

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DIVISION OF THE PHYSICAL SCIENCES
DEPARTMENT OF CHEMISTRY
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2. Experimental
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MAYOR

Our Committee is most thankful to Mayor Joseph L. Alioto for maintaining an open door policy throughout the year to all Grand Jury Committees. He has been gracious and most generous with his time even though his schedule is a demanding one.

We believe that the Mayor's leadership is aggressive, and that he is sincere in his attempts to solve the many problems that arise daily within our City.

We, as residents and taxpayers of San Francisco, are justifiable proud of our City as its beauty and character are highly regarded throughout the world. However, as residents, we are concerned for the safety of our citizens on the streets and, in many cases, within their own homes. As taxpayers, we are appalled at the continuous spiraling rate of tax increases.

PORT

We quote the Mayor's statement in the beginning of his term of office. "One of the great once-in-a-lifetime opportunities for San Francisco to direct her destiny, will be the transfer of the Port from State to City Control." This is now an accomplishment. We believe that the beginning financial problems will be ameliorated in the far-sighted programs that will bring about millions of dollars in returns to San Francisco. We note with encouragement, the attraction to our waterfront of the Rockefeller, Dillingham, Oceanic Properties, U. S. Steel, and Ford Companies, and are pleased that the first expansion agreement for 100 million dollars is already signed. This signing, and an estimated 3 million dollars in tax returns, should show 15% on a tax change.

DOWNTOWN AREA

Twenty five permits were issued for major buildings totalling more than 100 million dollars. Three of the firms that are now establishing downtown headquarters are Transamerica Corp., Pacific Insurance Co., and West Coast Life Insurance Co. Also, seven major first class hotels are being enlarged or built. We trust this will provide additional tax relief for San Francisco Home Owners.

ALCATRAZ

We agree with the Mayor that Alcatraz does lure the imagination and should score many proposals for its future. However, the Grand Jury believes it would not be a wise investment for the



MAYOR (Continued)

taxpayers of San Francisco.

BUDGET AND TAXES

In 1969, Mayor Alioto put into effect fiscal controls over what was to be the first full budget drawn up under his administration. He stated that it would be a radical departure from past practices. We quote from his message: "I believe this orderly analysis will enable almost all of our departments to cut their budgets by 5%. If they do not, I shall not hesitate to achieve this result by scientific and discriminating methods, if possible; by any method, if necessary."

We believe in the Mayor's sincerity and his good intentions. However, tax reductions and curtailment of inflation are almost impossible tasks for Governments, States, Cities, and above all the sincere Mayors. We are knowledgeable that the above quote merely licensed various City Departments to add an additional percentage to their individual budgets, and this was not the Mayor's aim. Although this year's budget was reduced from \$606,409,789.00 to \$583,525,343,00, it still remains 80 million dollars higher than last year's budget. Many of our Grand Jury Committees could very easily, as a result of their past year's investigations, show a 5% pad in each department's budget that still reflects in the 80 million dollar increase.

We recommend that the existing Business Tax be investigated to see if San Francisco is losing industry as a result of such a tax. Now that we have a year's experience with this tax program, we should check the cost of operating and policing this program to determine whether or not it is practical and should be continued.

BUDGET DIRECTOR

We recommend the establishment of a Director of Budget who would do nothing but investigate, throughout the year, various departmental problems with reference to their anticipated budget requests. This recommendation is no reflection on the capability of Mr. John Mootz, the Mayor's Budget Analyst. He could not possibly do all that is required to establish a realistic approach to any budget. He presently is under-staffed with the loss of assistants who have moved on to other positions in Civil Service.

We suggest that the Mayor consider the reorganization of his Budget Department or even consider bringing in an outside firm to assist in the analysis of City departmental budgets prior to their submission for consideration. We would recommend that the



MAYOR (Continued)

Board of Supervisors avail themselves of the services of this new director.

POLICE

We believe that we have a very fine Police Department. We recommend that the number of policemen on the force be brought up to standard proportions according to population, a practice that is followed in many cities in the United States.

We compliment the Mayor in his strong stand against disruptive groups and we feel assured that he will attempt to keep San Francisco free from any such organizations.

UNDESIRABLE ELEMENTS

Our City has more than its share of pornography, drugs, and establishments that are breeding grounds for crime and corruption. We submit to the Mayor for his consideration that he call upon all departments of the city to use all their authority in combatting these undesirable elements.

SOCIAL HEALTH

We compliment the Mayor for his strides in diminishing considerably, racial tensions. His deep concern for minorities and his accomplishments for their benefit are in keeping with the true cosmopolitan spirit that San Francisco is so famous for. We know that the Mayor is mindful of the many problems, both economic and educational, that are growing within the entire community. We trust that programs will be created that will consider all equally, regardless of race, color, or creed.

In conclusion, San Francisco is the greatest city in the world and its people can be proud of its prominence both nationally and internationally.

Norbert Cronin

Nancy B. Knickerbocker

Nicholas J. Klunis, Chairman



THE SAN FRANCISCO PUBLIC LIBRARY

The committee visited the libraries and talked to John F. Anderson, City Librarian, and Harold D. Martelle, his assistant. Ed Callanan, past president and a member of the Library Commission was also present.

The signing of a contract with Arthur D. Little Company to study public library services as they relate to the need of a new Main Library is a commendable step taken by the Library Commission. Financed by a \$125,000 planning advance by the Department of Housing and Urban Development, the feasibility study will take a comprehensive look at library needs in San Francisco to the year 2000 and yet answer some immediate questions regarding size, location, and financing of a new Main Library. Of importance will be recommendations on the use of the present building, constructed in 1917 and long considered inadequate for the library program.

The Library completed its branch building program with the dedication of the Anna E. Waden Branch on July 12, 1969. Located on Third Street at Revere, it was a gift from the estate of a former City employee. Costing a total of \$350,000, it has received much attention not only for its attractive design and furnishings, but for its community oriented program. A permanent expression of this involvement is seen in some fifty blocks of concrete on the sidewalks where school children competed to have their art, poetry, and vocal expression recorded.

The Library continues its drive to have more involvement with community groups and is experimenting in various neighborhoods with library use of paperback books and other media.

The printed catalogs resulting from the Library's new automated periodicals control system has gained nationwide attention as the first public library to install successfully such a system. With this success the Library is seeking to apply EDP (electronic data processing) to its ordering and cataloging of books, a complicated process that can benefit from EDP applications. We urge the City to provide funding for this operation which holds so much promise.

The Bay Area Reference Center is in its third year of experimental operation, entirely funded by federal money through the State Library. This reference service has benefited San Francisco as well as seven North Bay counties through the use of electronic transmission devices. It has served as a demonstration of the ability of the San Francisco Public Library to serve as a



THE SAN FRANCISCO PUBLIC LIBRARY (Continued)

regional headquarters for research information. The committee hopes that this project will continue and that the City will take steps necessary to insure that the Library will qualify for status as the regional center.

Recently, the Library Commission decided to reduce hours of service at the twenty-seven branch libraries. This step was taken with much reluctance in the face of the inability of the library staff to maintain standards of service. The Library has long sought major relief for its shortage of staff. San Francisco operates more branches and has significantly less personnel per capita than comparable cities.

It is evident that increased attention must be given to obtaining additional staff plus book and equipment funds if the Library is to provide the services needed in San Francisco. The library system has been under rehabilitation for the past ten years, but progress has been slowed during the past two years due to budget restrictions.

The Committee feels that the library program needs adequate support to reach first-rate status. As in previous reports, we urge that the City give more help to the library's personnel and budget needs.

Mrs. Marie A. Bruce

Frank J. Smith

Joseph M. Hannan, Chairman

ART COMMISSION

The Art Commission was instituted by a 1932 City Charter Provision and is made up of ten (10) members - three laymen, one artist-painter, one artist sculptor, one musician, one literateur, two architects and one landscape architect. The Commission members are dedicated citizens serving without compensation under Mr. Martin Snipper, Executive Secretary.

JURISDICTION

The Commission together with the Chairman of the Boards or Commissions of the Public Library, Recreation and Park, City Planning, de Young Museum, and the Legion of Honor have the right to approve or disapprove the architectural design of any city structure and the design of private structures emerging on city property, but only as far as esthetic design is concerned.

The Jury commends President Harold Zellerbach and his Commissioners who give of their time and efforts in the beautification and advancement of the cultural life of the City of San Francisco.

David Morris

Mrs. Marie A. Bruce

John J. Casey, Chairman



WAR MEMORIAL - VETERANS BUILDING

The 1969 Grand Jury Committee visited the War Memorial and talked with Mr. Joseph Allen, Managing Director.

Good progress is being made on the reconstruction and improvement of the Opera House, but the 2700 seat Concert Hall to be built on the property west of Franklin Street has not, as yet, been started. This proposed project is in the Redevelopment Area and work should be expedited.

It is recommended that the Veterans Building Auditorium be renovated, painted, and brought up-to-date as, at the present time, it is in a run-down condition.

Mrs. Marie A. Bruce

Frank J. Smith

Joseph M. Hannan, Chairman



SAN FRANCISCO PUBLIC SCHOOL SYSTEM

During the past year, the Education Committee of the Grand Jury has visited many schools, talked with Dr. Robert Jenkins, Superintendent of Schools, and several members of the Board of Education. We made contact with as many principals, deans, teachers and counselors as possible. All seem dedicated to their profession and aware of the new and vital problems facing our schools in the upset urban situation which confronts us today. All seem anxious to improve the quality of education but confess, and indeed stress, that the problem of discipline eroded by the narcotics situation is requiring unwarranted time and effort which might better be spent improving the academic standards.

The operating budget of the San Francisco School District for this year has increased \$18,436,000 over the same period of 1968-69. This increase is partially due to the hiring of 300 teachers per year as part of the three-year program for an additional 900 new teachers.

The addition of 81 prefabricated classrooms has also added to the cost. There are 41 of these classrooms in use, with the balance being ready for use by the end of 1969. The rental on these classrooms is \$2,500 per month. This, however, is less expensive than new buildings and it is to be hoped that the delays and disputes which have made the installation of these classrooms difficult will be ended quickly.

The cost of educating a student per year has risen \$221.70 in the period of the last five years, with the biggest increase being in the year 1967-68 of \$73.59. The average annual cost to educate a student is \$725.44.

STUDENT FUNDS

The Board of Education reviews the final reports of all student funds in July of each year. These reports are filed at the conclusion of the school year, and the accountants for the Board of Education discuss them with the officer-in-charge of these funds in each school. They have found all to be in order, with the exception of one school, at which proper action will be taken at the conclusion of their findings.

We feel that with the increased operational cost each year, thereby increasing local taxes, it will make it most difficult to convince the voters to be receptive to the next sorely needed bond issue. We, therefore, recommend a realistic review of budget priorities which might eliminate some outdated program to make way for new.



SAN FRANCISCO PUBLIC SCHOOL SYSTEM (Continued)

We also suggest consideration of clerical help in some cases instead of professional.

At present, the Board of Education remains appointive with seven members serving five year terms. However, on November 4th of this year, the public has evidenced a desire for an elective board.

We recommend that the Board of Supervisors, who must implement this decision, make every possible effort to permit a minimum of political influence to infiltrate whatever plan is adopted. We feel that there is great danger in this area and urge that public meetings be held for discussion of this matter and the most careful planning be done to prevent what could be a catastrophe for our school system.

QUALITY EDUCATION

The present board is committed to a plan for quality-equality education which would establish new school complexes for the Fall term of 1970. To achieve successful implementation of this plan, the Grand Jury recommends the use of every possible means, such as public meetings and media, to acquaint the community with the new system. The Grand Jury fully realizes the importance of social and racial adjustments and the serious need for them and urges that advances be made in these areas. We also recommend strongly that the goals of excellence in education be stressed. We are upset at the evidence of a lack of quality education shown in the scores of the reading and achievement tests.

We have been impressed by the many innovative attempts being made to meet special problems arising as a result of today's social ills. One of these attempts - the bi-lingual education program - is being very well handled. We urge that it be expanded and that the end goal be one where each child can communicate and be productive in an English-speaking community without loss of pride in his own inheritance. We also recommend expansion of the reading clinics, parent teacher-pupil communication program.

BASIC SKILLS

The Committee visited such schools as Samuel Gompers, Opportunity High and others where new programs are being tried. We feel that a sincere effort is being made to cope with the serious problems arising as a result of the cultural crisis of today but again, we urge that mastering basic skills be the primary goal. In the case of Opportunity High School, we recommend that its trial period be continued but that a careful look be taken at what it is accomplishing to make productive citizens. Discipline should be exercised by the principal over the faculty both forcefully and skillfully.

As we stated in our opening paragraph, the problem of discipline in the school is making academic advancement difficult. We



SAN FRANCISCO PUBLIC SCHOOL SYSTEM (Continued)

also recognize the fact that the narcotic situation is making the entire situation far more serious and unmanageable than in the past. As of October 1969, 638 juveniles had been arrested in San Francisco on narcotic charges - an increase of 69% over 1968. It is expected that another 120 will be arrested this year.

The Grand Jury recommended, in the Spring, that a special Health & Narcotics Officer be appointed. This was done. A meeting was arranged by the Grand Jury between Dr. Jenkins and Lt. Currie, Chief of the Narcotics Bureau of the San Francisco Police Department.

The Board of Education, Police Department and Health Department are working together on this problem. Their plans for teacher and student education are thoughtful and constructive. We recommend that this program be made mandatory in all schools, not to be at the discretion of the principal. We also respectfully suggest that parochial and private schools be encouraged to develop similar programs (see Narcotics Report). We cannot emphasize too strongly the need for immediate and unending attention to this drug problem.

UNAUTHORIZED PERSONS

There are, of course, other facts to discipline. The District has issued a very good handbook on the subject and we urge that it be carefully followed. We recommend particularly, that principals and deans be given the priority to expedite their jobs. We also recommend that all possible means be used to keep unauthorized persons away from the schools.

There are ample laws on the books to prevent unauthorized personnel on the campuses at schools, allowing for expulsion and suspension. We urge the local administrators to avail themselves of these laws when necessary and certainly to become acquainted with them.

COUNSELLING AND ADVISORS

We feel that counseling is an increasingly important job and recommend that the counseling staff in the Department of Education be expanded and that great care be taken in choosing people who will take a realistic and practical approach to their jobs. We also urge that principals be given some say in the choice of their counselors in the schools and that steps be taken to initiate an "in-service training course" which would assist qualified advisors to obtain their Counseling Certificate while on the job.

STUDENT APPRAISAL

We also recommend that counselors make a serious effort to identify the student's actual ability early in his school career and direct him toward practical courses which will lead to college or

SAN FRANCISCO PUBLIC SCHOOL SYSTEM (Continued)

prepare him for the working world upon High School Graduation.

TEACHER EVALUATION

For the benefit of better administration, we recommend a clear-cut program be initiated for teacher evaluation.

ADULT EDUCATION

In accordance with the recommendations of the 1968 Grand Jury, we again recommend that the Adult Education Program be carefully reviewed by the Board of Education and that thought be given to charging, on a cost basis, for all but communication skill courses and citizenship classes.

SEX EDUCATION

We recommend that sex education be started at the Junior High level. We also feel that, at this time, there are difficulties in obtaining qualified teachers for this subject to teach the lower grades in a manner which is acceptable to all.

REPORT CARDS

We recommend that the computer system of reporting grades to parents be dropped and that teacher-parent relationship be restored. The report cards are so long in getting to parents that it is difficult for them to assess what the students are doing and help to correct a given situation. We recommend that June report cards be issued in time for parents to make inquiries before teachers are gone for the summer.

ORGANIZING GROUPS

We recommend that the two teacher organizing groups earnestly endeavor to settle their differences and consider the welfare and progress of the students.

John J. Enright

Nicholas J. Klunis

Mrs. Nancy B. Knickerbocker,
Chairman



SOCIAL SERVICES DEPARTMENT

If the budget of the Department of Social Services of the City and County of San Francisco was viewed only in its relationship to the budget of the City and County of San Francisco itself, its hugeness would be immediately clear; that is, approximately 20% or nearing \$100,000,000 to the \$500,000,000 of the City proper. Of this amount, approximately 75% comes from Federal and State subsidies (still paid for, however, by the taxpayers) and 25% from the City itself.

Obviously, the budget of the Department of Social Services has continued to grow at a galloping clip. Whereas there are 1,210 permanent positions and a total budget of approximately \$80,000,000 for the year 1968-1969, the proposal made by the Department of Social Services for the year 1969-1970 was based on 1,730 permanent positions and a budget of \$108,000,000. The final number of positions approved was 1,293 with a budget of over \$88,000,000.

This Grand Jury feels that the Department should look upon positions and money more realistically and that the resulting budget request should not be made with an eye to a gainful compromise. As Grand Juries have in the past, we certainly recommend housing this sprawling department under one roof.

It is regrettable that the entire operation is not centralized physically and we certainly recommend that the desired location in the Otis - Mission Street areas be realized immediately. Parenthetically, the Grand Jury deploras the need for the creation of a non-profit corporation namely, the Social Service Corporation, to raise the money for this building, recognizing it to be an obvious subterfuge. Failing this, certainly, the present structures should be improved. In addition the Grand Jury recommends improvement in the cleanliness of these buildings.

The third recommendation, in order, of the Grand Jury is that the work of the Civil Service Commission be geared to the needs of the Department of Social Services. The Grand Jury learns that the management of the Department of Social Services feels that limited tenure is the "bane of our existence," that examinations - both regular and promotional - are, in some instances, years overdue, that according to one member of the Commission, Civil Service is "not concerned enough with out staff and our conditions." It is staggering to realize that factually, the yearly turnover of personnel in the Social Services Department is 33-1/3%. Efforts should be made promptly to reduce this percentage.

The Grand Jury encourages the proposed transfer of

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SOCIAL SERVICES DEPARTMENT (Continued)

dependent and neglected children from the Youth Guidance Center to private agencies. We recognize that the Department of Social Services will need to employ approximately 90 people where 21 are now employed and that the cost of sheltering these children will be approximately 28% greater. Whereas the salary cost will not be the same, the net result will be approximately the same because 75% of this cost will then be funded by the Federal and State governments. Although, as noted, this will still be taxpayers money, the human results from financing this project should be well worth it. The Grand Jury feels that contracting with the private agencies is a better solution to this problem than the building of still another building to house these children.

This Committee has investigaged complaints that have been presented to the effect that the adoption procedures of the Social Service Department were not in keeping with good practices and that they were lacking in humane, social, financial and religious considerations. It is our findings as a Committee that the adoptions were in accord with the approved rules and regulations guiding this agency in matters concerning adoption of children.

If budgets cuts are to be made, the Grand Jury does recommend these cuts in the operational procedures of the Department itself, the budget of the senior citizens and children should be cut last.

Criticism is made of the condition of the 40 cars provided by the City for the use of this Department. They should be kept in better repair.

It is incumbent upon the Grand Jury to single out for thanks Mrs. John H. Douglas, Commissioner, for her vigorous activities on the Commission and for her presence at every meeting with the Committee of the Grand Jury.

Norbert Cronin

Mrs. Nancy B. Knickerbocker

Mrs. Marie A. Bruce, Chairman

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RETIREMENT BOARD

The San Francisco City and County Employees Retirement Fund was created in 1922. At the present time, there are approximately 25,000 employees covered and \$1,250,000 a month is being paid to 6,800 retirees.

There is over \$430,000,000 in the fund, with a cash monthly flow of \$2,000,000.

The contribution by the employee is between 5% and 6%, which represents approximately \$12,000 a year and the contribution by the City is 12%, which represents \$24,000,000 annually. Originally, these amounts were matched equally, but the benefits have been liberalized in the meantime and since these new benefits have never been funded before, the contribution by the City had to be increased. The average yield is 4-1/2%. The Retirement Board is now investing in common stocks. Their new bond investments are yielding 8-8 1/4%.

The increase of \$11,000,000 in the fund in 1969 (55% of the tax rate) is the obligation of the City.

The rule under which the Retirement Board operates, as far as investment is concerned, is that it is permitted to "invest in anything that is legal for an insurance company in California." The only profit to the City employees is the interest gained which thereby decreases their contributions. Regardless of results, the City is obligated to pay the retirement amount agreed upon, no matter the condition of the Retirement Fund. There is a 2% escalation clause for retirement for the annual cost of living.

The 1967 Grand Jury report recommended an Assistant Investment Counselor because the fund was growing so rapidly and, at this writing, the General Manager of the Retirement Board, Dan Mattroce, reports that "during the past 42 months, the Retirement System has been without a permanent Chief of Investments for approximately 30 months and without an Assistant Chief of Investments for approximately 13 months." During the months between October 1968 and February 1969, the \$7,500,000 cash flow was not even invested.

The primary blame for this unbelievable situation is the failure of the Civil Service Commission to produce an acceptable candidate.

In addition, a completed C.P.A. audit of the Retirement



RETIREMENT BOARD (Continued)

Fund has not been made for two years.

The Retirement System is "18 months behind in its work" and this condition has existed for the past 4 years. Should an employee retire or die, the work involved must be done manually and not electronically in order to get it done immediately.

City employees have not received a statement of their individual positions in the Retirement Fund for 2 years.

Too many of the problems affecting the Retirement System are blamed on the failure of the Electronic Data Processing operation to function efficiently. The General Manager wrote a letter to the Mayor on July 3, 1969 expressing great concern and it would appear, at this time, that no relief is in sight.

Criticism has been leveled from many quarters at the "soft" policy of the Board in the handling of disability cases before them. The Grand Jury believes that with the new composition of the Board at this time, a more realistic attitude will be developed.

During the year 1969, the Grand Jury noted an unnecessary and harmful discord between the Board and the staff. The Grand Jury is happy to report that it has been notified that this discord has been eliminated.

There are 57 employees working in the Retirement System and there are 7 members of the Commission -- 3 appointed by the Mayor, 3 appointed by the City employee groups and 1 appointed "ex officio" by the Board of Supervisors, namely, its President. The Grand Jury recommends that the Mayor appoint only one member to the Retirement Board and that the Board of Supervisors appoints 3.

The 1968 Committee of the Grand Jury recommended to the 1969 Committee that a review of the Physical Therapy Contract be made. This Committee recommends that the present closed panel be abolished and that the choice of a Physical Therapist be free.

It is certainly recommended that the faults reported be corrected immediately and that this huge fund be protected jealously.

John P. Cordoni

Joseph C. Tarantino

Norbert Cronin, Chairman

ELECTRONIC DATA PROCESSING DEPARTMENT

William H. Millard heads this department. The Committee has visited Mr. Millard's Department on several occasions during 1969. Important to mention also were visits to the Departments of the Controller and Assessor whose departments demonstrate utilization of the services of the E.D.P. Department.

The Committee viewed concrete evidence of utilization of Data Processing. Unfortunately we were unable to evaluate the economics involved. An in-depth study is required to determine utilization, priority and economics.

We are aware of criticism of the E.D.P. system by certain departments and by representatives of the San Francisco City and County employees. Mr. John Jeffery, Executive Secretary of Local 400 (S.E.I.U.) AFL-CIO, wrote Mr. N. B. Cooper, Controller, June 12, 1969 relating several areas of dissatisfaction. The dissatisfaction involves:

1. The 26 Pay Day Program which the machine operation has failed to put into effect.
2. The notices of license renewals of plumbers and electricians by the Central Permit Bureau - which should have been out and mailed by the end of June and have never been prepared by the machine.
3. The delay in machine compilation of employees and city retirement contributions which should be current as of June 1969 and will not be available for several months.
4. The accurate and proper deductions for retired persons in the Health Service System.
5. Criticism of the expenditures of the E.D.P. system in comparison to accomplishment.

It has been brought to our attention, further, that the E.D.P. processes used in part by the Tax Collector's Office is contingent upon the amount of attention that can be given by the E.D.P. Staff to the Tax Office matters, (Tax Collector Annual Report 1967 - 1968). No progress in development of a workable E.D.P. process is indicated after a lapse of two years.



ELECTRONIC DATA PROCESSING (Continued)

In order to relate progress since the E.D.P. program schedule was reported in the 1967 Grand Jury Report, we have attached an updated schedule of October, 1969 and included it as part of this report.

Analysis of Attachment "A" discloses:

I PAYROLL - RETIREMENT - HEALTH SERVICE - CIVIL SERVICE
INTEGRATED PERSONNEL SERVICES SYSTEM (I.P.S.S.)

The team of System Analysts and Programmers from the Federal System Division, I.B.M. Corporation working with personnel of the City and County E.D.P. staff have completed the System Design and are ready for implementation.

Data Files are a significant part of the total I.P.S.S. system and intensive effort is being made to complete the development of these files. Concurrently Civil Service aspects of the processing of new entries to these files are already in operation. The Retired payrolls were to be converted and the Health Service System was to be converted by November 1, 1969. Neither project has been completed. Major efforts were underway to test the operation of the entire system prior to a City wide system test starting November 1, 1969. Concurrently, Departmental procedures are being revised anticipating the implementation date of January 1, 1970.

II TAX COLLECTOR:

Design and implement Business Tax Collection System.
Completed

Continued system development.
On-going

Tele-processing tax collection system.
Funds provided for System study and implementation this fiscal year.

Unsecured - Business processed through Tele-processing.
Funds provided for System study and implementation this fiscal year.

Controller tax collection system delinquent roll on Tele-processing.
To be implemented this fiscal year.



ELECTRONIC DATA PROCESSING (Continued)

It is assumed that the Department Heads of County Government are advised in detail of E.D.P. progress, if they are not, they should be

RECOMMENDATION:

In order for the E.D.P. Program to be fully effective, inter-departmental cooperation and support is vital. E.D.P. is comprised of people, computers and machines which must work supportively. Without support, Data Processing goals will not be achieved.

We believe the Department Heads and the E.D.P. Force should review projects and establish a priority system that is acceptable to the departments and within reasonable cost objectives. Further, that personnel affected by E.D.P. changes should be apprised of these changes and made aware of its goals and objectives. Lastly, we believe an independent survey team should investigate and assess the effectiveness of the present E.D.P. Programs. They should also determine their adequacy and quality. The computer output should be examined as to quality and speed of issuance. The entire E.D.P. Program bears investigation to determine its effectiveness and cost to the City and County of San Francisco.

Charles G. Landresse

I. P. Sicotte, Jr.

George C. Denend



SOCIAL SERVICE DEPARTMENT

Attachment "A"

3rd Qtr. 1967

PROPOSED TASK

Visual Display Terminal Inquiry - Initial terminal installation at Central Index (585 Bush Street) with four terminals having inquiry access to existing E.D.P. information

CURRENT STATUS

Visual display terminal inquiries are available at all the Welfare Buildings, case history and medical informations are available for current and discontinued cases excepting general assistance cases.

PROPOSED TASK

Complete Processing System Design.

CURRENT STATUS

Completed.

4TH QTR. 1967

PROPOSED TASK

Visual Display Terminal Update (parallel)-Additional terminals placed at 585 Bush Street Office at Tabulating Key punch Section for parallel updating.

CURRENT STATUS

Terminal update is in the testing stages, all existing retrieval programs are being revised to meet the new mask and file requirements.

PROPOSED TASK

Central Terminal Updating - Discontinue keypunching and maintain information from Tabulating Section Terminal.

CURRENT STATUS

Terminal update is in the testing stages, all existing retrieval programs are being revised to meet the new mask and file requirements.

PROPOSED TASK

Concurrent with terminal installation program information processing system

CURRENT STATUS

Terminal update is in the testing stages, all existing retrieval programs are being revised to meet the new mask and file requirements.

1ST Qtr 1968

PROPOSED TASK

Decentralized terminal installation at other Social Services Offices.

PROPOSED TASK

16 Terminals at 150 Otis Street Office
16 Terminals at 965 Mission Street Office
8 Terminals at 1680 Mission Street Office
16 Terminals at 1360 Mission Street Office.



Attachment "A"

SOCIAL SERVICE DEPARTMENT (continued)

CURRENT STATUS Terminal installations at Social Services Offices

- 8 Terminals at 150 Otis Street
- 9 Terminal-Printers at 965 Mission Street
- 24 Terminals at 965 Mission Street
- 6 Terminals at 1680 Mission Street
- 8 Terminals at 1360 Mission Street.

PROPOSED TASK Terminal inquiry from all Social Service Offices.

CURRENT STATUS Training classes were given to the Social Service Staff on useage of terminal inquiries in the months of August and September 1969.

PROPOSED TASK Pilot test of inquiry and update by one Social Service Unit.

CURRENT STATUS Pilot test by one Social Service Unit is being delayed pending TP update programs.

PROPOSED TASK Start implementation of processing systems for final conversion from 1410 Computer System

CURRENT STATUS Conversion from 1410 system to 360 is going into the final stages.

2nd Qtr. 1968

PROPOSED TASK Decentralized terminal update by each Social Service Unit.

CURRENT STATUS Terminal update is delayed pending TP update programs

PROPOSED TASK Complete conversion of 1410 and tabulating processing systems.

- 1. Recipient payroll
- 2. Renewal control
- 3. Food Certificate production
- 4. State reporting

CURRENT STATUS Complete conversion of 1410 and tabulating processing system.

CURRENT STATUS

- 1. Recipient payroll is in final testing stages
- 2. Renewal control is completed
- 3. Food Certificate production is in testing stages
- 4. State Reporting in final testing stages.

SOCIAL SERVICE DEPARTMENT (CONTINUED)

PROPOSED TASK Add new processing function to system

1. Statistical reporting
2. Face sheet system
3. Foster home payroll
4. Caseload inventory
5. General assistance payroll.

CURRENT STATUS

1. Statistical reporting, initial coding completed in testing
2. Face sheet system pending terminal update.
3. Foster home payroll, initial survey and proposals completed pending terminal update programs.
4. Caseload inventory completed with renewal program
5. General assistance payroll, initial survey completed.

PROPOSED TASK Add 24 terminals to system for increased processing load.

CURRENT STATUS Currently there are 54 terminals and 9 terminal printers available for retrieval inquiries.

3rd QTR. 1968

PROPOSED TASK Add additional processing functions to system

CURRENT STATUS Preliminary inquiries were made on automatic case budgeting for OAS and AFDC Programs.

PROPOSED TASK Add case management process to system

CURRENT STATUS Deferred.

ASSESSOR - PROPERTY INFORMATION SYSTEM4th Qtr. 1967

PROPOSED TASK

1. Create mailing address file.
2. Update the mailing address file through Tele-processing terminal
3. Prepare unsecured field book.

CURRENT STATUS 1. through 3 completed.

1st Qtr. 1968

PROPOSED TASK

1. Build cross-reference files - Volume block lot. Situs address, Situs - Volume block lot.
2. Create - ownership file, secured master file.
3. Update valuation statistics through Tele-processing Terminals.
4. Prepare unsecured registers.



ASSESSOR - PROPERTY INFORMATION SYSTEM (continued)

- CURRENT STATUS:
1. Deferred
 2. Completed
 3. To be implemented this fiscal year
 4. Completed.

2nd Qtr. 1968

- PROPOSED TASK
1. Build cross-reference files: To take place at ALPHA Index Register through terminal
Volume block lot - Owner
Owner - Property
 2. Prepare secured and unsecured rolls tax bills.

- CURRENT STATUS
1. Completed - under revision due to changes to ownership file
 2. Completed.

3rd Qtr. 1968

- PROPOSED TASK
1. Complete Tele-processing network for Assessor
 2. Prepare delinquent roll and block book and register.

CURRENT STATUS:

1. Completed
2. Completed.

4th Qtr 1968

- PROPOSED TASK
1. Tele-processing tax collection system
 2. Unsecured - Business processed through Tele-processing.

CURRENT STATUS Funds provided for system study and implementation this fiscal year.

1st Qtr. 1969

- PROPOSED TASK
1. Controller tax collection system delinquent roll on Tele-processing.

CURRENT STATUS To be implemented this fiscal year.

2nd Qtr. 1969

- PROPOSED TASK
1. City Planning and Public Works sharing the property file.

CURRENT STATUS. Yes, have utilized property information file for land use, realty index.



ASSESSOR - PROPERTY INFORMATION SYSTEM (continued)

3rd Qtr 1969

PROPOSED TASK. 1. Fire Department, Department of Public Health, Weights and Measures, Inspection and Investigation schedule will share Property File.

CURRENT STATUS Fire Department is investigation availability of funds from Federal or State grants.

4th Qtr. 1969

PROPOSED TASK 1. Completing integrated property information system for the City and County of San Francisco

CURRENT STATUS Not completed.

1. The first part of the document is a list of names and titles.

1. The first part of the document is a list of names and titles.

2. The second part of the document is a list of names and titles.

2. The second part of the document is a list of names and titles.

3. The third part of the document is a list of names and titles.

3. The third part of the document is a list of names and titles.

4. The fourth part of the document is a list of names and titles.

4. The fourth part of the document is a list of names and titles.

5. The fifth part of the document is a list of names and titles.

5. The fifth part of the document is a list of names and titles.

ATTACHMENT A (Continued)

MUNICIPAL COURT

CURRENTLY OPERATIONAL

Traffic Citation Processing on IBM 360/20. Includes producing notices, warrants, warrant abstracts and warrant information for Police Information Network (PIN).

CURRENTLY BEING DEVELOPED

Traffic Citation Processing will be streamlined now that it is accomplished by computer.

FUTURE (Next 2 to 3 Years)

Traffic Citation Processing should be expanded to use display terminals with decentralized access to main citation file.

CURRENTLY OPERATIONAL

PIN Processing is started by placing warrant information to magnetic tape on the 360/20. The tapes are then processed on the more powerful Model 360/50 computer which codes and formats for transmittal to the Pin Computer Center.

CURRENTLY BEING DEVELOPED

Pin information will be expanded to include personal identifiers.

FUTURE (Next 2 to 3 Years)

Court Calendaring of both civil and criminal actions should be computerized and coordinated with Superior Court.

CURRENTLY OPERATIONAL

Jury Selection is being done by Computer using the same system as Superior Court.

Civil Indexing has been converted to computer processing.

POLICE DEPARTMENT

CURRENTLY OPERATIONAL

Incident and Arrest Phase 1 includes terminal access to basic statistical information concerning incidents and arrests.



ATTACHMENT A (Continued)

POLICE DEPARTMENT (Continued)

CURRENTLY BEING DEVELOPED

Incident and Arrest Phase 2 features name index, vehicle index and geographic coding with terminal access to individual and statistical information. Additional terminals will be added to the system with some direct updating from the terminals.

CURRENTLY OPERATIONAL

Statistics and Data Analysis monthly state and department statistical reports are computer produced. Annual FBI Report and special requests.

CURRENTLY BEING DEVELOPED

Remote Computer at Hall of Justice will produce reports from the City Hall Computer over telephone lines upon request from statistical section.

FUTURE

SUMMARY I.D. AND RAP SYSTEM. MISSING PERSON FILE. WANTED HOLD FILE.

CURRENTLY OPERATIONAL

PIN Police Information Network includes five terminals at the Police Department with access to a regional warrant computer file.

CURRENTLY BEING DEVELOPED

CLETS California Law Enforcement terminal system will have direct access to Highway Patrol computer files and Department of Motor Vehicles. Terminals will be located in several sections of the Department including Communications, Research and Planning, etc.

FUTURE

FIELD INTERVIEW. MONIKER FILE. CASE SUMMARY. TOWED STOLEN VEHICLES.

SUPERIOR COURT

CURRENTLY OPERATIONAL

Jury Selection System is the basis for Municipal Court and Coroner Selection System.



ATTACHMENT A (Continued)

SUPERIOR COURT (Continued)

CURRENTLY BEING DEVELOPED

Court Calendar System will feature optical scanning of source documents, automatic calendars for the court with special reports and calendars for the District Attorney's Office and Public Defender with automatic disposition feedback to Police Arrest File.

FUTURE

Remote Terminal Court Computer Processing System with calendaring schedule, cross-indexing and remote terminal data entry.

CORONER

CURRENTLY OPERATIONAL

Jury Selection System using the Superior Court computer programs.

FUTURE

Statistical Reporting to aid in office processing and state reporting.

PUBLIC HEALTH

CURRENTLY OPERATIONAL

Bed Census is operational and will provide the information for in-patient billing.

FUTURE

Hospital Information System to aid in management decisions, will be developed using the information generated by the previously developed system.

CURRENTLY OPERATIONAL

Admission System is partially implemented. Patient identification and number assignment is functioning.

CURRENTLY BEING DEVELOPED

Admission System will continue to be implemented in logical stages including outpatient clinics with automatic typing of admission forms.

ATTACHMENT A (Continued)

PUBLIC HEALTH (Continued)

CURRENTLY OPERATIONAL

Outpatient Billing is functioning under a system of remote batch entry via terminal to a service corporation computer. This is a contracted service at this time.

CURRENTLY BEING DEVELOPED

Outpatient Billing will be reviewed with eye to converting to the city computer.

FUTURE

Total Billing System will combine outpatient billing combined with accounts receivable and detail billing.

CURRENTLY OPERATIONAL

Inpatient Billing is partially computer and part manual using the data from the bed census system.

CURRENTLY BEING DEVELOPED

In-patient billing will be more fully implemented eliminating a larger portion of the manual part of the system.

Clinical Laboratory an IBM 1800 computer will be installed in January 1970. Automatic procedures will then be implemented in logical sequence.

CURRENTLY BEING DEVELOPED

Statistical Basis Accounting System is being designed under contract by a consulting firm, that portion defined as computer automation will be programmed and added to the City's computer.

FUTURE

Detail Accounting System will in effect provide sound cost center analysis and give sound pricing information for billing.

PUBLIC LIBRARY

CURRENTLY OPERATIONAL

SERIAL PUBLICATION SYSTEM



ATTACHMENT A (Continued)

ACCOUNTING INFORMATION
BUDGET, FINANCE AND ACCOUNTING

2nd Qtr. 1968

BUDGET

PROPOSED TASK - 1. Review and evaluation of existing budget system.
2. Begin System design and specifications.

CURRENT STATUS- 1. Completed
2. Completed

3rd Qtr. 1968

PROPOSED TASK - 1. Complete system design and specifications.
2. Plan conversion with pilot project and debug.

CURRENT STATUS- 1. Completed
2. Completed

4th Qtr. 1968

PROPOSED TASK - 1. Create departmental worksheet and establish linkage to budget statistics.
2. Complete experience pick-up.

CURRENT STATUS- Worksheet completed, linkage not completed.
Dependent on linkage phase completion.

1st Qtr. 1969

PROPOSED TASK - 1. Complete departmental requests.
2. Begin Mayor's and Board of Supervisors' allowances.

CURRENT STATUS- 1. Completed
2. Completed

2nd Qtr. 1969

PROPOSED TASK - 1. Complete Mayor's and Board of Supervisors' allowances.

CURRENT STATUS- 1. Completed

DISBURSEMENTS

4th Qtr. 1967

PROPOSED TASK - 1. Conversion of files on 1410 computer
2. Installation of 2260 T.P. terminals and 1053

ATTACHMENT A (Continued)

DISBURSEMENTS (Continued)

PROPOSED TASK - printer terminal in Controller's General Office.
3. Orientation and instruction of terminal use by simulating terminal updating and debugging.

CURRENT STATUS- 1. Completed
2. Completed
3. Completed

1st Qtr. 1968

PROPOSED TASK - 1. Add encumbrances, payment files and create warrant outstanding file.

CURRENT STATUS- 1. System held in abeyance due to lack of disk space.

2nd Qtr. 1968

PROPOSED TASK - 1. Create linkage to budget statistics and expense outlay. (General Ledger)
2. Full installation and use of the system by Controller.
3. Begin development and installation of department terminals.

CURRENT STATUS- 1. Deferred
2. Partial
3. Completed

3rd Qtr. 1968

PROPOSED TASK - 1. Continue development and installation of department terminals.
2. Begin outstanding warrants reconciliation.

CURRENT STATUS- 1. Continuous
2. Priority shifted

4th Qtr. 1968

PROPOSED TASK - 1. Continue development and installation of department terminals.
2. Finish outstanding warrants reconciliation.
3. Establish repayments and refunds.



ATTACHMENT A (Continued)

DISBURSEMENTS (Continued)

- CURRENT STATUS- 1. Partially implemented
2. Priority Shifted
3. Priority Shifted

RECEIPTS - REVENUES

4th Qtr. 1967

- PROPOSED TASK - 1. Development of revenue.
2. Begin System design and specifications.

CURRENT STATUS- Partial - General ledger identification available.

1st Qtr. 1968

- PROPOSED TASK - 1. Complete system design and specifications.
2. Begin pilot project and debugging.

CURRENT STATUS- 1. Deferred
2. Deferred

2nd Qtr. 1968

- PROPOSED TASK - 1. Development of interface with budget system
2. Development of interface with general ledger.

CURRENT STATUS- 1. Deferred
2. Deferred

3rd Qtr. 1968

- PROPOSED TASK - 1. Continue work of 2nd quarter

CURRENT STATUS- 1. Deferred

4th Qtr. 1968

- PROPOSED TASK - 1. Complete development of interface with both the budget and general ledger.
2. Complete revenue reports.
3. Review and evaluation of revenue system.

CURRENT STATUS- 1 through 3 Deferred



ATTACHMENT A (Continued)

PAYROLL - RETIREMENT - HEALTH SERVICES - CIVIL SERVICE

INTEGRATED PERSONNEL SERVICES SYSTEM (I.P.S.S.)

The team of System Analysts and Programmers from the Federal System Division, I.B.M. Corporation working with personnel of the City and County E.D.P. staff have completed the System Design and are ready for implementation.

Data Files are a significant part of the total I.P.S.S. system and an intensive effort is being made to complete the development of these files. Concurrently, Civil Service aspects of the processing of new entries to these files are already in operation. The Retired payrolls are converted and the Health Service System will be converted by November 1, 1969. Major efforts are underway to test the operation of the entire system prior to a City-wide system test starting November 1, 1969. Concurrently, Departmental procedures are being revised anticipating the implementation date of January 1, 1970.

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ATTACHMENT A (Continued)

TAX COLLECTOR

REQUIRED TASK

1. Design and implement Business Tax Collection system.
2. Continued system development.

CURRENT STATUS

1. Completed
2. On-going

ASSESSOR

REQUIRED TASK

1. Implement all Legislative Changes for current fiscal year (massive).
 - a. Homeowners exemption
 - b. Homeowners rebates system
 - c. Business inventory reduction

CURRENT STATUS

1. Completed

REGISTRAR OF VOTERS

REQUIRED TASK

1. Conversion of EDP Voter's registration procedures utilizing optical character recognition equipment which provides Registrar with full control of affidavits and faster processing.
2. Design and implement new vote count procedures using punch card and visual display terminals for faster and more accurate count.

CURRENT STATUS

1. Completed
2. Implement, November 4, 1969 Election

PUBLIC WORKS

CURRENT STATUS

1. Convert plumbing and electrical permit processing for faster and more efficient handling of renewals.
2. Design and implement programs for federally assisted code enforcement activities reporting.

ATTACHMENT A (Continued)

PUBLIC WORKS (Continued)

REQUIRED TASK (Continued)

3. Design and implement system for use of apartment and hotel inspection division to compile deficiency point ratings for 18,000 multi unit structures in San Francisco.

CURRENT STATUS

1. Completed
2. Completed
3. Completed

CITY PLANNING

REQUIRED TASK

1. Design and implement system for land use survey.

CURRENT STATUS

1. Phase I completed. To be updated with city planning field data.

CONTROLLER BUDGET

REQUIRED TASK

1. Conversion of appropriation ordinance card system to budget disk sub-system.
2. Design and implement budget system with full data entry capabilities through Tele-processing terminals.

CURRENT STATUS

1. To be implemented for current Budget.
2. Implemented for current Budget.

CONTROLLER-ACCOUNTING

REQUIRED TASK

1. Design and implement appropriation ledger card sub-system requested by Controller's General Office.
2. Modify appropriation ledger system to provide full year's transaction history on-line.

CURRENT STATUS

1. Completed
2. Completed



ATTACHMENT A. (Continued)

E.D.P. OPERATIONS DIVISION

E.D.P. CITY HALL

(a) Ten MAI Tape Drives were installed in place of IBM Tape Drives to improve performance and at a savings to the City of \$75.00 rental fee per drive.

(b) One Direct Access Storage Disk Drive has been installed to provide necessary file space required for EDP users.

(c) A Tape Cleaner is in operation. This has improved Tape Data input, Operator's handling time, and computer usage.

(d) Optical Character Reader has been installed. This machine has the flexibility of data gathering to the computer by three modes:

1. Handwriting (numeric)
2. Typewritten (Alpha/num)
3. Computer printed documents

The flexibility of the Optical Character Reader will reduce input cost, insure user input involvement and increase data input to our computers.

(e) Selectric Typewriters (Optical Character Reader) are now being used to increase ease of data input, also flexibility of data handling.

(f) 80% of the conversion from Unit Record Equipment to our Model 20 computers has been completed. The Model 20 computers will give us the workflow compatibility to and from our Model 50 computers.

(g) 35% of EDP Operations Control Section has been established. We estimate the implementation and completed training of 75% of the total control section will be done by the end of this fiscal year.

In review, savings in economy of operation will be realized not only in the utilization of new equipment, but in consolidation of various units. Recently the Police Department and the Municipal Courts EDP functions were consolidated under one head enabling us to develop a more complete utilization of these departments. Municipal Railway and Water Department EDP functions were combined under one head and in 1970 all P.U.C. EDP functions will be consolidated.

Unit record equipment was removed from our installation in the Hall of Justice this year and replaced with a 360-20 computer system resulting in increased service and efficiency.



ATTACHMENT A (Continued)

E.D.P. OPERATIONS DIVISION
E.D.P. CITY HALL (Continued)

The installation of the 1288 Optical Page Reader will result in reducing the key punching work load. It is possible with this new concept to have our EDP users type or write data at its source without data reproduction.

The currently planned and approved applications in EDP Operations are as follows:

1. #(2780) Remote Job Entry.
This has been installed at 240 Van Ness which will save 100 programmers time in submitting jobs to City Hall Computer Complex, also cutting down Programmers Traffic in the Computer Room, increasing higher performance from our Computer Operators.
2. Telex Disk Drives.
These are on order and will increase access time, improve performance and also at a savings in rental.
3. Comcet (Front end computer).
This is on order and will relieve the enormous workload in data transmission to terminals giving EDP users faster response time which in turn customer terminal availability and usage will be increased.
4. Ampex Bulk Core.
To increase Core Memory which again will increase the efficiency of our computer usage in integrated transitional capability.



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GRAND JURY

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REPORTS

/// Annual



CITY AND COUNTY OF

SAN FRANCISCO

CALIFORNIA



FINAL 1970 GRAND JURY REPORTS

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MEMBERS OF THE 1970 GRAND JURY
IN AND FOR THE
CITY AND COUNTY OF SAN FRANCISCO

Stuart R. Adams	Maurice I. Goldman
Rudolph W. Arfsten	Harry E. Gray
Hrant J. Avakian	William P. Greene
Arnold Blum	Gustav Knecht, Jr.,
Charlton H. Buckley	Jack M. Lipman
Wayne R. Burke	George S. Livermore
Gene F. Cervelli	George Sanderson
William A. Flynn	Edison T. Uno
William J. Welsh	

Mrs. Phoebe P. Galgiani, Secretary

Raymond Hackett, Foreman

Impaneled, January 19, 1970

Discharged, January 14, 1971



1970 San Francisco County Grand Jury

Honorable Carl H. Allen
Presiding Judge, Superior Court
City and County of San Francisco
San Francisco, California

Dear Judge Allen:

Herewith, you will find the complete reports of the 1970 Grand Jury as compiled by the Committees assigned to the observation of the various departments of the City and County of San Francisco.

It is the opinion of the 1970 Grand Jury that strong and positive efforts should be made to control and curtail the escalating costs of administering the City and County. We do not believe that this is a task to be taken lightly but unless controls are found to check these rising costs and still not drastically reduce services, our City will soon find itself in serious financial difficulty.

Many employees of the City and County have expressed the idea to various members of the Grand Jury that some departments could and perhaps should perform their charged responsibilities with fewer people. Census figures recently released show that San Francisco has been in declining figures for several years and yet the cost of government and services has risen noticeably. This concept if allowed to continue will some day prove to be an insoluble problem for a Mayor and Board of Supervisors.

Evidence of this problem rests in the Social Services Department involving Welfare payments. At the present time the cost of Welfare payments in the City exceeds the cost of the Education Department. It is the opinion of the 1970 Grand Jury that if Federal and State Governments determine the manner in which payments are to be made - not allowing the City and County to formulate their own methods, rules and regulations - then the State and Federal governments should at once be prepared to bear the total cost of the programs. Taxpayers should be made aware that Welfare payments are made to men and women who no longer are residents of the City and County of San Francisco. This cost should not be borne in any manner by the taxpayers of the City and County.



The Committee charged with reviewing the Municipal Railway, under the guidance of the Public Utilities Commission, feels that a complete overhaul of the Municipal Railway is necessary and without delay. The members of the 1970 Grand Jury concur with this opinion. The soon to be operative Bay Area Rapid Transit System is going to require a well integrated and finely working system of surface transportation in order to reward the taxpayers of the City and County of San Francisco for their investment in B.A.R.T. It is the belief of the 1970 Grand Jury that the present Municipal Railway will need a complete overhaul and adjustment in attitude and philosophy to be an adequate member of the entire B.A.R.T. This problem is of the greatest magnitude and should have priority over many other Municipal problems. The Downtown business area deserves full and complete attention to this matter.

After a full year of talking to and discussing administration of the City with various departments it is the unanimous opinion of the Grand Jury that a complete Charter revision is not only desirable but an absolute necessity. Either, many of the department heads are malingering and pointing to the City Charter as an excuse, or, the department executives are hiding behind the obvious faults of the existing Charter. Charter revision should be a demand of every citizen of the City and County of San Francisco.

The 1970 Grand Jury is pleased to note the decline in the crime figures that so drastically affect all of the citizens and it is hoped that efforts by all concerned will continue the pressure to further reduce these statistics. The present efforts are to be strongly commended by all citizens of the City and County.

Obvious faults such as exist in the Controller's office should be corrected and by so doing confidence can be improved among many skeptics concerning our City. Procedures that do not function should be eliminated and new and more modern methods substituted. The City and County of San Francisco is and should be considered a very large and important business organization and nothing should be left undone to keep the City sensitive to the needs and wants of every citizen, yet functioning as the most potent and efficient of business enterprises.

The past year has been a most rewarding experience for each member of the 1970 Grand Jury and in behalf of all of the Jurors I would like to express our sincere thanks for the many courtesies extended to us. Without exception, every department has cooperated with the various Committees and we are all pleased to have been able to serve the City. I would like to particularly thank the District Attorney, Honorable John Jay Ferdon, and his assistant, Mr. Walter Giubbini, and all of the members of their staffs. The work of the criminal investigations has been lightened by the skill of these people.



The entire Grand Jury wishes me to thank you for the privilege of working with your Court and for the many courtesies extended by all of the Judges of the Superior Court. Our efforts would not have been possible without the assistance of Mr. Bernard Ward, Mr. Ralph Sheehan, Mr. Michael Tamony and all of the Staff.

Respectfully submitted this 14th day of January, 1971.

Raymond Hackett, Foreman
1970 Grand Jury for the
City and County of San
Francisco.



DEPARTMENT OF FINANCE AND RECORDS

The Department of Finance and Records is administered by Mr. Virgil Elliott, Director, and is comprised of the following departments and offices:

Agricultural Commissioner
County Clerk - Recorder
Public Administrator - Public Guardian
Records Center
Registrar of Voters
Sealer of Weights and Measures
Tax Collector

The Committee's investigation of the above departments and offices attest to the fact that each is ably administered. Department heads, generally, are seeking to improve their services to the general public. Some feel that because of added responsibilities, they need more people on their staff. We agree that in some departments more help is needed.

Listed below is a comparison of the number of people permanently employed, during the last decade, in the various departments that comprise Finance and Records:

	1960-61	1967-68	1968-69	1969-70
Agriculture, County Department of	9	9	9	9
County Clerk	59	63	65	65
Farmers' Market	3	3	3	3
Public Administrator	16	18	18	18
Public Guardian	3	9	9	10
Recorder	25	25	25	25
Records Center	3	3	3	3
Registrar of Voters	24	24	24	24
Sealer of Weights and Measures	9	9	9	9
Tax Collector	65	67	110	110



DEPARTMENT OF FINANCE AND RECORDS (Continued)

	1960-61	1967-68	1968-69	1969-70
Director of Finance and Records including Staff	<u>2</u>	<u>3</u>	<u>3</u>	<u>3</u>
TOTAL	218	223	278	279

Generally, the number of employees has remained static. As additional Superior Court Judges are appointed, State law requires that a Court Clerk be appointed. This explains the increase in the County Clerk's office. The Public Guardian office has increased the number of employees appreciably due to the increased legal aspects of each case. It is significant that the revenues accrued from this department exceed the cost of administration. On October 1, 1968, the Tax Collector's office was given the added function of the collection of the Business Tax. To administer and collect this tax, forty-three employees were added to the staff.

The increase in number of employees has resulted in more efficient services rendered by the above listed Departments.

DEPARTMENT OF AGRICULTURE, SAN FRANCISCO COUNTY

Under the supervision of the California State Director of Agriculture, Mr. Raymond L. Bozzini, Agricultural Commissioner, has the general duties to promote and benefit the grower and consumer by enforcing the provisions of the California Agricultural Code.

This department, through scientific spot inspections, enforces the Code in the wholesale and retail establishments dealing with the sale of produce, eggs, nuts, honey, poultry and rabbit meats. The assignment of this department's staff, numbering nine people, to their varied functions is done in an efficient manner, utilizing their man hours over a varied spectrum of inspection functions.

At present date this department must relocate as their rent-free premises at the Southeast Sewage Treatment Plant will no longer be available. They would like to relocate with the Sealer of Weights and Measures because functions of the two departments are related.

The Committee concurs that the Director of Real Estate should do its utmost to find suitable quarters for these departments as requested by Mr. Virgil L. Elliott, Director of Finance



DEPARTMENT OF AGRICULTURE, SAN FRANCISCO COUNTY (Continued)

and Records, through the Chief Administrative Officer.

The principal function of the San Francisco County Department of Agriculture is totally related to the enforcement of all State laws, rules, and regulations pertaining to agriculture. The Committee recommends, therefore, that the Chief Administrative Officer approach the State of California Director of Agriculture for an increase in their share of the costs of this department.

FARMERS' MARKET: This facility, operated under the direction of Mr. F. J. O'Connell, Market Manager, was first opened as an outlet for surplus and distressed crops from neighboring counties. Only farm products produced by small growers are sold. No produce purchased at commission markets can be retailed through this outlet.

Sufficient fees are charged and the Farmers' Market has more than paid its operating costs. In addition, capital improvements have been paid and the City and County has realized, in excess of cost of land and capital improvements, the sum of about \$74,000.00.

The Committee recommends that the excess be expended for proper maintenance of the Farmers' Market, rather than have such maintenance come through the Department of Public Works. The Committee concurs in the projects as requested by the Market Manager as listed in Director of Finance and Records Annual Report 1969-1970.

1. The interior of the Administration Building needs painting to maintain the appearance of the office, conference room, supply room and rest rooms. Painting will also prevent deterioration of the walls and woodwork.
2. Post holes and the use of removable posts at each end of the main drive would aid in the safe control of traffic when it is expedient to close the main drive to traffic. These posts would also safely prevent motorists from using the main drive when the Market is closed for business.
3. . . . The cyclone fence which prevents people from entering the Market at other than proper entrances, is damaged. The cyclone fence and the fence posts need repair to keep the Market safe and to efficiently control the entrance and exit of people who use the Market.
4. Traffic striping is urgently needed: The existing crosswalk clearance line and parking lane striping



DEPARTMENT OF AGRICULTURE, SAN FRANCISCO COUNTY (Continued)

throughout the Market is worn so that it is partly obliterated. This condition is leading to haphazard parking and the resultant loss of traffic control, and is a hazard to both motorists and pedestrians.

5. . . . Several wooden partitions between the stalls are rotting at their base and should be replaced to . . . prevent injury as their present condition is dangerous.
6. Painting of stalls: Wooden partitions between the stalls and all wooden surfaces at the stall spaces need painting.
7. Security when Market is closed: Floodlights on lighting poles at each end of the Market would aid in keeping the Market secure at night. Uniform backing to enclose rear of each stall would aid in preventing pilferage when the Market is closed."

COUNTY CLERK - RECORDER

This dual department, under Mr. Martin Mongan, County Clerk, first serves as the ministerial arm and office of record of the Superior Court of the City and County of San Francisco. This department is operated with a staff of 65 employees who service 24 Superior Court Judges. This compares with a staff of 59 employees in 1960 who serviced 21 Superior Court Judges.

While this department collects fees to offset their expenses, the fees only offset about 43% of their costs. During the fiscal year 1969-70 the revenue from fees collected totalled about \$300,000.00; the expenses for this same period approximated \$700,000.00.

The State of California Judiciary sets the fees to be collected for services rendered. The Committee recommends that our lobbyist in Sacramento be requested to do his utmost to remedy this situation. The legal fees should be increased so that the Superior Court expenses will not have to be subsidized by the taxpayers.

Two new Superior Court Judges will be appointed to the City



COUNTY CLERK - RECORDER (Continued)

and County of San Francisco in the near future. Because of this the County Clerk must appoint two additional Court Clerks and should have two additional office clerks to service these Courts.

The Committee recommends that this personnel be authorized and allowed in budget request, 1970-71, of County Clerk's Office.

THE RECORDS OFFICE, also administered by Mr. Martin Mongan, County Clerk, receives for recording all papers or notices that must legally be recorded, indexes same, and arranges the books of record and indices in suitable places to facilitate their inspection.

During the fiscal year, 1969-70, a modern microfilm reader-printer was installed resulting in more rapid and efficient service during 1969-70.

The fees charged by this department result in receipts that far exceed the expenditures. The greatest revenue producer has been the Real Property Transfer Tax which has been collected by the Recorder's Office since January 1, 1968.

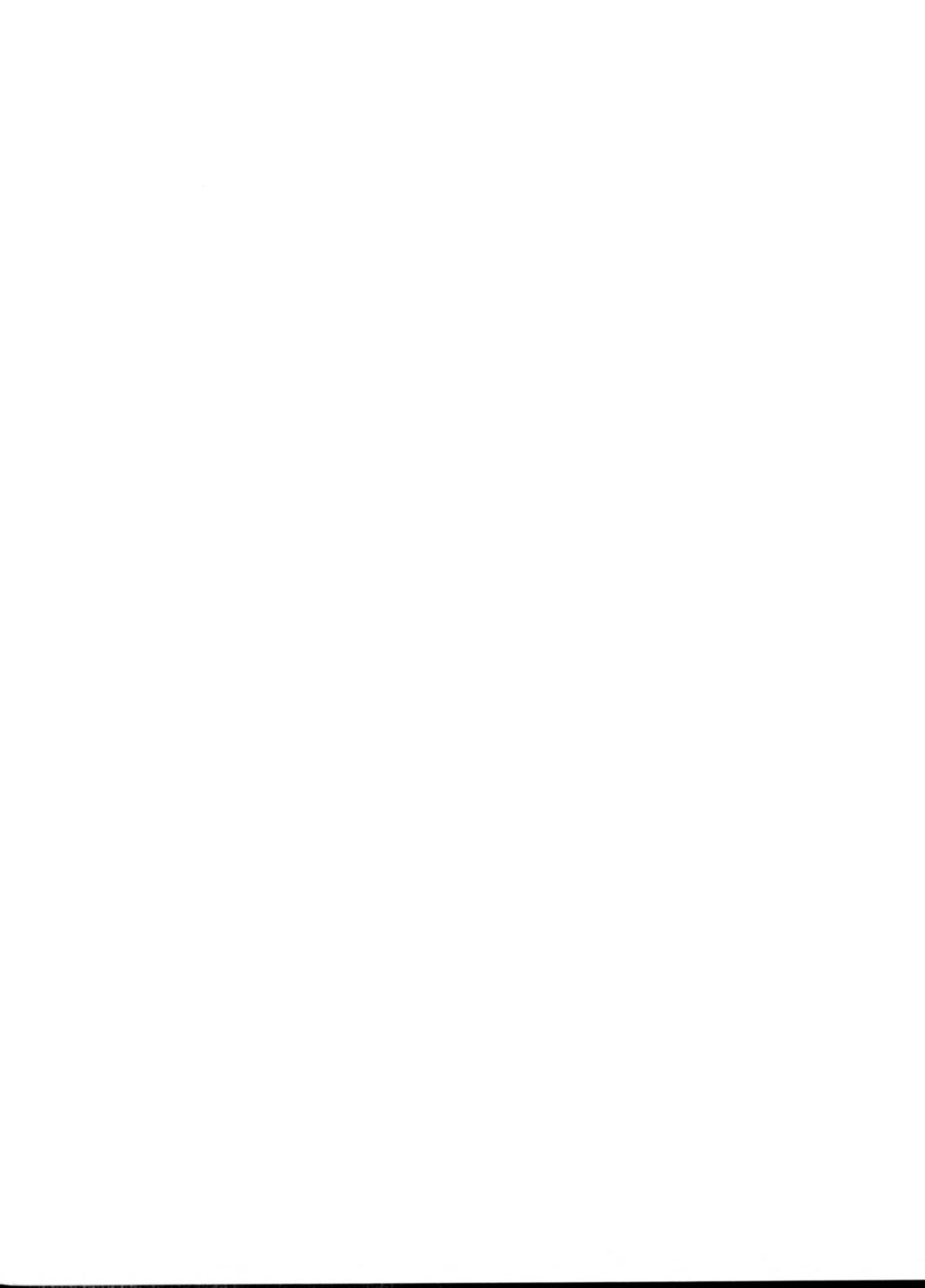
The excess receipts over expenditures for the fiscal period, 1969-70, was \$351,135.80. The number of employees in this office has remained static the last ten years.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN

The purpose of the Public Administrator's Office is to provide for the protection of the property of deceased persons and for the protection of the interests of heirs and creditors in such property.

The purpose of the Public Guardian's office is to provide a public officer to serve, when needed, as a guardian of a person, and has the responsibility of care and custody of said person and of the management of his estate.

Both the above-mentioned offices are ably administered by Mr. Con S. Shea and his legal staff, headed by Mr. Jerome Cahill. This office is entirely self-supporting as it produces revenues well in excess of its operating expense. It is staffed by 28 people in permanent positions.



RECORDS CENTER

The function of the Records Center is to provide for orderly storage, care, and management of San Francisco City and County Department Records.

Most boxed paper records are stored in a privately owned warehouse at 144 Townsend Street and the balance at the Presidio-Geary Car Barn.

The Committee recommends that the expense of storing be eliminated and that the records now stored at 144 Townsend Street and the Car Barn be transferred and consolidated to one of the unused facilities of the San Francisco Port Authority, and stored there at no cost to the taxpayers.

All retired records that have been microfilmed are stored in the Twin Peaks Tunnel Vault. The Committee recommends no change.

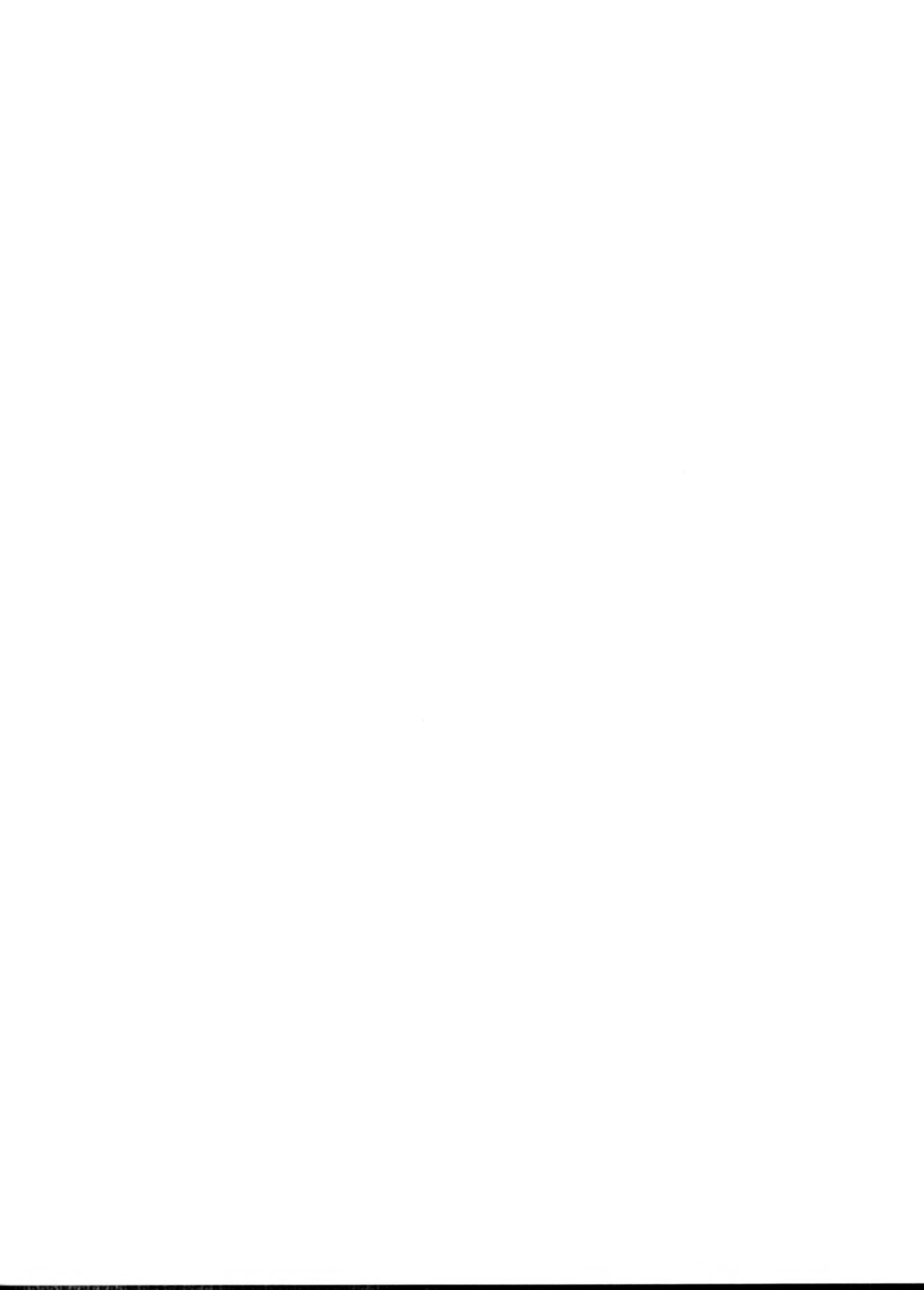
REGISTRAR OF VOTERS

This department, under Mr. Emmery Mihaly, has charge of the registration of voters and of conducting elections.

A permanent staff of 24 people is supplemented by approximately 125 people weekly during registration and mailing periods prior to election, to about 4100 precinct election officials employed during elections. These temporary workers average about 67 full-time positions if computed on an annual basis. Therefore, nearly 90 full-time employees man this department. There has been no increase in personnel in the last ten years.

The use of Electronic Data Processing in vote tabulation has come into its own in San Francisco. The use of E.D.P. in the vote count of the Primary Election of June 2, 1970 resulted in 50% completion of the count by 12:50 a.m. on June 3rd. Increased efficiency in tabulating the General Election of November 3rd resulted in 85% of the votes being counted by approximately 12:30 a.m. on November 4th. This shows a decided improvement.

Mr. Mihaly and his staff should be commended for their efficient operation.



SEALER OF WEIGHTS AND MEASURES

The primary function of this department is to safeguard the consumer public by insuring the accuracy of commercially used weighing and measuring devices, as well as checking the weight of packaged goods sold commercially.

This department, administered by Mr. Kenneth G. Royal, is staffed by nine people, of which six are inspectors. They are operating with antiquated equipment, trying to do an impossible job.

The California Department of Agriculture, Bureau of Weights and Measures, was asked to review the operations of this office and make appropriate recommendations.

The Committee concurs in the findings of this survey, and further, insists that at least some of the recommendations be adopted by the City and County of San Francisco.

In order to comply with the requirements of the California Business and Professions Code, the following recommendations of this survey should be implemented:

"The County should acquire the necessary equipment, manpower, and training in order to fulfill their obligation to the consumer in the area of weighing and measuring devices.

"It is recommended that the Sealer of Weights and Measures' office be moved to a more desirable location for the performance of this function. The location should be more accessible to the public and industry and should provide the necessary facilities for the testing of taximeters, odometers, electric meters, quantity control of packages and maintenance of standards.

"There should be an increase in activity and efficiency in the Quantity Control Program for packages, with implementation of an undercover buying program."

Further, the Committee recommends that promulgation of the services of this department be made by issuance of a pamphlet describing the services of this department. To distribute this literature effectively and inexpensively, a suggestion was made by an employee of this department. These pamphlets could be included with the Water Department invoice mailing. According to Mr. Royal,



SEALER OF WEIGHTS AND MEASURES (Continued)

the printing cost of 120,000 pamphlets would be approximately \$1500.00. This expenditure should be included in the 1970-71 Budget.

Incidentally, the distribution of such informative literature is standard procedure in most of the counties in California.

TAX COLLECTOR

This office, under the direction of Mr. Thad Brown, Tax Collector, has the responsibility to collect all taxes as levied by enactment of the Board of Supervisors. In the fiscal year, 1969-70, this office collected \$297,701,888.00 in taxes, an increase of \$47,105,806.00 over the fiscal year, 1968-69.

Due to the enactment of additional taxes in 1970, to be levied in 1971, this department's work load will increase. Because of this a reorganization of this office was effected in order to absorb the additional work load with a minimum number of new clerks hired.

Mr. Brown requested, in his budget, authorization to hire 19 additional people. This was passed by the Mayor's Office, but the number was cut down to seven by the Board of Supervisors. These seven shall be investigators who will be assigned to making field investigations to bring about compliance with registrations in connection with the Business Tax Ordinance. The Board of Supervisors has left the door open to additional personnel when the effect of collection of new taxes has been experienced.

Since the Tax Collector's staff was increased in 1968 by 42 positions with the passage of the Business Tax Ordinance, and again increased by seven because of the projected new taxes, the Tax Collector's office was cramped for space. Physical changes are now in progress in order to make maximum use of the limited space available. The Bureau of Architecture and the Tax Collector have tentatively drawn up plans for the remodeling project.

The ill-suited mezzanine storeroom, mentioned by the Grand Jury of 1969, will still be used as office space, but only by field investigators, who will be in the office only for short durations of time. The 10 to 14 clerks who worked in this loft area will be moved to the main floor when the alterations of the Tax Collector's office are completed.

TAX COLLECTOR (Continued)

The Committee feels that much progress has been made by this Office in 1970 through the efforts of Mr. Thad Brown and his supervisors and that they should be commended for their fine work.

CONCLUSION

There are sources of monies available to effect modernization of court and administrative procedures in City Government. Grants are available from the United States Government and from various private funds such as the Ford Foundation. It is necessary on the part of the Courts and Administrative Agencies to show that they have initiated a program and have plans that are definite to continue that program before they are eligible for funds.

The modernization of court calendar procedures now being instituted by the County Clerk would qualify the Finance and Records Department to receive these funds.

The Committee recommends that the Director of Finance and Records research the possibility of obtaining grants or funds to be used in the modernization of Court and Administrative procedures.

Arnold Blum

George Sanderson

Gene F. Cervelli, Chairman



PURCHASING DEPARTMENT

The Purchasing Department buys all materials and supplies and arranges contractual services for all departments of the City of San Francisco. Additionally, it functions to repair and maintain various items of equipment for all City Departments, excluding the Public Utilities, while operating central stores to handle and distribute materials. It is responsible for the maintenance of most of the City's rolling stock (e.g., Police and Fire Department vehicles).

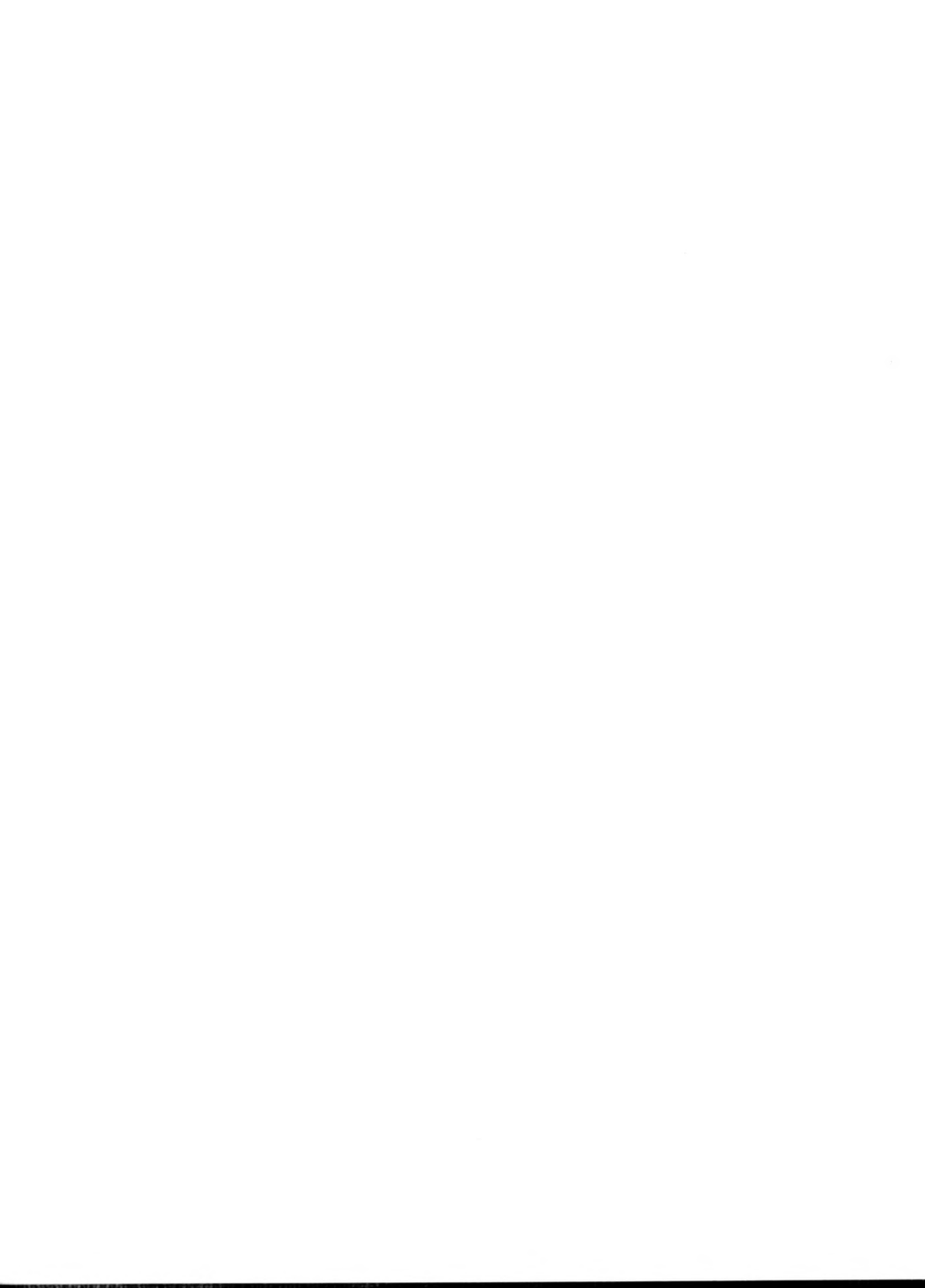
Prior Grand Jury reports have recommended the creation of a new position within the Purchasing Department. This position would be known as the Supervisor of the Division of Specifications and Standards. To date the position remains non-existent.

After several discussions with Mr. Conway, it is the opinion of this committee that, in order to allow this department to function at maximum efficiency, the position must come into existence. To reiterate the findings of prior committee reports, the duties of the Supervisor of Specifications and Standards would be to:

1. Analyze and interpret data relating to a standard of quality.
2. Standardize equipment, materials and supplies.
3. Review long existing specifications, and to develop and modify them in the interest of economy and efficiency.
4. Research new materials and products.

DEPARTMENT OF PUBLIC WORKS

The Public Works Committee of this Grand Jury during the last year was exposed to a vast number of activities being conducted in the subject department - one of the largest departments in the City government. Of special interest to the Committee were several activities, two of which relate to publicly aroused



DEPARTMENT OF PUBLIC WORKS (continued)

environmental issues.

It is noteworthy that the Department is expending very considerable efforts on the water pollution control program. The staff is now in the process of developing a master plan for the management of the dry and wet weather discharges from the City's combined sewerage system. The master plan, to be finalized sometime in 1971, will be oriented toward the primary objective of bringing all discharges from the City into compliance with the requirements of the regional regulatory body. The implementation of the plan is presently envisioned to require the expenditure of some \$200 million over a 20-year period. The Committee concurs wholeheartedly with the efforts that are being concentrated on this program and recommends that in the future all work in this direction not be relaxed.

The Committee also noted that during this past year the Department devoted much attention to the City's solid waste disposal problem. The Department was one of the principal parties involved in the preparation of a waste disposal agreement under which San Francisco will truck-haul its solid waste to the City of Mountain View for disposal. This arrangement will provide San Francisco a disposal means for five years and, by using the large quantity of waste as fill material, will greatly facilitate an early completion of a regional recreational park at Mountain View. Hauling of waste to Mountain View is expected to commence at the end of October, 1970. The Committee is concerned that the disposal method thus arranged for a five-year period will only be an interim solution. It recommends that the Department shall develop, by no later than the end of 1972, a long term solid waste disposal plan for use following the Mountain View commitment.

During the inspection of the routine maintenance and operation activities of the Department, this Committee noted with much interest the activity relating to the construction of side sewers. The Department reported that the maintenance and repair of a side sewer is the responsibility of the owner of the property for which such sewer serves. The repair of a side sewer for only a home could easily run as high as \$800. This procedure seems to the Committee to be inconsistent with those for other public services, such as water, gas, electricity, telephone, street lighting, etc., individual repairs to which are not directly chargeable to the affected owners but are incorporated in the over-all rate structures. This matter appears even more inequitable in the light that the City was either the installer or the paid supervisor of the installation of the original side sewer paid for by the owner. Also, the problem of a side sewer could develop gradually over many years during which the ownership of property served could have changed many times, but the last owner would still be held fully responsible. The Department also reported many cases involving

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DEPARTMENT OF PUBLIC WORKS (continued)

owners of older homes in financial straits. This Committee firmly believes the responsibility for the maintenance and repairs of side sewers should rest with the City and recommends the acceptance of this responsibility by the City.

As a result of newspaper articles relative to funds due the City by BART by virtue of engineering services performed in connection with the BART project, the Committee investigated the accounting procedures of the Department of Public Works.

It was found that bills were submitted to BART for services rendered. BART requested more detailed information from the Department of Public Works as to the charges. Apparently the request for this detailed information was never received by the City, and BART not receiving the requested information obviously did not make payment to the City. The important point is that the Department of Public Works did not follow up with a second request for payment.

The principal reason for the confused situation resulted from the sudden transfer of the Accountant in charge of the unit to the Board of Education, necessitating the temporary assignment of one of the Accountants to be in charge of the unit. His apparent lack of familiarity with the details of the accounting system was the reason for the breakdown in the billing procedures.

As a result of the Committee's investigation the Director of the Department of Public Works has issued a detailed set of instructions to the Accounting Bureau as to procedures, follow-ups, and periodic reporting to the Director's office, in order to avoid a repetition of the BART billing problem. This procedure is now in effect and has resulted in all of the back bills being reconciled and approved for payment.

It is recommended that sufficient training be given to employees in subordinate positions in that they can assume higher duties when the occasion demands.

REAL ESTATE DEPARTMENT

The Real Estate Department furnishes real estate services for all of the other departments of the City and County of San Francisco and the San Francisco Unified School District. It handles all purchases, sales, negotiates leases, both as Lessee



REAL ESTATE DEPARTMENT (continued)

and Lessor, and handles the acquisition of land by Eminent Domain proceedings. It handles the sales and leases of properties declared surplus. These sales and leases produce income and return properties or property interests to the tax rolls.

Another function of the Real Estate Department is furnishing loan and grant finance services for the Federally Assisted Code Enforcement (FACE) Program. Since the Program started about four years ago, the department has processed loans totaling more than \$5 million to assist persons affected by the FACE Program.

The Real Estate Department, this last year, has been engaged in complex special projects such as the proposed acquisition of the San Francisco Maritime State Historic Park facilities pursuant to Senate Bill 1187, the Alcatraz project, the sale of air rights over the Geary-Presidio trolley coach facilities, and the sale or lease of the Pleasanton Industrial Tract of the Water Department.

An area in which improvement can be made is in that of the interdepartmental work order procedure where the cost of services performed by the Real Estate Department is paid for by the department receiving those services through a transfer of funds. This is the proper procedure where funds are derived from special sources such as gas tax funds and the FACE Program, but it imposes a severe restriction on the Real Estate Department as well as the department seeking such services. On numerous occasions a department must wait until funds can either be budgeted or obtained by supplemental appropriations. This creates an intolerable situation where departments urgently require the services of the Real Estate Department and are unable to receive this service without three to six months delay. The budgeting of 50% of the technical and clerical staff would result in a considerable saving in cost to the City and permit the Real Estate Department to proceed with work when needed and to perform other functions producing further economies.

The 1970 Grand Jury, as has previous Grand Juries, recommends that functions of the Real Estate Department and the Utilities Property Management Bureau be merged. During the last fiscal year a Senior Right of Way Agent was assigned full time to the Water Department on an interdepartmental work order basis to perform the functions formerly performed for the department by its Agricultural and Land Division Manager.

Hrant J. Avakian

Jack M. Lipman

Arnold Blum, Chairman



DISASTER CORPS

The Disaster Corps is the department, responsible to the Mayor, which plans the deployment of the City's equipment and personnel during a disaster.

In the case of a disaster all departments of the City would function under the Mayor thru a master plan developed by the Disaster Corps.

Since the Disaster Corps is 50% funded by the Federal Government and 50% by the City the cost to the city is less than \$100,000.00 per year.

We are pleased to note that the Board of Supervisors did not follow their Finance Committee's recommendation to eliminate the Disaster Corps and transfer its functions to the Police and Fire Departments.

DEPARTMENT OF ELECTRICITY

The Department of Electricity is a one hundred man department, headed by Burton H. Dougherty. The main functions of this department are installation, maintenance, and repair of the City's parking meters, traffic signals, two way radio equipment and fire alarm system.

Our compliments to Mr. Dougherty's department which has been able to maintain this important service to the City by absorbing a shortened workday (7 hour day vs. an 8 hour day) by much of his work force without additional personnel or funds.

Harry E. Gray

William P. Greene

Charlton H. Buckley, Chairman



THE RECREATION AND PARK DEPARTMENT

A comprehensive management survey of the Recreation and Park Department has been initiated by the General Manager. Local businesses have provided financial assistance and executives to serve on various task forces for a six month study. Although the study has not been completed, it has produced many recommendations, some of which are now being followed. This study is being accomplished without cost to the City.

Over the past twenty years the Recreation and Park Department has been assigned numerous facilities and delegated to take on new operations. This has been done without adequate budget or necessary personnel increases. This problem of over-extension is one of the more serious facing the Department at this time. Men, supplies and equipment are spread too thin.

In view of the over-extension problem, this committee recommends that the San Francisco Maritime Museum Association be transferred out of the Recreation and Park complex. The Maritime Museum is incorporated as a Non-Profit Organization and although the director's salary and building maintenance is included in the Recreation and Park Department budget, this Department exercises no control over the director or museum. Consideration should be given to merge the Maritime Museum with the other San Francisco Museums.

Recently, pressure has been brought on the City to acquire the State Maritime Historic Park, which consists of the Hyde Street pier, Victorian Park and the Haslett Warehouse. An analysis of the potential cost and revenues of City operation has been made and this pointed out that the City could expect a net loss of \$206,000.00 per year for the combined operation. This committee recommends the above property not be acquired unless it can be shown by a specific development proposal that the City will not suffer any financial loss.

In order for the Recreation and Park Department to increase its capacity to render services with a minimum of delay through inter-departmental red tape, the jurisdiction for auto repair service and engineering should be transferred to the Recreation and Park Department.

All mechanized equipment owned and operated by the Recreation and Park Department is serviced at the auto shop located in Golden Gate Park. The building is owned by the Department; the repair services are under the jurisdiction of the Purchasing Department. The Recreation and Park Department operates a number of tools,



THE RECREATION AND PARK DEPARTMENT (continued)

ranging from power mowers to graders of a specialized nature relating to its operation. It is critical that Recreation-Park control this vital supporting function. The Department must be able to establish priorities for equipment repair. To accomplish this the employee in charge of the shop must be responsible to the Recreation and Park's General Manager. Serious bottlenecks have occurred in recent years. The present division of responsibility has kept out of service important equipment required for the high level maintenance of Recreation and Park properties.

In January, 1961 the Recreation and Park engineering services were transferred to the Department of Public Works in order to centralize comparable functions in a single department. Since that time the change has had a detrimental effect upon the Recreation and Park Department and ultimately the citizens of San Francisco. Rec-Park engineering is charged with developing designs, plans and specifications for new Recreation and Park facilities, and for repairs, improvements or extensions of existing facilities. The design function should be responsive to policies formulated by the Recreation and Park Commission and by the General Manager. Aside from the usual interdepartmental delays and division of responsibility the current arrangement is costly to the taxpayer. Certain Recreation and Park salaries are allocated to the Department of Public Works for engineering. In addition Recreation and Park is charged an overhead fee for the same services, which results in either increased budget costs or reduced amounts available for important construction. Further, the engineers are now housed in City Hall making close contact with Recreation and Park management located in Golden Gate Park difficult. It is further recommended that all or at least responsible design personnel be relocated to former headquarters at McLaren Lodge.

The maintenance of San Francisco Golf Courses is the job of the Park Department, under the able supervision of Mr. Jack Kelly. This committee is of the opinion that the Harding Golf Course watering system could be greatly improved by installing a modern automatic sprinkling system. Inasmuch as Harding Park's receipts have increased it is recommended that the Mayor and Board of Supervisors approve an ordinance to use the additional revenue for these necessary improvements.

San Francisco Zoological Gardens initiated admission fees this year for the first time and has proved to be successful. All net proceeds are to be used for Zoo operational and long needed capital improvements. Forty eight employees operate the zoo seven days a week, 365 days a year, caring for over two million visitors annually and about 1250 animals, requiring special care and attention.



THE RECREATION AND PARK DEPARTMENT (continued)

There is an immediate need for an assistant head animal keeper. This committee recommends that one animal keeper position be upgraded to assistant head animal keeper. The upgrading of this position would result in an additional cost of approximately \$68.00 to \$83.00 per month.

The San Francisco Police Department and the Recreation and Park Department are to be commended in establishing the park and beach patrol. This squad on mini-bikes has been very effective, making over 700 arrests in six months. It is recommended, men and budget permitting, that the Park Police Force be expanded in order to adequately patrol the 120 parks, squares and playgrounds. This Park Police Force would minimize vandalism which has increased over the years.

This Committee of the Grand Jury commends Mr. Joseph C. Caverly, the General Manager, his staff and the many dedicated employees of the Recreation and Park Department for the many accomplishments achieved this past year.

CALIFORNIA PALACE OF THE LEGION OF HONOR

M. H. DE YOUNG MEMORIAL MUSEUM

The California Palace of the Legion of Honor and the M. H. De Young Museum are in the process of merger. Mr. Ian M. White, the capable director of the California Palace of the Legion of Honor, is now director of both museums. When finalized this merger will result in more efficient management. Several visits were made to both museums and the operation of these departments have met with the approval of this committee.

The Grand Jury recommends, as did the 1969 Grand Jury, that the triangle area in front of the De Young Museum and the California Academy of Sciences be open for automobile parking on Sundays.



CALIFORNIA ACADEMY OF SCIENCES

The California Academy of Sciences is the oldest scientific organization in the western United States. It is also a center for research in the life and earth sciences, has collections of scientific specimens and a publisher of scientific papers.

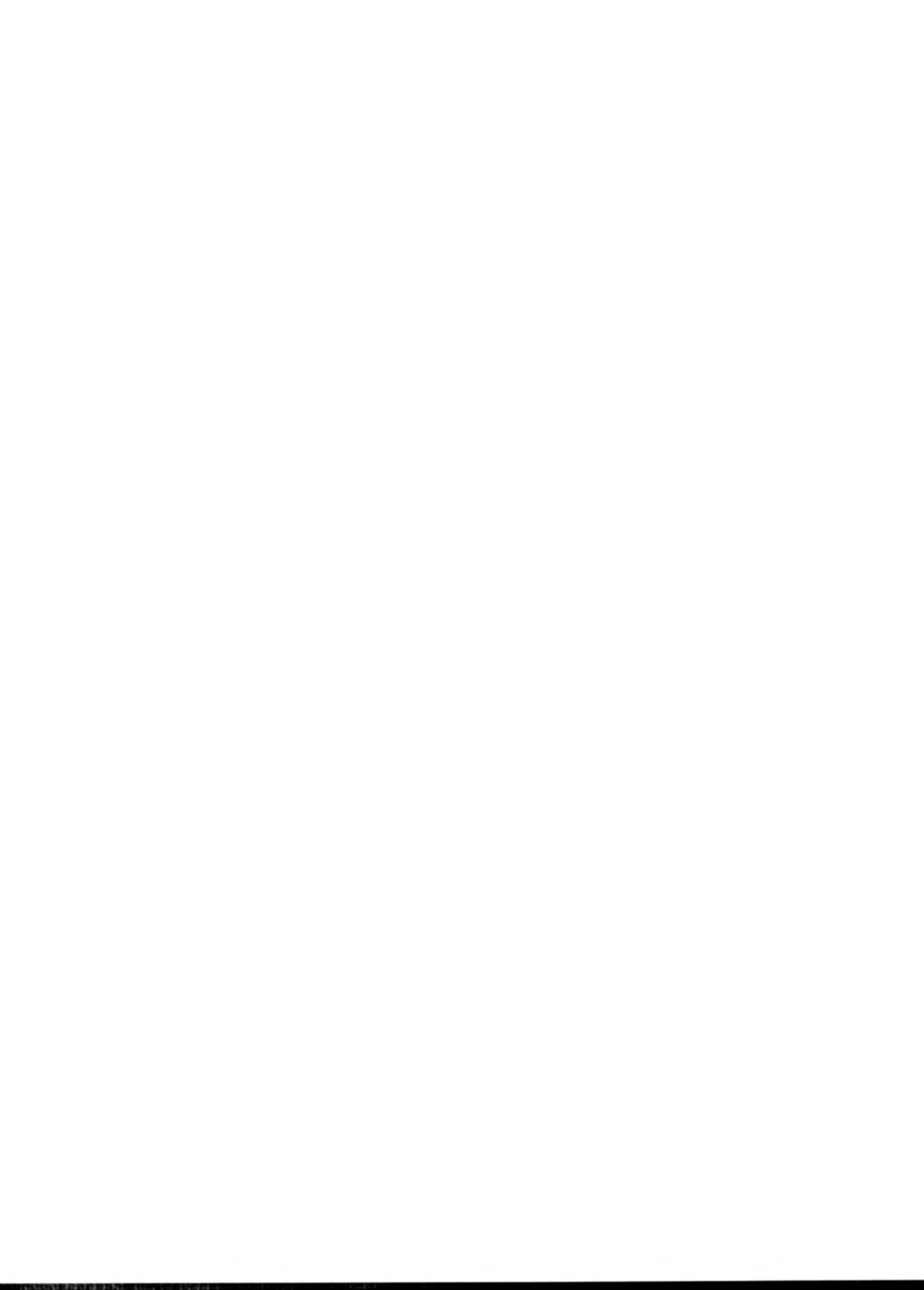
The Academy is open every day of the year for 10:00 A. M. to 5:00 P. M., and the public attendance averages over 3,000,000 per year. Since the opening of Cowell Hall in May of 1969, the maintenance and guard departments have been understaffed.

We commend Director Doctor George E. Lindsay, Associate Director Robert T. Orr and the entire staff for their ability to maintain and improve the California Academy of Sciences.

Arnold Blum

Wayne R. Burke

William A. Flynn, Chairman



WAR MEMORIAL

During fiscal 1969-70, major maintenance and improvements were made in the Opera House, the Veterans' Building and the San Francisco Museum of Art.

The present facilities are overcrowded. If San Francisco is to be provided with the various musical events which desire to book into San Francisco it is essential an addition be added to the War Memorial complex. At present an architectural firm is in the process of developing working drawings as well as cost estimates for the building and adjacent 1,000 car parking facility. The location of the proposed Performing Arts Center to be located on the property west of Franklin Street, between Grove and McAllister Streets.

The Grand Jury Committee recommends that a study be made of the 1100 seat theatre in the Veterans' Building for possible use as a modern, up to date legitimate playhouse. Such a venture would in our opinion be another source of badly needed revenue.

THE SAN FRANCISCO PUBLIC LIBRARY

The San Francisco Public Library encompasses the Main Library, a business library, a bookmobile and twenty-six neighborhood branches.

The present Main Library building is totally inadequate to efficiently serve today's needs and grossly inadequate to serve estimated future needs.

The Arthur D. Little Company is presently concluding a study of the Public Library services as they relate to the needs of a new Main Library. The final report will be issued about December 10, 1970.

Preliminary indications are, the ADL will recommend construction of a 550,000 square foot building on the Marshall Square site (across the street from the present building). Further, that by 1975 it is expected the Library will occupy about 400,000 square feet. The additional space would be used for other City needs. The present Main Library building would be converted to miscellaneous convention and office needs related to the Civic Center. Cost estimates for the new building and conversion of the present building



for other uses - based on 1973 dollars would be about \$38 million - financing would be by general obligation bonds.

The Library Commission, the City Librarian, John F. Anderson and his staff are in our opinion, doing a very commendable job. And will continue to do so, if provided with the necessary working tools.

The Library is understaffed. Its current staff of 370 serving the general public is 15 short of the minimum requirement of the American Library Association for a City the size of San Francisco. The San Francisco Library should, in our opinion, be permitted to upgrade its present level of staffing. Doing so would not only permit it to render better service but would also permit its rendering more hours of service.

The 1970 - 71 budget is about the same as the 1969 - 70 budget. Insufficient finances hinders the progress so badly needed to bring the Library up to minimum standards. It could also start a downward spiral which may be difficult to contain.

Subscriptions for periodicals must under City Charter be bid on a one year contract. This condition prohibits the Library from taking multi-year subscriptions. If permitted multi-year subscriptions, an estimated \$15,000.00 to \$18,000.00 annual savings would be effected. We believe multi-year bids can be obtained and still be in compliance with the City Charter by inserting a cancellation clause in the contract. We recommend that the City Librarian pursue this matter with the City Attorney.

The annual savings of \$15,000.00 to \$18,000.00 could then, hopefully, be diverted to purchase of books - which are badly needed.

The entire Library personnel are to be congratulated on receiving two National awards. Also for its many interesting and educational programs for serving the citizens of San Francisco - particularly students who are tomorrow's leaders.

The Committee urges that top priority be given to the Library in budget and personnel matters.

BOARD OF PERMIT APPEALS

The Board of Permit Appeals is charged with the responsibility of hearing appeals of citizens from the decisions of the Departments of Public Works, City Planning, Police, Fire and Public Health.



The present filing fee, regardless of subject matter, preparation and time involved, is a flat \$10.00 per appeal. During the fiscal year 1969 - 70, the Board heard 416 appeals. The filing fees totaled \$4,160.00.

The Board is presently considering a graduated fee schedule which will be more remunerative with the services rendered. If approved by the Board of Supervisors it is estimated that under the new schedule the annual fee would be \$16,000.00 to \$18,000.00 per year.

The Board of Permit Appeals and its Staff, in our opinion, are generally doing a sincere, conscientious job for the benefit of citizens who have occasion to appeal decisions of the other departments.

William A. Flynn

Gustav Knecht, Jr.

Wayne R. Burke, Chairman



CORONER

The City of San Francisco can be proud of our Coroner's Office.

Coroner Henry W. Turkel, M. D. displays enthusiasm and pride in his department normally reserved for a beginner so that it is difficult to realize he is in his 19th year.

During his tenure the work and its thoroughness have increased three fold yet his number of employees remain the same.

He maintains top quality staff by sharing University of California Pathology and Toxicology professors on a part time basis.

Each M.D. performed 800 autopsies as reported for the year ending June 30, 1970. Most complete and informative report.

Doctor Turkel compliments the San Francisco Boards of Supervisors who over the years have allowed him to keep up with new equipment so that his facilities are as modern as any in the country.

PORNOGRAPHY

1970 offered no greater example of "Changing Times" than in the field of pornography and obscenity.

The Committee shocked and gravely concerned from their findings at mid-year requested the jury further investigate and take action to prevent the showing of sexual acts on stage and screen.

The Jury reacted and by a majority vote requested the San Francisco Board of Supervisors and the California Senate to pass legislation they were at that time considering. The Senate of the California Legislature did not pass the requested Bill No. 806.

The Jury condemned all exhibition and sale of obscenity and pornography in San Francisco and supported the efforts of the trial courts and the Police Department in enforcing the laws.

The Board of Supervisors responded that any such legislation if appealed to the federal court would probably be found to be unconstitutional.

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PORNOGRAPHY (continued)

Within a period of months restrictions of what may be shown or said in a public place are gone. Movie houses are showing all sexual acts with sound on colored screens. Newspapers, that should aid in the maintenance of public morals, are accepting money to advertise these shows.

The majority of the jury still abhors the existing permissiveness.

WE AGAIN IMPLYRE THE SAN FRANCISCO BOARD OF SUPERVISORS AND THE CALIFORNIA STATE LEGISLATURE TO ENACT LAWS FORBIDDING THE PUBLIC DISPLAY OF WHAT WAS UNTIL RECENTLY CONSIDERED OBSCENITY AND PORNOGRAPHY.

POLICE DEPARTMENT

The Police Committee of the 1970 Grand Jury has made personal visits to all Police units and facilities. We have met with Chief of Police Alfred J. Nelder and discussed with him the various problems affecting the department and the programs in effect to combat those problems. We have accompanied officers during their patrol hours to acquire first hand knowledge of the department and its operation. During the past year we have learned a great deal about the department.

Since the appointment of Alfred J. Nelder as Chief of Police on February 9, 1970, a great many new programs have been started in the Police Department. We would like to comment on a few of them.

APPOINTMENTS AND ASSIGNMENTS

It has been the policy of Chief of Police Nelder to assign members of the department to appointive positions on merit and demonstrated ability to perform the duties of the position. In addition, Chief of Police Nelder has made it a practice to make appointments to positions having jurisdiction over major units of the department from the rank of Captain. Some of the appointments which have been made from the rank of Captain are the Department Secretary, Director of Planning and Research Bureau, Property Clerk, and Director of Criminal Information.

Assignments as officer in charge have been made from the rank of Lieutenant for the important units such as Bureau of Special Services and Intelligence Unit.

This policy of making appointments and assignments from ranking members of the Department, which has the full support of the



APPOINTMENTS AND ASSIGNMENTS (continued)

Police Commission, has improved the morale of the members of the department immeasurably.

A Captain of Police has been designated commanding officer of the Headquarters Crime Prevention Unit, consisting of the Parks and Beach Squad, Helicopter Unit, Dog Patrol Unit, Tactical Squad and Mounted Unit. This important division of the department now has the command authority to effectively carry out its many functions.

The Police Committee commends the Police Commission and Chief of Police Alfred J. Nelder for upgrading the various bureaus within the Police Department by appointing members with sufficient rank, experience and ability as commanding officers.

SPECIALIZED UNITS

Assignment to a specialized unit is a commendable goal for any member of the department. To assign officers to such units, unless they have demonstrated their ability to perform its specialized functions, is detrimental to the morale of officers who are worthy of transfer because of their past work.

In our study of the department, we have been impressed with the caliber of the officers who have been assigned to the Bureau of Inspectors, Narcotics Unit, Juvenile Bureau and other specialized units. All of them have outstanding records and are deserving of the confidence that has been placed in them.

We feel this is a good policy that should be followed in the future. When officers know that good work is rewarded, morale is high.

PARKS AND BEACH SQUAD

The formation of this squad by Chief of Police Nelder shortly after his appointment as Chief has been instrumental in reducing crime in many of the city's parks, and particularly in Golden Gate Park. Many arrests have been made by this special unit and the department has been commended by the citizenry and the employees of Golden Gate Park for making it safe once again to work in and enjoy.

We commend Chief of Police Nelder for having the foresight to attack the problem of crime in the parks by the formation of the Parks and Beach Squad and by equipping them with mini-bikes so they could patrol all areas of the park. Their success to date has been tremendous and we would recommend that the unit be increased as personnel become available so that it can operate in all of the City's parks and along the Ocean Beach.



POLICE UNIFORMS

All members of the department, with the exception of those assigned to plainclothes activities, such as Inspectors, are required to wear their uniforms while on duty. The effect of this has been to show more uniformed officers on street patrol to prevent crime.

We believe this is an excellent policy and should be continued.

CIVILIAN EMPLOYEES

The Police Department was granted additional civilian employees in its 1970-71 budget for the purpose of releasing police officers for duties for which they are specially trained. Civilian employees are replacing police officers in the Bureau of Communications, City Prison, Bureau of Identification, Traffic Bureau and other units of the department. This program, when completed, will enable the department to assign in excess of one hundred patrolmen to street patrol duty.

We endorse the policy of using civilians in place of police officers whenever possible so that police officers can be assigned to active police duty. In this connection, we would recommend that jurisdiction over the City Prison be removed from the Police Department and placed under the control of the Sheriff or some other city department. The City Prison is a custodial activity, and as such should not be under the supervision of the Police Department.

POLICE YOUTH PROGRAM

Cognizant of the importance of the police working with youth, Chief Nelder, shortly after his appointment as Chief of Police, initiated a Police Youth Program. Officers assigned to this program work out of the Juvenile Bureau and visit the various public and private schools in San Francisco to discuss police and crime problems with the students and to give them an understanding of the role of the police in society and their responsibility as good citizens. Over 40,000 school children have participated in the program and results have been good.

Students have been brought to the Police Range at Lake Merced for demonstrations by various units in the department, such as the Helicopter Unit, Dog Patrol Unit, Parks and Beach Squad, etc. This program has brought a closer understanding between the student and the police department. During the summer school vacation, students were taken on a trip to Disneyland, boating and fishing trips were arranged, and lessons in golf and bowling were provided.



POLICE YOUTH PROGRAM (continued)

This program, which is one of the first of its kind in the country, has been accepted by the School Department; in fact, daily requests are made by the various schools to have members of the program talk to the students.

The program is a well-rounded one and we recommend that it be continued and expanded.

DRUG ABUSE PROGRAM

As an adjunct of the Police Youth Program, Chief of Police Nelder instituted a Drug Abuse Program which is one of the finest of its kind in the country. Officers assigned to this program visit the city's schools and bring to the students an awareness of the dangers of narcotic drugs. By educating students as to the evil of drugs and drug addiction, the Police Department hopes they will avoid drugs.

The Police Committee knows full well that the juvenile drug problem is on the increase. We think the Police Department's program will be an effective weapon to combat this problem and commend the Police Commission and Chief of Police Nelder for attacking it so forcefully.

"OPERATION CHECKPOINT"

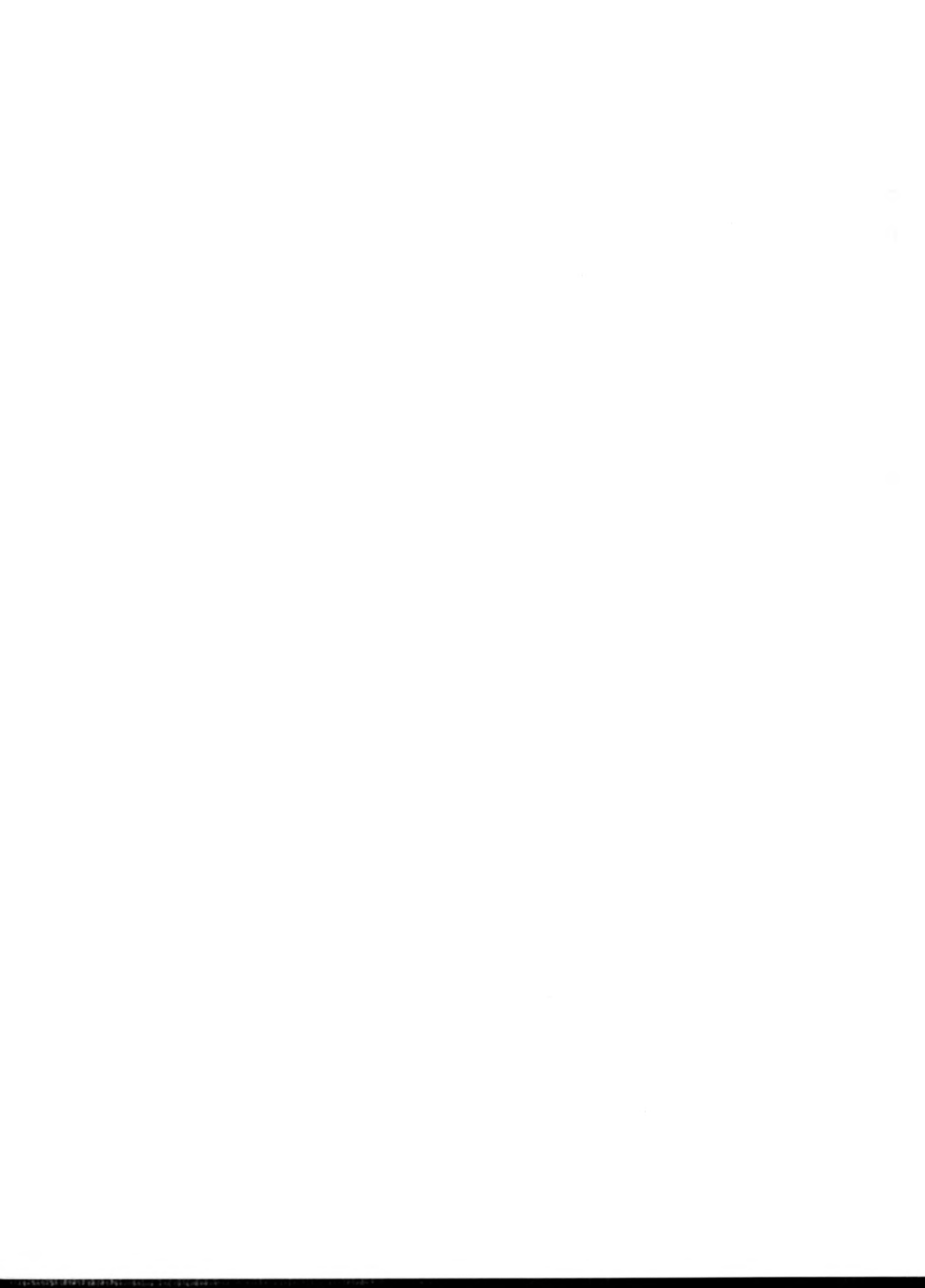
To combat the rising number of auto thefts, a special squad was formed to conduct periodic checks of drivers and autos at specified locations. The program, entitled "Operation Checkpoint" has been successful not only in apprehending drivers in stolen cars but in making arrests for various crimes. This activity plus a city-wide effort by all department units, has been instrumental in substantially decreasing the number of auto thefts during the past year.

The Police Committee recommends that this program be continued.

SUGGESTION PANEL

For the first time, a Suggestion Panel has been formed within the department. Officers have been urged to submit any suggestions they may have to improve the operation of the department. To date, there have been several suggestions submitted and approved by the Panel which are in the process of being put into operation. In this manner, the department is making use of the expertise of its many members to the fullest extent possible.

The Police Committee believes the use of a Suggestion Panel is a forward step in police administration and congratulates



SUGGESTION PANEL (continued)

the department for using the thoughts of all its members rather than of a few.

POLICE COMMUNITY RELATIONS

Greater emphasis has been placed on Police Community Relations and the personnel in this unit has been increased.

Members of the unit are working closely with other units of the department in all areas of the city. This unit has been successful in reducing social tensions in our city. The unit also cooperated with the U. S. Marine Corps in organizing summer vacation trips to the Marine Corps camp at Pickle Meadows. During the summer school vacation, athletic programs were conducted to keep youngsters busy and off the streets. The success of the various programs of the Police Community Relations Unit has resulted in a lessening of tensions between youths and the Police.

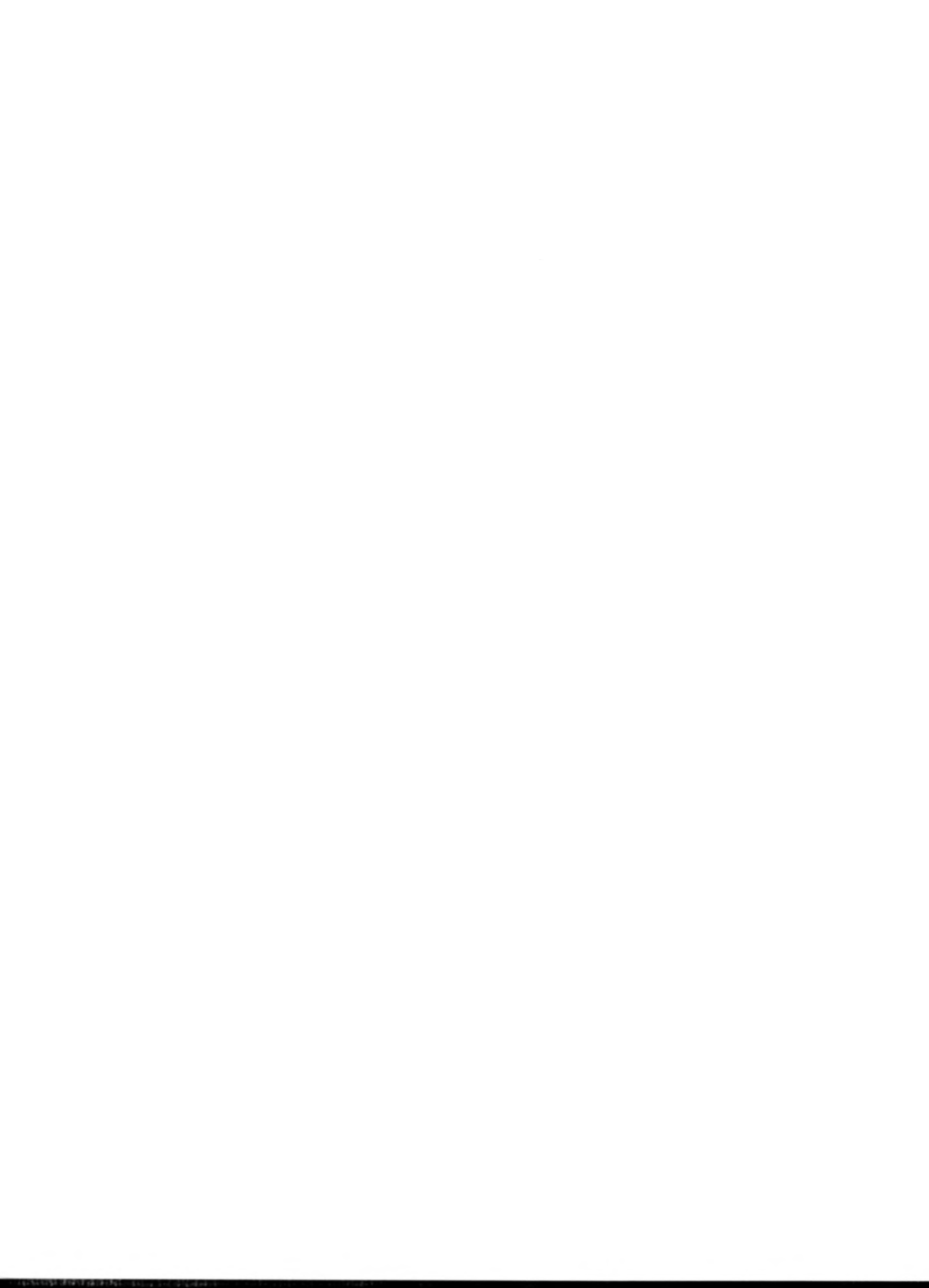
A close relationship is maintained between this unit and the Juvenile Bureau so that their different programs with youth will not overlap but will complement one another.

To better understand the culture and language of the Spanish speaking community numbering approximately 110,000 people, Chief of Police Nelder arranged for thirty members of the department to attend the Centro Social Obrero Language and Vocation School where they will be taught the Spanish language and be able to establish better communications between the Spanish speaking people of San Francisco and the Police Department.

A similar program has been started within the Chinese community where six officers are going to school to learn the Chinese language and customs. This will result in better communications and understanding with approximately 60,000 Chinese speaking members of our community.

POLICE OFFICERS TRAINING FUND

During the past year, the Police Department recommended and had approved an ordinance establishing a Police Officers Training Fund within the department. The money for this fund comes from the Peace Officers Standards and Training Commission of the State of California and is payment to the department for expenses incurred by the department in training its members. The establishment of the Police Officers Training Fund now makes it possible for the department to greatly expand its training programs without reducing the amount of police protection provided for the citizenry while officers undergo training. It should be noted that the funds received from the Peace Officers Standards and Training Commission (POST) to pay for this expanding training is not tax funds but is an assessment



POLICE OFFICERS TRAINING FUND (continued)

levied on fines paid by persons convicted of criminal offenses. For every \$20.00 or fraction thereof of a fine, the person is assessed an additional \$5.00. Thus, criminals who are fined for criminal offenses must contribute to a fund used for better training of police officers. In our modern society where training is so important, it is vital that the Police Department provide as much training as possible for its officers.

That the new programs put into effect in the Police Department since the appointment of Alfred J. Nelder as Chief of Police by the Police Commission have been successful is evidenced by the decrease in the number of major crimes committed when compared with 1969. While crime has been increasing in California and throughout the United States, serious crime in San Francisco has decreased.

RECOMMENDATIONS

In its study of the Police Department, the Police Committee learned first hand the working conditions and problems of police officers. We have studied the fringe benefits provided by other police departments in California as well as those provided for civilian employees in San Francisco. We have found that the working conditions and fringe benefits provided for the San Francisco Police Officers are not comparable with those of other jurisdictions. We feel this is an injustice and should be corrected as soon as possible. Some of the benefits we would endorse are:

1. Premium pay for night work
2. Longevity Pay
3. Incentive Pay for officers with special qualifications.

In conclusion, we would like to commend the members of the Police Commission and Chief of Police Alfred J. Nelder for their efficient administration of the Police Department. We would also like to commend the officers of the department for their devotion to duty and for the courageous manner in which they have protected the people of San Francisco. We regret that during the past year four courageous young members of the department were killed in the performance of duty. Their deaths have been a tremendous loss not only to their families and the Police Department, but to the City of San Francisco as well.

SAN FRANCISCO HOUSING AUTHORITY POLICE

Work accomplished by these men range from plumbing, electrical and window repair service to settling family disputes besides actual police work.



SAN FRANCISCO HOUSING AUTHORITY POLICE (continued)

We found these officers to be most dedicated and successful in promoting race relationships amongst the minorities who constitute the bulk of the residents in the San Francisco Housing Project.

We suggest these men be authorized to wear a star marked: "SAN FRANCISCO HOUSING AUTHORITY POLICE" instead of "Special Police".

It is the feeling of these men that such a star would command more respect.

Gene F. Cervelli

Edison T. Uno

Jack M. Lipman, Chairman



PORT AUTHORITY

The Port was transferred from State to City and County operation in February 1970.

The Port's basic goal this year is to improve port facilities cargo handling methods. Its principal objective is to provide the home port for Lighter Aboard Ship (LASH) vessels. In this connection the following projects have been proposed. Some are presently underway.

- (a) 48-acre LASH terminal in the India Basin area.
- (b) Grain terminal on Islais Creek channel.
- (c) Container terminal on some 110 acres immediately adjacent to the LASH terminal.
- (d) Two-berth 48-acre facility in India Basin, which will be a primary container facility.
- (e) An additional 80-acre facility at the Alvard Grant, adjacent to Central Basin.
- (f) Ferry Port Plaza in the area now occupied by Piers 1 - 7.
- (g) U.S. Steel multi-purpose passenger terminal in the areas now occupied by Piers 14 - 24.

Major improvements to upgrade existing piers for modern cargo handling also include strengthening the apron and increasing its width at Pier 23.

The Ferry Port Plaza and the U.S. Steel building projects are extremely controversial and as of this date have not been resolved. This Committee has no recommendations regarding these matters. However, we do believe the port should use its facilities to their best economic usage as required under the transfer act. Further, that the Port Authority should utilize its property to its best financial advantage.

Regardless of the final outcome of these controversies the Grand Jury feels that the requirement that the Port Authority spend a minimum of \$100 million from bond issues or other sources over the next 25 years for new maritime facilities or improvements to the Port is unwise and should be removed. We believe the capital



PORT AUTHORITY (continued)

requirements for the Port over such a long period of time should be determined by those responsible for the operation of the Port and not rigidly set by State law.

The line budget used by the City and County of San Francisco is for a business venture, a difficult procedure. The Port Authority has recommended the budgeting procedure of the State of California. This Committee also recommends that the line budget be changed.

Under Civil Service, employees are more difficult to obtain. Also approval of contracts are slower than under State operations. Hopefully discussions will bring about a mutually satisfactory resolution of these matters.

The Grand Jury Committee commends the Port Authority on its aggressive program for developing the Port into one of the world's outstanding ports.

William A. Flynn

Gustav Knecht, Jr.

Wayne R. Burke, Chairman



DEPARTMENT OF SOCIAL SERVICES

Meetings were held with the top administrative staff of the Department of Social Services and with members of the Social Services Commission, and a review was made of the functions, responsibilities, and operations of the Department.

The caseloads of the Department have increased by about 20% in the past year, the same as the nationwide increase in welfare rolls during this period as reported in the press. No additional employees have been provided to this Department since July 1, 1969, despite the one-fifth increase in workload. As caseloads continue to increase, the Department will be beset by increasing problems unless necessary staff is provided to handle the increased workload.

RECOMMENDATION: That an adequate number of staff be provided to handle the increasing workload of the Department.

Not only have the budgeted positions not been increased, but the Department is faced with from 50 to 100 unfilled positions at any one time because of delays in the filling of vacancies resulting from civil service lists of eligibles not being available and from the time consuming procedure which must be followed in filling vacancies.

RECOMMENDATION: That civil service examinations be held promptly as they are needed and that the processing of requisitions for personnel be expedited in all ways possible by the Civil Service Commission and others involved.

For the past five years, Grand Juries have recommended that the offices of the Department of Social Services be centralized in the 13th and Mission Streets area where the Department now occupies two City-owned buildings at 150 Otis Street and 1680 Mission Street. This would eliminate the other three widely scattered buildings: two leased buildings at 965 Mission Street and 1360 Mission Street and the City-owned building at Bush and Stockton Streets, surrounded by the Sutter-Stockton Garage. Such a concentration of office space would result in increased operating efficiency of the Department and would remove these offices from downtown San Francisco.

There are proposals from two non-profit corporations now before the Board of Supervisors which would make this concentration of offices possible with little if any cost to San Francisco above what is now being paid for rent and which would, in addition, result



DEPARTMENT OF SOCIAL SERVICES (continued)

in an expansion of the Sutter-Stockton Garage to take in the property now occupied by the 585 Bush Street building. At the end of a period of 25 years, the City would own free and clear the property which would be purchased in the 13th and Mission Streets area, and any additional cost in the interim would be more than offset by savings resulting from increased operating efficiency.

RECOMMENDATION: That the Board of Supervisors give favorable consideration to the proposals for the expansion of the Sutter-Stockton Garage and for the purchase and remodeling of office space and facilities for the Department of Social Services in the 13th and Mission Street area.

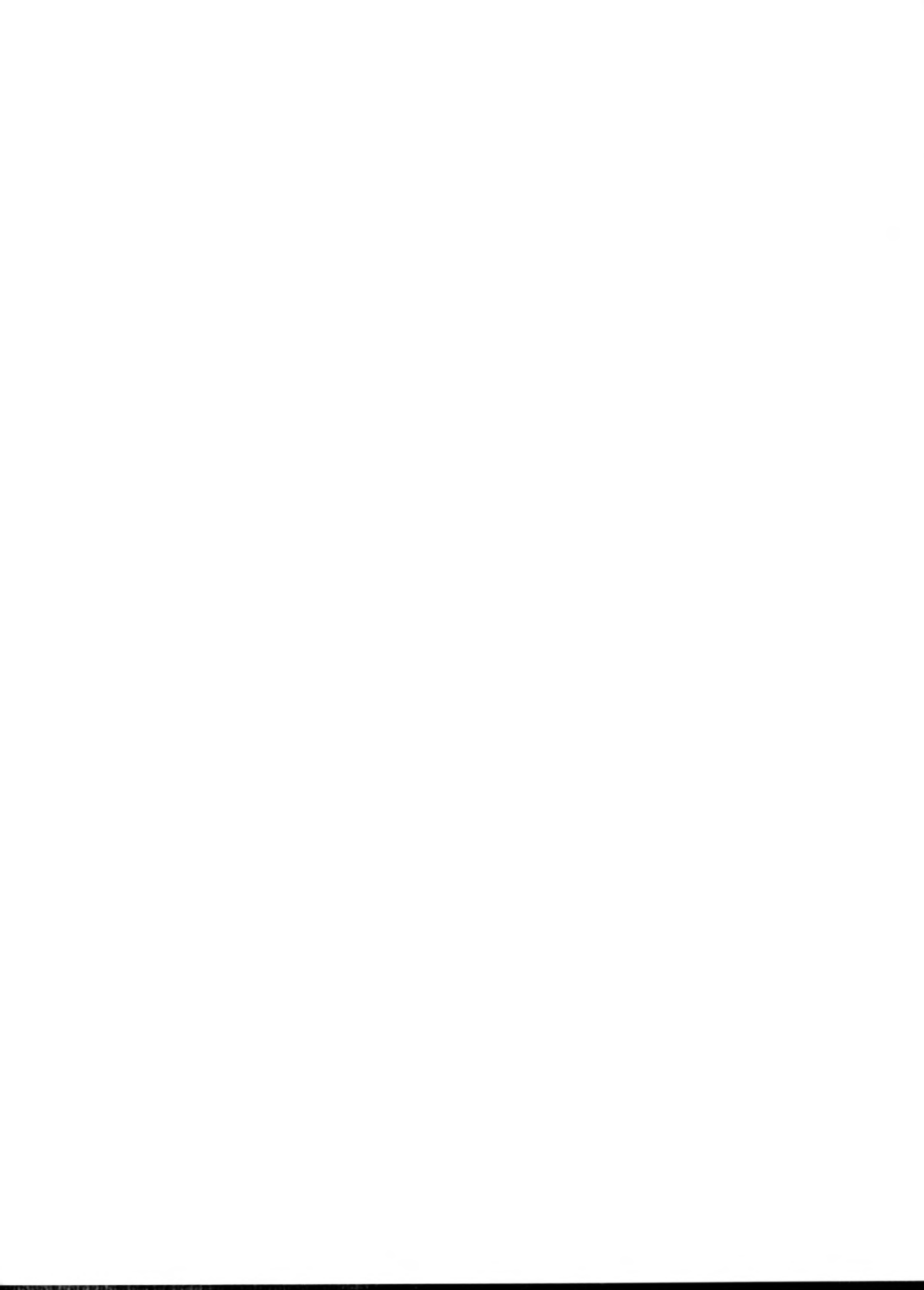
The total expenditures of the Department of Social Services for the fiscal year 1969-70 were \$105,571,829. The San Francisco taxpayers' share of this was \$25,616,543, or 24% of the total, with the balance being paid by the federal and state governments. During the past five years from fiscal year 1964-65, the total expenditures increased by 81%. The federal share of the cost increased by 101%, the share met by the state increased by 61%, while that met by local taxes increased by 114%. An increase in funds is needed from the broader tax base of the federal and particularly of the state government to ease the burden on the local taxpayer.

RECOMMENDATION: That all efforts continue to be made to seek increased financing of the public welfare programs from the federal and state governments.

Rudolph W. Arfsten

Gene F. Cervelli

George Sanderson, Chairman



SUPERIOR COURT

There is a tremendous backlog of cases both in the civil and criminal divisions of the Superior Court. There are over 7,000 civil cases and approximately 800 criminal cases. The law is so written that unless a defendant in a criminal case waives his right to trial within sixty (60) days, then the court must try the case within this time limit.

There are many situations contributing to the backlog of cases in the criminal division - an increase in the crime rate, a greater protection of rights of the defendants is required, which often increases the length of trials, and a need for the Legislature to change some laws and procedures to assist the judiciary.

The Judges of the Superior Court are well aware of the backlog of cases on the criminal calendar and under strict legal procedure these criminal cases are to receive the first attention in court proceedings. As an answer to this problem Judge Francis McCarty in 1969 established a Master Criminal Calendar as a recommended procedure to speed up the disposition of these cases. He was followed in this work by Judge Robert J. Drewes.

Currently Judge Walter F. Calcagno is handling the Master Criminal Calendar and he has started the necessary preparation to make use of data processing methods to assist the court in a better control of the criminal calendar. January 4, 1971 has been set as the target date for the start of this program. In this endeavor he is being assisted by court attaches Ralph Sheehan, Robert Elb and Mrs. Virginia Trader.

The initial operation of this program will be expanded within several months. Additional information will be added to the program so as to assist other departments connected with the courts - District Attorney, Public Defender, Sheriff, Adult Probation Department.

It has been brought to the attention of this Committee that there are available funds from various governmental sources and private foundations to help update administrative procedures in the courts. It is necessary to develop an initial and substantial plan before money can be applied for. We recommend that this source of money be investigated as to availability.

This Committee reviewed the methods of establishing trial jury panels used in the Superior Court. In 1965 Judge Raymond J. Arata, then Presiding Judge, initiated the first order to start the



SUPERIOR COURT (continued)

use of data processing methods in the selection of trial jurors. The processing of trial jury panels is at its ultimate point of development, insofar as data processing is concerned. It has been a benefit not only to the Superior Court but to the County Clerk and the Sheriff. It has allowed the court to make better use of personnel and was the source of personnel to start the Master Criminal Calendar. This system of trial jury processing is operated and maintained at an extremely low cost figure.

The Presiding Judge, Carl H. Allen, and the Executive Officer, Bernard J. Ward, have many problems to contend with in the administration of the courts, but the problem that is of most concern is the need for space and the need is immediate.

There is an urgent need for a courthouse building. In 1920 the Superior Court was placed on the fourth floor of the City Hall. Original plans called for a courts building to be constructed in the Civic Center, but funds were not available, and the courthouse was not built. The fourth floor of the City Hall was originally intended for a storage or loft space. So for the past fifty years the Superior Court has been housed in a loft or storage area. Definite efforts should be taken by the judiciary, the legal profession and interested citizens to construct a courts building. San Francisco is the only county in the state without a courthouse.

The Legislature has approved the appointment of two additional Superior Court judges and these judges will soon be appointed by the Governor. These additional judges will help somewhat to relieve the pressures on the criminal and master calendars, but these appointments alone will not bring the calendars in line.

Presiding Judge Carl H. Allen has inaugurated a system of using temporary judges to help relieve some of the court's backlog of cases. These temporary judges are lawyers whose names have been furnished to the court by the Bar Association, and these men hear one or several cases. The court is to be commended for using every means possible to bring the court's calendar up to date.

We wish to commend the Judges of the Superior Court and their attaches for the work they are accomplishing under very adverse conditions, not of their making, and to the people of San Francisco we urge them to take a strong position for their judges and their courts, and see that they have all of the administrative help and assistance that is required in these troubled times.



LAW LIBRARY

This Committee is concerned with the accommodations of the Law Library under the direction of Librarian Harold E. Rowe. We have inspected the operation of the library and found it well organized and useful to the judiciary and legal profession.

The library serves the legal profession in research on law and legal matters. The number of volumes grows each year. It is unfortunate that they must store books in basement areas where there is the possibility of damage. Again the problem of space and the need for a courts building presents itself. The law library should have sufficient room in any court structure that is built.

ADULT PROBATION

This Committee visited the Adult Probation Department, which is presently under the direction of Mr. Warren Jenkins, who is Acting Chief Adult Probation Officer. We believe that he is doing a good job and is to be complimented for his interest and efforts.

The Adult Probation Department has a tremendous work load. The Department is under the jurisdiction of the Judges of the Superior Court. Besides handling persons placed on probation by the court, this department is handling and responsible for the collection of moneys from absent fathers who are court obligated to pay child support, the collections of fines imposed by the courts, and the collection of money of restitution ordered by the courts. This results in a tremendous amount of work and requires a large staff to handle all of the persons under supervision.

Under Warren Jenkins this department has established the start of a data processing procedure to handle the paper work for the probation officers and a means of controlling and accounting for the moneys from absent fathers, restitution, and fines. Jenkins has enlisted the assistance of data processing department personnel to establish this program which will be extremely helpful and effective in management of the department and ease the work load of the probation officers.

This Committee has learned that where defendants are



ADULT PROBATION

placed on probation instead of being sent to state prisons, under most circumstances the City and County, under a subvention process, will be given moneys. It is known that some persons can be maintained in society as probationers, and in most instances improve their lot, at a considerably less amount than if the persons were placed in prison. This is not a new thought of releasing persons, non-violent, back to society as soon as possible or on straight probation.

There has been some public discussion of combining the Adult Probation Department and the Juvenile Probation Department. We would strongly recommend against such a practice. It might possibly look like a saving at first glance, but a study should be conducted before this is done. This Committee believes that the two fields of juvenile and adult probation are dissimilar. National figures indicate that more money and time is spent with the juvenile - because of dependency and youth - than on the adult offender.

Stuart R. Adams

Maurice L. Goldman

Harry E. Gray, Chairman

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YOUTH GUIDANCE CENTER

It is the feeling of the current committee that if San Francisco is to continue operating a Youth Guidance Center, a forward-looking program should be initiated. The present Board does an admirable and commendable job with the tools they have to work with. There is an ever-increasing need of financial aid, both for supervisory personnel and maintenance as well as the necessity of caring for the tremendous number of cases which are referred to the Center every day.

In certain areas of maintenance, the City seems extremely shortsighted in not selecting the assistance and counsel of the San Francisco Building Trades Industry to aid in teaching and supervising the young people, who are inmates, in doing something constructive with their time. The need for constructive advice and supervision is most pressing. Such a plan could be of immense benefit to the young people.

As for supervisory personnel, two men per cottage, which is the term used for each dormitory area, may be adequate as long as there is no trouble. It appeared to this committee that if thirty-five to forty seventeen-year-old boys decided to rebel - emergency bell or not - a lot of damage and casualties could result before peace and order could be restored.

To simply reiterate last year's report - as well as the report of 1968 - seems a superfluous job. However, we do feel impelled to itemize the major areas where improvement is essential.

1. The building and grounds are entirely inadequate to satisfactorily care for the ever-increasing number of cases that the Center is required to deal with. Not only are additional classrooms and recreational areas needed, but due to the overcrowded cottages, both for boys and girls, additional detention areas should be available with the additional staff to maintain them. This would help eliminate a serious security problem by decreasing the ratio of supervisory personnel to inmates.
2. Due to the strict schedule which must be adhered to so that order can be maintained, there is too much leisure time between appointed tasks. There should be supervised direction during the entire day and even after dinner. Help from volunteers and the Guardsmen is a great asset, but the need for



YOUTH GUIDANCE CENTER (continued)

additional recreation facilities and supervisory personnel is urgent.

3. It is also urgent that delinquents be separated from neglected or abandoned children and treated accordingly.
4. There are two honorary camp type schools for boys at La Honda: Hidden Valley for 10 to 15-year-olds and Log Cabin for 15 to 17-year-olds. There is no such facility for girls. While the camps share a recreation hall and swimming pool which causes obvious problems, there are far greater needs that must be met before attempting to improve these camps.
5. There is a definite need for youth counselors. There should be available men or women whose sole responsibility is gaining the confidence of their charges and trying to rehabilitate them and not to sit in judgment of them. A great many of the youths are runaways, subjects of neglect or those who have been picked up for some minor violation of the law. These cases should be counseled rather than censured, and qualified personnel should be available.

As stated at the beginning of the report, the men and women who are charged with the operation of the Youth Guidance Center and/or its various facets do a tremendous job and are to be highly commended. While their struggle for improvements and what they must surely feel essential changes may seem futile, they continue to do an outstanding job. They conceal their frustrations and maintain an optimistic attitude in the hope that some of their requests might be granted.

ART COMMISSION

The Art Commission is dedicated to the betterment and aesthetic beauty of the city of San Francisco. It is composed of ten members, appointed by the Mayor, and representing a cross-section of cultural and business executives. This Commission along with the six ex-officio members (made up of the Mayor and presidents of the de Young Museum, the Legion of Honor, the Public Library, the Recreation and Park Commission and the City Planning Commission) have a sphere of influence over six major categories.



ART COMMISSION (continued)

First, and perhaps one of their main responsibilities, is the approval of the design of any structure built on city property. This also includes the approval of any gift offered to the city.

In line with the above, it is the implementing agent for the 2% ordinance, which allows up to 2% of the cost of any public building to be spent for the building's beautification. This can be used for art work, statues, or in any way that the Commission feels will add to the beauty of the city.

It is in charge of the outdoor art show and is empowered to spend up to \$5,000 to acquire art works for public offices.

Another of its responsibilities is the neighborhood arts program. This is a relatively new endeavor and is just now being noticed and appreciated.

The Art Commission is in charge of the Civic Choral Group and produces the summer Pop Concerts.

The entire Commission does an outstanding job and on a very limited budget performs a very necessary service for the city. Under its very able Executive Director, Martin Snipper, the Art Commission continues to operate on an ever increasing high-level of efficiency.

Wayne R. Burke

William J. Welsh

Maurice L. Goldman, Chairman



CIVIL SERVICE COMMISSION

The 1970 Grand Jury Committee studied at great length previous Grand Jury Reports, as well as being aware of much written and vocal criticism of the Civil Service Commission and the General Manager, Personnel.

In deciding how best to investigate the Civil Service Department some obvious facts influenced our course. They were:

- (1) The General Manager, Personnel serves at the pleasure of the Commissioners. Shortly after the strike of city employees early in 1970 the Commission held a meeting to decide whether or not the General Manager should be removed. The meeting was publicized and interested parties were invited to testify. To our knowledge not one department head attended. The General Manager was retained.
- (2) Later in the year in a meeting with Mayor Joseph L. Alioto a question was raised concerning the General Manager and previous grand jury recommendations asking for his removal. The Mayor stated that the General Manager was doing a good job in a very difficult position.

It was decided by the Committee to concentrate on the broad problem areas which need to be corrected before substantial improvements can be realized.

Two problems which are inter-related and which we consider serious, have been existing for some time (1) limited tenure and (2) the City Charter.

LIMITED TENURE: This method of hiring was a hold-over from World War II when there existed a tight labor market. It has been in use ever since. Previous Grand Jury Reports have suggested abolishing Limited Tenure. Nothing has been done. Presently there are some 2,000 Limited Tenure Employees. During this year, Commissioner John Molinari submitted a resolution which was supported by the Commission, recommending the phasing out of Limited Tenure over a two year period. This will necessitate an appropriation of approximately \$600,000 a year for two years. It is to be used to clean up the backlog of some 300 examinations. In Mr. Grubb's presentation to a joint meeting of the Board of Supervisors' Finance and Personnel Committees, he stated that it costs the City \$5,000,000 a year to maintain this hiring practice. It appears that the savings to the taxpayers plus improved side benefits both to the City and to the employees make it mandatory that this resolution and the necessary funding be approved by the Board of Supervisors and the Mayor. We support the resolution.

In addition the Committee believes there is an injustice to those employees on Limited Tenure. They are without job security, plus the fact that they are not allowed to participate in the retire-



CIVIL SERVICE COMMISSION (continued)

ment fund and the health insurance programs. This tends to create dissatisfaction and poor morale which brings about low productivity among the Limited Tenures.

It is our firm conviction that if Limited Tenure is abolished many of the personnel problems that all departments are experiencing will be greatly reduced.

THE CITY CHARTER: The other problem which hampers Civil Service from working effectively, is the City Charter. If any progress is to be made in the operations of all the departments within the City, the Charter must be revised. The voters must be made aware of the high cost of operating the City with antiquated rules and regulations. It is the Committee's belief that the voters will demand some positive action when they learn of this cost.

Further, it is our opinion that in order for the City to get a fair share of qualified employees the Charter restrictions have to be removed. There are several examples where the City has lost qualified people to private industry because of the delay brought on by the miles of red tape which the Charter supports.

Another example of the short-comings of the Charter is the "protest proviso." The General Manager states that twenty percent (20%) of his staff's time is spent on challenges by those taking the examinations.

We find it impossible to comprehend when a qualified person seeks a position with the City why he or she has to wait on an average of ninety (90) days before being certified as a permanent employee.

The urgency of streamlining the Charter looms all the more important when you consider such things as collective bargaining by city employees. The city managers should be given the same advantages in bargaining as managers in other industries. We think the Charter prevents this.

Because of this and other associated problems we recommend the formation of a task force to start immediately to revise the Civil Service portion of the Charter. It is hoped that these revisions would be placed on the ballot during the year of 1971. We recognize the problems which the lack of time creates, however, we feel the rewards to the taxpayers and the City employees will be well worth the effort.

It is a matter of concern to this Committee that there exists in the annual salary ordinance an item which states that any department head who has had his position for five (5) years be guaranteed his existing salary if he be demoted. This in our opinion is a security which goes beyond that which the Civil Service should provide. A City employee should be compensated according to the existing pay

THE CITY CHARTER (continued)

scale for the position held. We recommend that this provision be discontinued in the future.

In conclusion, this Committee would point out that the lack of sufficient staff in the Civil Service Department indicates, as based on available statistics, that the San Francisco Civil Service Department ranks below many other similar communities.

RETIREMENT SYSTEM BOARD

This Committee visited with the Secretary-General Manager of the Retirement System Board, Daniel Mattroce, who with a great deal of competence reviewed for us the operations of this department. We have also visited with the Board Members and have attended a number of the official meetings to determine for ourselves the complete operations of the Retirement System Board, the actuarial, and the office procedures.

We feel that the Retirement Fund should receive prime consideration from the Board of Supervisors, the Mayor, and the Civil Service Commission in obtaining or retaining acceptable and experienced investment counsellors. It is our feeling that more lucrative salary provisions would attract outstanding investment counsellors. The Retirement System in several instances in the past has been unable to compete with other municipalities and/or business and industry in obtaining or retaining recognized investment counsellors. This fund amounting to millions of dollars should receive the attention and considerations that it deserves.

We feel that it should be the province of the Retirement System Board to propose the necessary inducements to obtain and retain at all times recognized investment counsellors and that in the event that this was not possible, that the Board should have the power to engage on a contractual basis the services of recognized investment house and/or banks.

The Retirement System has experienced difficulty in the past with the application of data processing methods to the tabulation and control of employees and City contributions to the Retirement Fund. There has been discussion of seeking outside agencies to bring this processing up to date. There has also been discussion in seeking another method or system to accomplish this. We would feel that first there should be a summit meeting of the Mayor, Board of Supervisors, Retirement System Board, the Controller and the Manager of Data Processing to determine that the present operation of data processing could accomplish the desired end of bringing the



THE CITY CHARTER (continued)

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RETIREMENT SYSTEM BOARD (continued)

contributions, etc., up to date. Then, if the decision was that this could not be accomplished and another system was to be applied, that the new or second system should be one that could be converted to the operations of the present Data Processing Department's methods and machinery.

It was the report of several previous Grand Juries that the records of employees should be consolidated into one source of information that could be used by Civil Service, Retirement and Health Service. It is the feeling of this Committee that this is something that should be undertaken as soon as possible to help in the streamlining of employee records. It is possible with a combination of this type of record keeping that the work of the various departments would be lessened and that the Data Processing Department could handle the combination effectively. It would be the suggestion of this Committee that if this arrangement was positively considered, that the Data Processing applications should be first by individual departments and then combined.

HEALTH SERVICE SYSTEM

The Health Service System operates under a Board Method consisting of five (5) members elected by the City employees and ex-officio members consisting of the Chairman of the Finance Committee of the Board of Supervisors, a representative from the office of the City Attorney, and the Executive Director, Lyle J. O'Connell. The Health Service System Board operates the health service programs for the City employees.

The personnel under the direction of Lyle O'Connell are to be complimented for the patience they exhibit in carrying out the duties of the office. It is often perplexing for people in dealing with health insurance and doctors and hospitals, especially in time of personal stress. The various interviewers in this office show a great deal of concern and patience for those needing information and services.

As Members of the Grand Jury and also Members of a Particular Committee or Committees, we receive copies of audits conducted into various departments of the City and County. We are unaware of receiving any audit from this department. We want to make this clear. We investigated the operations of this department and find no critique of the department from a financial control standpoint, but we would say that from a sound business standpoint and as a protection to the employees using the system, the Board and the Executive Director in charge of the system that an audit should be conducted of this very



HEALTH SERVICE SYSTEM (continued)

important department. We would recommend to the Board and to the Executive Director that a request for this audit should be made part of the budget requests for the next fiscal year.

We also recommend to the Health System Board that they include in the next budget request funds to allow the Executive Director to attend conventions and business meetings concerned with the interest and advancement of health service systems. It is very necessary for the officials of this department to be aware and alert to the many changes in health insurance and programs and the ramifications of the application of Medi-Care and Medi-Cal. The City should make the means available for officials of this department to be in contact with others in the field through organization meetings and conventions.

ECONOMIC OPPORTUNITY COUNCIL

The City Attorney rendered an opinion in 1966 which stated the following:

"The Grand Jury has no jurisdiction to routinely investigate the Economic Opportunity Council, because it is not a county office, but is only a private non-profit corporation."

In 1969, the District Attorney concurred with the above ruling.

Based on this opinion, the Committee decided not to investigate this agency. However, the Chairman did meet with the Executive Director of the Economic Opportunity Council and found him very cooperative.

Because of the ruling by the City Attorney which limits the Grand Jury's investigative power, the Committee recommends that this organization be dropped from future County Grand Jury's responsibilities.

Rudolph W. Arfsten

William P. Greene

William J. Welsh, Chairman

1. The first part of the document discusses the importance of maintaining accurate records of all transactions.

2. It is essential to ensure that all data is entered correctly and that the system is regularly updated.

3. The second part of the document outlines the procedures for handling customer inquiries.

4. It is important to provide prompt and courteous service to all customers.

5. The third part of the document describes the methods for analyzing sales data.

6. This analysis helps to identify trends and areas for improvement.

CONTROLLER DEPARTMENT

The 1970 Grand Jury Committee on the Controller's Department, composed of Foreman Raymond Hackett, Committee Chairman W. P. Greene, and members Stuart Adams and Harry Gray, met with Nathan B. Cooper in his office on April 2, 1970 for a fireside chat as to the conditions of his department, Personnel and Data Processing.

Mr. Cooper had some answers to queries that were on the vague side, i.e., Data Processing at present costs the City \$1,890,000.00 per year. Asked about forecasting the needs for the next 5 or 10 years, programming and costs, he was very evasive. In today's business world it is imperative and very necessary to look forward, and more so, in the City and County of San Francisco Government accounting and the means to the end result. Again the question of limited tenure was brought about with the answer that Civil Service did not come up with the proper examinations to fill certain vacancies. At this point, we would like to say that in certain categories, the starting salaries are not high enough to attract men or women from industry. After further questioning about controls and other figures, we were told to talk to Mr. Martin Judnick, Chief Accountant, General Audit Division.

Our first meeting with Mr. Judnick was on April 16, 1970 and a general discussion on many points of accounting and procedures of the City were talked over. This meeting allowed me to see the General Ledger of Accounts Receivable. One item of \$180,170.00 for Interceptor Serwer-Bancroft-Griffith, entered on books August 18, 1969, still outstanding at this date.

Authorization Board of Supervisors Resolution No. 190-67 approved March 23, 1967, reads as follows:

Authorizing the Chief Administrative Officer and the Director of Public Works to execute and file application and execute all documents required in connection with an offer and acceptance of Federal Grants for sewage treatment works.

Further: Offer & Acceptance.

The Grant Contract was executed by S. M. Tatarian, Director of Public Works, on July 23, 1969, whereas the enabling Resolution No. 190-67 was approved March 27, 1967. It appears that said Grant Contract (Controller's copy) was not executed by the Chief Administrative Officer as required. Resolution No. 190-67 not approved by the City Attorney as provided in Charter Section 26. Further investigation disclosed that upon completion of the project the cost



CONTROLLER DEPARTMENT (continued)

was charged against a Sewer Bond account, rather than the account receivable.

Subsequently, after this disclosure, a journal entry was made. Our Point in this disclosure is, that proper supervision and control are not maintained in the Controller's Department. Further discussion with Mr. Judnick brought to light the fact that Federal and State Grants to the City and County of San Francisco as of March 31, 1970, unaudited, totaled in excess of 94 million dollars, with full knowledge that in the next 10 years this amount could be doubled with the anticipated increase of cost and inflation. This total of 94 million was a document in detail prepared by Mr. Judnick, unaudited, and presented to Mr. Cooper, the Controller, on June 9, 1970, and a copy was given to Mr. W. P. Greene, with the understanding that the Grand Jury would give Mr. Cooper several weeks to digest the contents. On July 20, 1970, THE EXAMINER headlined their article about the amount involved, the document was given to them by Mr. Cooper.

On July 23, 1970, ten (10) members of the Grand Jury met with Mr. Cooper and Mr. Judnick and discussed the document in detail. The conclusion of the Grand Jury of Mr. Cooper's answers to the various questions was negative, to say the least. He did bring to light one receivable due from Golden Gate Bridge Highway District since 1929-30 in the sum of \$367,210.55 (this was set up on the books before Mr. Cooper took office). Why this item was still carried as a receivable all these years is not understandable. Again, poor control and supervision. A letter addressed to Mr. W. P. Greene, stating that an opinion in the Golden Gate Bridge and Highway District vs. Luehring case, the City and County of San Francisco cannot recover this money. Opinion of City Attorney T. O'Connor confirms the facts.

When this situation was called to the attention of Mr. Cooper, his assistant, Mr. Gonsolin, appeared before the Grand Jury with documents showing that a "Reserve" had been set up on May 6, 1959 for this amount. Again, poor control and supervision, as the item of \$367,210.55 was carried as a receivable and the Reserve not shown. This amount has finally been removed from the General Fund as of this date. Again, in the month of July 24, 1970, to be specific, newspaper article 'Bart Denies Owing City the Sum of \$337,000.00.' This sum of money is for work performed by City employees on Bart projects for the years 1964 to 1970.

A letter by S. M. Tatarian, Director of Public Works regarding billing of this amount: "Shortly after our billing in April 1969 there occurred a major staff change in our Bureau of Accounts. The accountant in charge was promoted to a position with the Board of Education and his position has been filled, since his departure, by an accountant of the Bureau on a temporary basis. This person was



CONTROLLER DEPARTMENT (continued)

unaware that bills were outstanding and that bills for some work had not been invoiced." (Since then instructions have been issued in order to avoid a repetition of the unfortunate situation.) These three incidents prove only one thing in accounting: if you have a C.P.A. firm audit books, all items on the books should be audited, and specifically in the Controller's Department where the Receivables are not verified. As in the case of Golden Gate Bridge and Highway District, it is reasonable to believe that there are other items in this category. All the more reason for a C.P.A. to do a more thorough job.

As of November 25, 1970, Mr. S. M. Tatarian's Office informed members of the Grand Jury that all but \$33,000.00 of the above amount has been collected.

The examination of the Employees Retirement System as of June 30, 1969, was performed by Farquhar and Heimbucher and finally submitted to the Controller under date of August 18, 1970, 13-1/2 months after starting. The Grand Jury is of the opinion that such a report should be returned in at least 90 days and should be so stipulated in the contract with any C.P.A. firm employed. In this report of examination on page 6, discloses the market value as of July 1, 1970 of common and preferred stock held on June 30, 1969 was approximately \$7,170,000.00. There is no mention of the market value of Bonds in this report.

The monthly Cash Audit is known as such, a monthly report. The last report submitted to Mr. Cooper by the General Audit Section was at the close of business December 31, 1969 and presented as of July 22, 1970, a lapse of over six months. The reason for such time delay rests in the Outstanding Warrant Division, as no reconciliation of Outstanding Warrants has been made available to the General Audit Section. Granted only the Cash has been counted and checked with the Treasurer each month.

The Grand Jury after looking over the physical properties of the Warrant files that are maintained in a loft with boxes and boxes of Warrants; these should be in a fireproof vault; in the case of a fire in this loft both life and properties could be lost. It is our suggestion that this situation be corrected within a reasonable time.

In order to comply with the Charter, Governmental Accounting Section 26905 quotes "Examination of Treasurer's Books". "Not later than the last day of each month the Auditor shall examine the books of the Treasurer as of the close of business of the preceding month to determine that the Treasurer maintains current and adequate records for internal control of transactions of his office and that the records of the Treasurer are in agreement with the records of the Auditors". This has not been done for six months due to the

CONTROLLER DEPARTMENT (continued)

tie-up in Reconciling Warrants Outstanding!

Again, lack of control and supervision on the part of the Controller's Department.

It is the conclusion of the 1970 Grand Jury that a very comprehensive study should be made of the Controller's Department relative to developing and maintaining systems and procedures and better coordination between various City and County departments, including the Board of Supervisors, Mayor's Office and the Controller's Department, and including numerous State and Federal agencies, to meet present day requirements.

It is believed that the City would be better served if a new division or department be established for the handling of all Federal and State grants and subventions and that an adequate staff be employed full time to supervise these funds, that at present are all out of line as far as supervision, control, billing and collection of receivables due within a reasonable time. System is very antiquated.

In the C.P.A. report for any fiscal year all outstanding receivables should be verified and any exceptions and uncollectible items should be noted in their report.

As noted previously, some items outstanding for years now appear as uncollectible, amounting to thousands of dollars (unaudited to now). It is also suggested that each department check periodically with the Controller's Department to verify their records with the Controller, and his audit staff verify said report and report back to the Controller any exceptions.

As of September 30, 1970 Martin Judnick, Chief Accountant, General Audit Division, retired and up to the date of this publication he has not been replaced and there is no indication from Civil Service when an examination will be available for this most important position in the Controller's Department.

As stated earlier the Grants receivable by the City can become enormous.

1. Three specific instances within a week occurred.
\$Five (5) Million Dollars for San Francisco Redevelopment Agency.
2. It is expected that the San Francisco Redevelopment Agency will require \$40 Million Dollars to complete the project. The Agency to ask for \$21 Million Dollars immediately.



CONTROLLER DEPARTMENT (continued)

3. City to apply for \$22 Million Federal Grant under the Urban Mass Transportation Act of 1970.
4. All of these figures add to the immensity of the Grants; and the City will be asked to match some of these funds.

All of these projects take money and in many instances the City advances money for long periods of time, cash outlays, and then the various government agencies are billed for the monies. It is the opinion of the Grand Jury that some method should be devised to enable the City to receive some interest on the monies advanced for all or a portion of these amounts.

The 1970 legislative session enacted Government Code Section 980, effective November 23, 1970.

Government Code Section 980 reads:

"Whenever a request for payment from the state of a local entity pursuant to the terms of a contract for the construction of a public work project as defined in Section 1720 of the Labor Code is properly filed and the validity of such claim is not disputed or has been settled or agreed upon, payment of such claim by the disbursing officer of the state or public entity shall include interest at the legal rate of 7 percent per annum commencing 90 days after the proper submission of such claim."

Mr. Cooper has advised all Department Heads as of November 20, 1970 Instruction No. 649 that contract payments be processed promptly. This affects only State Contracts and not Federal.

The 1970 Grand Jury also recommends that the Finance Committee of the Board of Supervisors ask the Controller for a complete report up to date on Grant projects and that Grants as such not be put into the General Fund of the City, but a separate Ledger and controls be established.

Stuart R. Adams

Harry E. Gray

William P. Greene, Chairman



MUNICIPAL COURT

Many of the situations that prevail in the Superior Court are also problems in the Municipal Court - case loads, space requirements, new judges, updating administrative procedures, etc. We do not want to minimize the Municipal Court in not stating these matters in full, as it would only add to the length of this report and be repetitive.

The Municipal Court has a great number of cases, often with the same repeating defendants, in crimes that are classed as "crimes without victims," such as alcohol addiction, homosexuality, drug addiction. In addition, the Municipal Court has the supervision of the Traffic Fines Bureau and the Traffic Court.

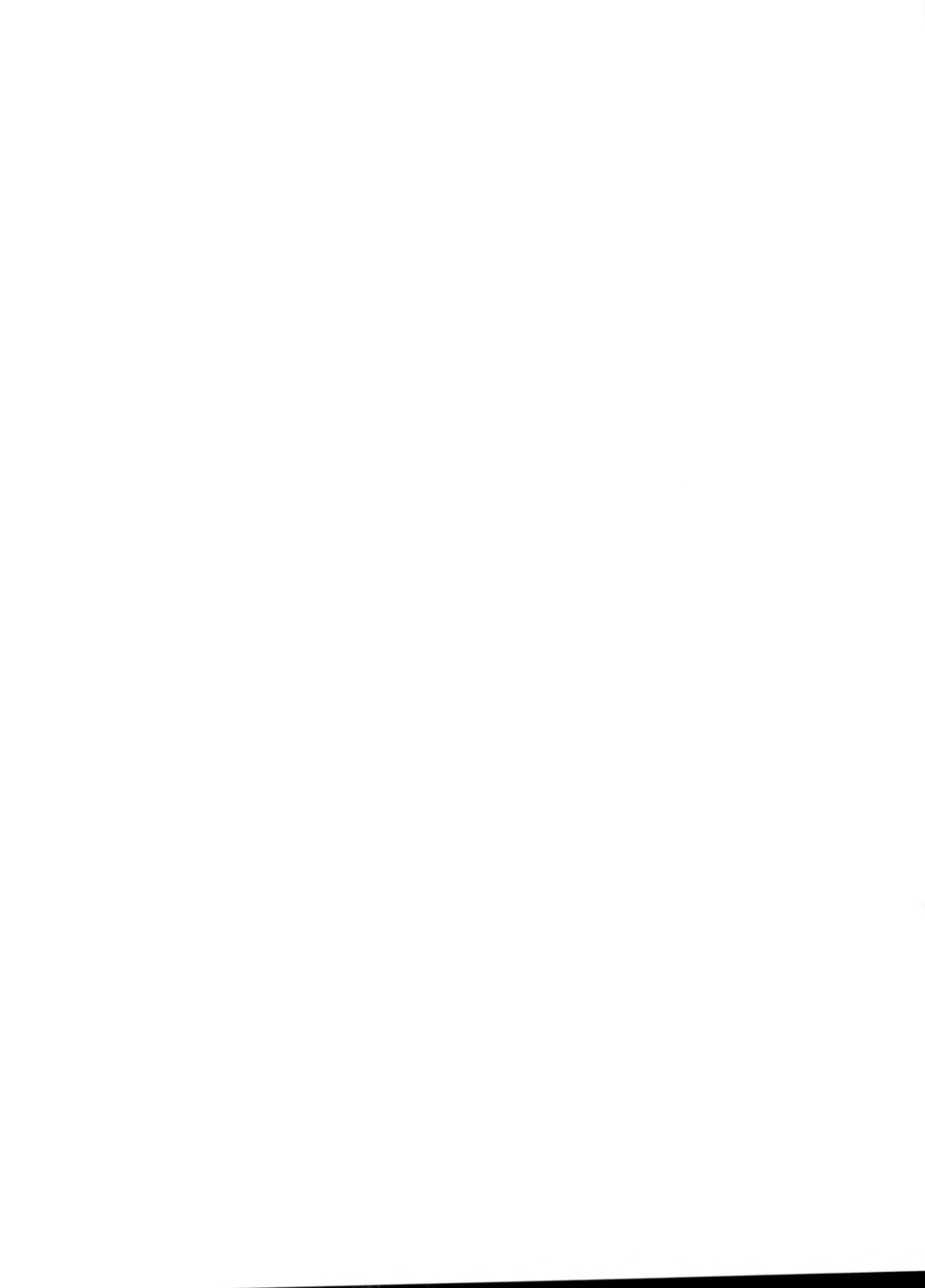
The Presiding Judge, Leo R. Friedman, Court Secretary, James J. Cannon, and Jury Commissioner, Bruno Fardin, are faced with many administrative problems, the most pressing are the traffic fine, which is a matter of additional personnel, and the space problems for additional judges.

The Municipal Court has inaugurated a system of using only six (6) trial jurors on civil cases instead of the usual twelve (12). It is necessary, though, to have the approval of the attorneys on both sides of a case to function with only six (6) trial jurors. We commend the judges of the Municipal Court for their efforts to develop an experience factor in civil juries of reduced numbers.

There have been various comments on the use of Night Courts. We would think that an "in-depth" study should be made before any commitments are given toward establishing such a court system. Consideration should be given to the types and kinds of cases that a Night Court could handle. Consideration should be given to the amount of personnel that would be required to handle such matters without activating a large section of the Municipal Court. Currently the Municipal Court Judges are engaged full time on daytime schedules and it would be necessary first of all to determine how extra judges could be provided for the Night Courts and still at the same time keep the daytime schedule of courts to full capacity.

Presently the Municipal Court is developing an excellent system for establishing trial jury panels and the initial processes for data processing application to the court calendars.

Stuart R. Adams
Maurice L. Goldman
Harry E. Gray, Chairman



ASSESSOR'S OFFICE

This office under the guidance of Joseph E. Tinney has been most enlightening. He and his Administrative Assistant, Val King, have done a remarkable job of efficiency in streamlining every phase of his office.

Assessor Joseph E. Tinney announced that San Francisco's assessable land, buildings and personal property have a full cash (fair market) value of over \$9.5 billion.

Property in San Francisco is assessed at 25% of fair market value and the Assessment Roll for 1970-71 reflects assessed valuations of \$2,385,574,264, an increase of \$33,869,273 over last year's Roll.

1) The assessed valuation of land and buildings, reflecting new construction, alterations, re-valuations of large office buildings and equalization procedures, showed a gross increase of more than \$49 million over last year. Deductions for acquisitions by tax exempt entities, demolitions, etc. amounted to upwards of \$16 million in assessed valuation. Further deductions due to Constitutional exemptions increased over \$3 million in assessed valuations.

2) New construction added 446 units to the Roll. A breakdown of this figure shows 226 dwellings, 82 apartment buildings, 42 flats and 96 commercial and industrial structures.

Major alterations to existing properties, which resulted in increased valuations, amounted to 1,475.

There were 135 demolitions during the past year and 403 properties were acquired by tax exempt agencies. The Redevelopment Agency alone removed from the Roll property amounting to \$4,465,100 of assessed value. Decreases in the Roll amounted to \$11,653,724 of assessed value due to demolitions, revaluations, fire damage, reductions made by the Assessment Appeals Board and acquisitions by BART and tax exempt entities.

3) Assessed valuations of Constitutional exemptions such as veterans, welfare, churches, colleges and orphanages, rose from \$104,876,585 last year to \$107,944,874 this year, an increase of \$3,068,289.

4) Tangible personal property (business inventories, machinery and equipment) including the estimated assessment of state-assessed properties, amounted to \$284,483,280 in assessed valuation, an increase of \$3,173,041.



ASSESSORS OFFICE (continued)

5) Exemptions for which S n Francisco will be reimbursed by the State fall into two categories: homeowners' exemptions and business inventories. Homeowners' exemptions numbered 76,208, an increase of 1,151 over last year, carrying an assessed valuation of \$57,155,875, an increase of \$863,125.

DURING THE YEAR OF 1970 (10) PERMANENT AUDITING POSITIONS WERE FILLED BY CIVIL SERVICE.

MOST ALL OF THE WORK IN THIS DEPARTMENT, THAT SHOULD BE, IS ON DATA PROCESSING AND HAVING SEEN THE FULL ACCOMPLISHMENT OF THE END RESULT IT SHOULD BE A MODEL FOR THE REST OF THE DEPARTMENTS OF THE CITY.

TREASURER

This most important department in City government is under the able supervision of John J. Goodwin.

During the year 1970 two changes took place in this department. For many years bank deposits of the City and County of San Francisco have been secured by the actual deposit of certain types of bonds, i.e., either United States Treasury Bonds or bonds of municipalities. As of July 1, 1970, all of these bonds were returned to the respective banks and receipts for the amounts involved were delivered to the City Treasurer, relieving him of the work load of cutting coupons on all of these bonds at least twice a year and delivering said coupons to the various banks. The dollar value of this exchange amounted to some Three Hundred Millions of Dollars (\$300,000,000).

The second change was the relieving of regular San Francisco Police Department officers from their duty of guarding the office of the Treasurer of the City and County of San Francisco, a measure that has been a tradition with this office for many years. They have been replaced by civilian Police employees with no Police background. As explained to the Grand Jury members they will be trainees at the Police Academy. Their uniform is a jump suit of light blue color and they will have a Police badge of sorts and side arms. Time will tell of their efficiency.

This office handles the equivalent of approximately Six Millions of Dollars (\$6,000,000) in warrants and over a period of one month over One Hundred Forty-six Thousand (146,000) warrants are



TREASURER (continued)

processed. It has been one of the major projects in this department to have sufficient manpower to do a proper job. Since Welfare is now paid twice a month it means the handling of double the number of warrants as before and this will require more manpower. IT IS OUR REQUEST THAT AT LEAST FOUR NEW EMPLOYEES BE REQUESTED FOR THE TREASURER'S OFFICE.

One recommendation the Grand Jury would make would be in the security measures in this office. In order to gain admittance to the office proper it is necessary to be admitted through a gate controlled from inside the office. The security vault in the inner office should be under joint custody, i.e., two persons should have control of keys to and from this area. In several visits to this area the Grand Jury noticed that securities and other valuable documents, coupons, coin and currency were in open spaces on counters and desks. We think that in joint custody each entry to and from the vault proper should be recorded in a permanent book of entry disclosing the time of day and the day of the month and year.

ELECTRONIC DATA PROCESSING DEPARTMENT

The Electronic Data Processing Department is under the direction of Mr. Henry Nanjo. After several meetings of the Grand Jurors with Mr. Nanjo, some clarification as to the many problems that face this department was brought to light so that the Grand Jurors could discuss them.

The cost of this data processing project for the year 1969-1970 was estimated at \$1,890,000. It is one of the objects of this department to update the data processing machinery so that a greater input and consequently a greater output will result. The cost for the year 1970-1971 is estimated to be \$2,350,000. Our thoughts are that if the present machinery cannot produce the end result, of greater output, is it feasible to order new equipment?

It has been the findings of many Grand Jurors in their contact with many of the department heads that the department heads felt that there was not a harmonious relationship between themselves and data processing people.

This field is so enormous in that it can process work for all of the departments of the City and County and it is difficult for people not thoroughly acquainted with this work to know what actually takes place or what is needed for the Data Processing Department to function with their particular departments.



ELECTRONIC DATA PROCESSING DEPARTMENT (continued)

As mentioned in the Report on the Office of the Assessor it took about two and one half years to get the full and final effect into proper order, but it was only with the full cooperation on both the part of the staff of the Assessor and the programmers and other personnel in the Data Processing Department that a satisfactory result was achieved.

Also, Ralph A. Sheehan, Administrative Assistant to the Executive Officer of the Superior Court, Bernard J. Ward, has worked over five years to bring about a completely automated system for the processing of trial jurors from the time the names are drawn from cross-section listing to the time the trial jurors are actually placed in service.

These two instances represent a great deal of work and close cooperation by Mr. Tinney and his staff and Bernard J. Ward and his staff with the personnel of the Data Processing Department.

A comment about the November 1970 Election Returns. It has been noted that ninety percent (90%) of the returns were counted by 1:00 A.M. the next morning which is a great improvement over the June 1970 returns.

The staff of the Data Processing Department should be at a total of 275 persons as approved by the budget. There were 30 vacancies. Part of the problem here is in the fact that it is difficult to obtain personnel for salary reasons. The starting range in some categories in San Francisco is \$795.00. In Alameda County the starting salary is \$862.00, and in Los Angeles County it is \$914.00. Mr. Nanjo reported that after an employee is with San Francisco for some time and an opening occurs in Alameda County, the employee leaves San Francisco for the higher paying job.

It is our belief that in many of the departments some of the Data Processing work or most of it could be done by a Data Processing Center at about the same cost (if a cost basis could be obtained from the city on its own items) or less. If the work is sent to these centers they have a deadline to meet for the output and every effort is put forth to meet these deadlines. We have been advised that the Retirement Board has investigated the output of the Bank of America facilities to update the Bond Portfolio.

In this field of Processing Centers their manpower is geared for the many problems of daily transactions and in most instances they have some specialists that have the answers and we strongly feel that this phase of Electronic Data Processing should be investigated. Due to the great amount of new and old projects some completed and some not, that every effort should be made to have a sum of money budgeted in the coming year for a qualified team to overhaul, investigate, and recommend the various programs as they are and what they should be.



ELECTRONIC DATA PROCESSING DEPARTMENT (continued)

As mentioned before with the cost increase year by year, the management team should scrutinize this department in detail.

Previous Grand Juries have reported in many instances the updating of departments by certain dates and it is our belief that this has not been accomplished in this year of 1970.

Stuart R. Adams

Harry E. Gray

William P. Greene, Chairman



THE ROLE OF THE DEPARTMENT OF CITY PLANNING

The Department of City Planning is both charged by law and functionally concerned with the following kinds of planning activities, all as part of the planning and development process:

1. The preparation of plans, programs and basic policies on a comprehensive, city-wide basis. The time scale of such plans, programs and policies is both immediate and long range.
2. The preparation of district plans and development programs for distinct areas of the city, as delineated by unique locations, special circumstances, or identifiable physical, social or economic problems.
3. The provision of special reports, development plans and professional services as related to implementation of plans and programs.
4. The conduct of continuing responsibilities and tasks, such as formal response to Master Plan referrals; preparation of case materials for the Commission's monthly Zoning Hearing; review of non-conforming uses and zoning violations; coordination of design review process; and provision of a sizeable public information service.

PROGRESS AND MAJOR ACHIEVEMENTS DURING 1970

Comprehensive Planning

In June, the Department published The Improvement Plan for Residence -- A Proposal for Citizen Review. The contents of this document focus on establishment of longer-range objectives and policies for housing and the translation of these into shorter-term targets and programs. Major recommendations of the report represent a combined effort of the Mayor's Office, Housing Authority, Redevelopment Agency, Human Rights Commission, Department of Public Works, Real Estate Department, and City Planning. Nearly 2500 copies of the report have been distributed at large. Following an intensive period of public review, the document will be revised and portions presented to the Planning Commission for adoption as part of the Master Plan.

In April, the fourth annual issue of Changes in the San Francisco Housing Inventory was published. It noted that the city achieved its smallest one-year net gain in housing of the decade.

The Urban Design Study, in progress for nearly two years and

financed in part by a federal grant of approximately \$180,000 is now approaching completion. This year preliminary reports Nos. 4, 5, 6, 7 and 8 were published, entitled respectively Existing Form and Image, Urban Design Principles, Social Reconnaissance, Implementation Approaches, and Citywide Urban Design Plans. The final report will be published early next year, and following a period of public review, presented to the Planning Commission for adoption as part of the Master Plan.

Achieving a Common Information System, first published in February, 1969, was reissued in abridged form in October. It is the first step of the Department in establishing a means for the City to facilitate cooperative action in information collection, storage and use. Also in October, the Department published the first issue of Access: Newsletter for Common Information, intended to keep participants advised of progress and essential developments in establishing a common information system.

Another major emphasis during the year was in the development of a two-volume study geared toward transportation policies. The first volume, Background for Transportation Policies, will contain an exhaustive review and analysis of existing and projected transportation problems and needs. The second volume, Basic Policies for Transportation, will present the objectives and policies of transportation planning as an element of the Master Plan.

Area Planning

The Federally Assisted Code Enforcement program (FACE) offers San Francisco a major opportunity for neighborhood improvement. The Department recommends areas in the City where FACE would be most beneficial, and once an area has been selected, prepares applications, provides neighborhood liaison, and assists in the development of a detailed public improvement plan. The housing rehabilitation program is administered by the Department of Public Works. Since the program was launched, federal loans and grants amounting to \$5.5 million have been appropriated to finance rehabilitation work in four neighborhood areas (Glen Park, Great Highway, Arguello Park and Buena Vista Heights). This year, the Department worked with residents of Alamo Square, Bernal Heights, Duboce Triangle, Inner Richmond and Upper Ashbury neighborhoods in developing improvement plans and federal grant applications totalling \$5.3 million for plan implementation.

In September 1969, the South Bayshore Plan was presented at a joint meeting of the Planning Commission and the Bayview-Hunters Point Model Neighborhood Agency. This year, Master Plan elements of the Plan were adopted by the Planning Commission, and the Plan is now used as the physical basis for model neighborhood planning. The Department spearheaded efforts in obtaining a \$50,000 federal grant



PROBLEMS FACED BY THE DEPARTMENT

The Department's staff is housed in two physically-independent structures; the main offices at 100 Larkin Street, and the annex at 1212 Market Street. This presents the obvious problems of decreased staff efficiency and coordination; increased burdens on staff energies for distribution of supplies and use of machines; and confusion in the public's mind when arriving for meetings and in picking up materials.

Another major problem is lack of funding for common information services and systems. Without essential data (on hand, up-to-date and reliable), the Department is placed in a most difficult position in formulating basic policies and in meeting the public's continuous demand for accurate, precise information. It is worth noting the great interest of the Police and Fire Departments in establishing this system, as related particularly to their public safety programs.

LOOKING AHEAD

The Department anticipates an increase of professional services as related to neighborhood planning and development programming. Perhaps the major thrust, however, will lie in staff efforts to develop and tie together the Basic Policies Report, a document of major significance to the City's long-range objectives and policies in terms of eleven community elements: residence, recreation, urban design, education, social services, health care, public safety, commerce, industry, manpower and transportation.

THE PARKING AUTHORITY

1. Programs administered:

The Authority administers the development of all off-street parking when such parking is a product of the revenues derived from the off-street parking fund or when the facility is built by a non-profit corporation with ultimate ownership to vest in the City of San Francisco.

- a. Goals - the continuing study of the need for future parking facilities so that they will be available concurrently with the demand therefor.
- b. Operation - the Authority acts as a catalyst between various



City agencies and private parties in order to implement the hereindescribed goal. Specifically, the Authority conducts surveys as to parking demand; investigates the financial feasibility of specific parking programs and, upon the accumulation of all the necessary data, makes its recommendations to the Board of Supervisors. Further, it conducts an on-going study of rate structures in order to, by means of rate revisions, balance parking supply with parking demand.

2. Programs:

- a. The service is City-wide in nature.
- b. Parallel agencies - the Authority works in close conjunction with the City Controller, City Planning Commission, Department of Public Works, and the Director of Property, through whose offices sites are acquired upon recommendation of the Authority.
- c. There are no state or federal agencies with related functions, except in those instances where the Authority can acquire sites for parking from the Redevelopment Agency at a cost less than the going value of the property. A portion of the Fifth and Mission Garage site, all of the land acquired for the Japanese Cultural and Trade Center Garage, and the Golden Gateway Garage were acquired in the foregoing manner.

3. Other information:

During the current fiscal year 1970-1971, two off-street parking facilities have been completed or will shortly be completed, as noted below:

- a. Neighborhood parking facilities, with financing from parking meter revenues:

Bay View District parking lot (Palou Avenue and Mendell Street) providing 15 spaces at a project cost of \$86,000.

West Portal District parking lot #2 (Claremont-Ulloa Streets) providing 24 spaces at a project cost of \$204,000.

NOTE: Completion of the above mentioned projects will bring the total number of neighborhood parking lots in operation to 21, representing 761 stalls at a cost of \$4,476,468.



for staff assistance to the Model Neighborhood Agency to implement its planning program.

For the past two years, the Department has established increasing liaison with community groups and individuals in the Chinatown area. This summer, the Department secured a federal grant of \$75,000 to finance an action-oriented planning project confronting two immediate problem areas: housing and recreation. A nineteen-member citizens advisory committee has been organized, representing a broad spectrum of the Chinatown community, and the committee meets publicly each month.

The Department is just now embarking on a neighborhood planning program in the Haight-Ashbury district, and is continuing with its area liaison activities in the Richmond and Mission areas.

Development Programming

Primary activities in this category include preparation of the annual Capital Improvement Program for the City, design review and implementation of Market Street reconstruction, and the Urban Beautification Program. The latter, a federal grant program, provides assistance to the City for improving the attractiveness of street areas and other public places. The amount of the award for the 1969-70 program will be about \$422,000.

Additionally, the Department completed its review and recommendations regarding the Regal Pale Brewery Preliminary Redevelopment Plan, and continues to provide major amounts of staff time in the development review and programming process for the Northern Waterfront area.

Planning Code and Referrals

Administration of the City Planning Code (Zoning Ordinance) and Master Plan referrals are continuing responsibilities of the Department, as established by the Charter. Significantly, Conditional Use applications for fiscal year 1969-70 numbered 97, up from 62 for fiscal year 1968-69, representing greatly increased demands on staff resources and energy.

In addition to the above administrative work are two special studies of this year: Market Street sign control and the proposed Jackson Square Historic District.



4. New sites under consideration:

The Parking Authority's planning for additional projects includes the following parking facilities:

a. "Air Rights Project" over Mission-Bartlett Parking Plaza.

The Housing Authority will construct 131 apartment units for senior citizens over the existing parking lot. Present plans call for construction to commence in June 1971.

b. "Sutter-Stockton Garage Addition"

The City of San Francisco Uptown Parking Corporation has offered to finance the transfer of City land from the Department of Social Services to the Real Estate Department, and construct thereon at its own expense an addition to the existing "Sutter-Stockton Garage" by extending such facility to the southeast corner of Stockton and Bush Streets, thereby increasing such facility by 500 parking stalls, making a total of 1,370 parking stalls at an estimated cost of \$5,100,000, \$1 million of which will be paid to the City for use of the Stockton and Bush Streets property as an addition to the Sutter-Stockton parking facility.

This proposal is awaiting Board of Supervisors' approval.

c. "Union Street neighborhood parking facility" (Fillmore and Filbert Streets) 53 spaces at a project cost of \$473,600 has been referred back to the Parking Authority for further study.

d. "Yerba Buena Center Garages"

It is contemplated that two, 2000-stall garages will be developed to complement the overall redevelopment plan known as the Yerba Buena Center.

It is further assumed that the garages will be under municipal sponsorship, with policies similar to our other City garages. The estimated construction costs are \$24,127,340. The annual debt service requirements via non-profit corporation financing would be \$2,248,000.

This proposal should be presented to the Authority in the near future.

e. Projects under study requiring new site recommendations because of interim changes in original use:

Haight-Ashbury District (Haight and Cole Streets),
32 spaces



Outer Irving District (23rd Avenue), 40 spaces
Mission District (18th and Capp Streets), 38 spaces
Mission District (20th and Capp Streets), 74 spaces
Clement Street (6th Avenue), 28 spaces
Portola District (San Bruno Avenue), 22 spaces

5. Parking control:

The effort of a higher level of parking enforcement was clearly seen when meter revenues during the first six months of 1970 increased approximately 10%. This favorable trend reverses a long-term downward experience and the Authority reiterates its thanks to the Parking Committee of the Grand Jury of 1969 for having helped in obtaining the necessary increase in traffic controlmen.

This Committee believes that the parking garage tax has a destructive effect on the downtown "Shopping Center," where a healthy retail environment is a major factor in maintaining the City's tax base and its reputation as the hub of the Bay Area.

Therefore, the Committee believes that every effort should be made to maintain low rates in the City-owned garages such as Union Square, Portsmouth Square, Sutter-Stockton, Ellis-O'Farrell.

THE PURPOSE IN ESTABLISHING THESE GARAGES WAS TO PROVIDE INEXPENSIVE PARKING FOR SHOPPERS, NOT TO MAKE A PROFIT.

The Committee notes, for instance, that the rates for Union Square, where all indebtedness is paid off, has risen considerably in the last few years.

The rates used to be 25¢, then rose to 35¢, 30¢, 35¢ and now 45¢. It would seem that the original purpose of the garage is being lost to the detriment of the shopper and the downtown stores.

Regarding the garage tax, a survey by the Committee indicates that many private garage owners increased their rates by almost one-third before the new garage tax went into effect in order to overcome their estimated loss of revenue.

Following is a list of what some garages are now charging in downtown San Francisco:

St. Mary's Square Garage

1/2 hour 70 cents - each additional hour 55 cents
Maximum 24 hours \$4.00



System Parking - Kearny and Sacramento Streets

Day Rate 35 cents first 1/2 hour - 35 cents each
additional hour - Maximum \$3.00 (plus tax)
Monthly Parking \$62.50 (plus tax)

Portsmouth Square - Kearny Street

1st Hour 30 cents - 2nd Hour 35 cents - each additional
Hour 45 cents
24 Hour Maximum \$3.70

Metro-Park - Kearny and Washington Streets - (lot)

60 cents first 1/2 hour
Maximum 10 hours \$3.00

Savoy Garage - Kearny and Pacific

First hour \$1.30 - each additional hour 70 cents
Maximum to 6:00 p.m. \$2.75
Night Rates - first hour \$1.30 - each additional
one-half hour 70 cents - Maximum 24 hours \$4.00

Montgomery Parking - Merchant and Montgomery Streets - (lot)

65 cents first half hour - each additional half hour
65 cents - Maximum 10 hours \$3.25

Mills Building Garage Public Parking - Pine Street

1/2 hour 65 cents - each additional 1/2 hour 65 cents
Maximum all day \$4.50

Russ Building Park Transient Rates

1 hour 75 cents - each additional 1/2 hour 25 cents
Maximum 12 hours \$3.50
Maximum 24 hours \$4.00

Metropolitan Parking Corporation - Sutter and Grant

55 cents each 1/2 hour
\$3.75 Maximum 12 hours
\$5.00 Maximum 24 hours
Monthly Parking \$62.00

Union Square

First hour 45 cents - each additional hour 45 cents
Maximum 24 hours \$3.75



Olympic Park - Sutter and Taylor Streets

First hour \$1.00 - each additional hour 50 cents
12 hours \$3.50
Maximum 24 hours \$4.00

Olympians - Mason and Post Streets

1 hour \$1.25
2 hours 2.00
3 hours 2.50
4 hours 3.25
12 hours 4.00
24 hours 4.50

Downtown Center - Mason and O'Farrell Streets

1 hour 50 cents
6 to 12 hours \$2.75
12 to 24 hours \$4.00
Night Rates \$2.50 Maximum 6 p.m. to 3 a.m.
(rates include 25% tax)

Ellis-O'Farrell

1 hour 45 cents
each additional hour 45 cents
Maximum 24 hours \$3.15

HOUSING AUTHORITY

The San Francisco Housing Authority, which already operates more than half of all public housing in the five-county metropolitan Bay Area, continues to be confronted with a demand for low rent units uncommensurate with the population of this City and County.

At the end of the year, more than 30,000 persons were residing in public housing. The Authority's waiting list file contains applications from 4,450 elderly people and some 2,500 families.

In its continuing but seemingly hopeless effort to cope with this demand, the Authority is currently operating 25 projects with a total of 5,974 units. It leases 900 apartments from private owners. Five new projects totalling 642 units are under construction and eight other projects providing 1,400 units are in the advanced planning stage.

Despite the new construction, all financed by 40-year



federal government loans, and extensive planning, it is unlikely that the Housing Authority will satisfy the demand for low rent units. The following summation of the Authority's plight was published in a San Francisco newspaper editorial:

"In this time of an acute housing shortage, public housing is the chief hope of those in the lowest economic class. The more such housing is built, the more poor families are attracted to the central city to occupy it. The consequences include not only soaring welfare, education and police costs but bankruptcy for the housing agency."

All of the evidence reviewed by this Committee indicated that providing housing for families with incomes at the poverty level is a regional problem that will only be solved with coordinated regional planning by all of the counties of the Bay Area acting in concert.

Housing for the elderly is a special problem. It stems directly from the ever-increasing number of persons who retire at age 65 on fixed incomes that are inadequate to cover the costs of living in a central city. The aged do not have mobility. They must be near the services that are available only in the big cities.

The Housing Authority operates six projects with 540 units designed specifically for senior citizens. Five other projects that will provide another 638 units for elderly tenants are under construction and others are being planned.

While the Grand Jury does not have formal investigative powers respecting the Housing Authority, the Committee's interest in this agency was welcomed by the Executive Director, Eneas J. Kane, and the staff was cooperative. The Commissioners are dedicated citizens who spend a great deal more time on public housing matters than that required for their regular meetings.

Mr. Kane, who is president of the National Association of Housing and Redevelopment Officials, is a noted expert in his field who is frequently called to testify on housing matters before Congressional committees. His efforts have helped promote the passage of federal legislation beneficial to San Francisco.

The San Francisco Housing Authority, in common with such agencies in every big city in the Nation, is in a critical financial situation. The inflationary wage-price spiral keeps operating expenses high while federal regulations and the fact that 65 percent of the Authority's tenants are recipients of public welfare assistance keeps rental income depressed.

Because of its precarious fiscal position, the Housing Authority has not been able to make its voluntary payment in lieu of property taxes since 1966. Mr. Kane has assured the Committee



that an "in lieu" payment approximating \$215,000 will be made for the past year.

William A. Flynn

Gustave Knecht, Jr.

George S. Livermore, Chairman



HUMAN RIGHTS COMMISSION

The work of the Human Rights Commission can be translated into terms such as equal opportunities, dignity of the individual, racial harmony, justice, and other basic rights which come into sharp focus in most urban centers. San Francisco is very fortunate in having a successful program which has minimized the problems that often result in conflicts when basic human rights are abrogated.

The scope and urgency of their work is vital to the understanding and resolution of many of the acute problems which have plagued our city and society. There is ample evidence to prove that the Human Rights Commission and the professional staff are performing a remarkably effective campaign to eliminate the inequities, injustices, discriminatory practices, and other problems which make their work difficult and challenging.

During this past year their new projects and accomplishments include:

1. civil Service Commission's Task Force established to study recruitment and selection procedures to insure equal opportunities for all.
2. Completion of an ethnic survey of civil service employees, an important measure of minority employment.
3. Achievement of a minority apprenticeship ratio for San Francisco of 35% in cooperation with the Apprenticeship Opportunity Foundation which resulted from the Human Rights Commission work and the Building Trades.
4. Continued liaison and cooperation with Chief Alfred J. Nelder and the San Francisco Police Department, resulting in the elimination of the Chinatown Squad, support for Police-Community Relations, promote community cooperation for a drug abuse educational program, and consultation services to law enforcement agencies.
5. Employer paid insurance coverage of 1,300 Chinese garment workers and improvement of their working conditions and benefits.
6. Negotiation between the Building Trades Council and the Hunters Point-Bayview Model Cities Agency providing substantial construction jobs to residents of that area.
7. Involvement in the efforts to fund bilingual instruction of



HUMAN RIGHTS COMMISSION (continued)

San Francisco Spanish-speaking and Chinese-speaking school children from Federal Funds.

8. Consultation and support with various city agencies and representatives of minority communities to the end of solving some of the problems in areas of jurisdiction; City Planning, Library, Public Housing, Mini Parks, and other allied areas.

These special projects and programs are in addition to the regular business of the routine complaints, investigations, reports, interviews, and associated work areas which are the day-to-day activities in serving the community in areas of employment, housing, education, poverty, legal aid, and counseling.

It is apparent that due to the lack of staff to effectively implement and enforce the Nondiscrimination Ordinance, as amended in December 1968, the Human Rights Commission faces continuing embarrassment and breach of faith with the community. Also, the lack of staff limits the Human Rights Commission's ability to work with the white community, a vital task to eliminate polarization.

The increasing number of complaints to the Human Rights Commission as the community's spokesman function make the work difficult and frustrating resulting from the increasing quantities that merit the attention of the Human Rights Commission.

The budget for the past three years has been:

1968-69	\$ 182,000
1969-70	185,000
1970-71	206,000

In each of these fiscal years, the size of the staff remained the same, some non-personnel operating items were eliminated and the small increase is a reflection of salary increments. The basic staff includes eight professionals and six clerical workers.

A survey of all personnel of the Human Rights Commission reveals a vote of confidence in the leadership and objectives of the Commission. The consensus of the staff reflect a high degree of dedication, sincerity, and efficiency.

The Mayor and the Board of Supervisors should insist on regular reports from the Human Rights Commission to keep abreast of their many programs and projects. The taxpayers should also be



HUMAN RIGHTS COMMISSION (continued)

informed of the goals and objectives of this important commission. Constant communication on this subject should be maintained with labor unions and their representative.

It is the opinion of this Committee that it would be false economy to trim the budget of the Human Rights Commission for it is in times of urban crisis that the disadvantaged, oppressed and the minorities need the assistance of a sensitive governmental agency.

It should be the intention and purpose of all of the people of San Francisco as well as the Human Rights Commission in developing these programs for the disadvantaged that standards - social and economic-will be maintained.

MAYOR

BOARD OF SUPERVISORS

CHIEF ADMINISTRATIVE OFFICER

Traditionally it has been the practice to report separately on each department of the City and County including the office of the Mayor, Board of Supervisors, and the Chief Administrative Officer. This Committee after discussing the importance of this matter decided to present these reports of the Mayor, Board of Supervisors, and the Chief Administrative Officer as a single unit, generally, but also allowing for specific departmental presentations and/or discussions.

This committee believes that these three units of government establish and implement the basic policies and attitudes of the City toward current and future affairs and events that affect the lives of the people of San Francisco.

The usual format of Grand Jury reports follow a simple mechanical presentation of praise and commendation for the work of the department or its chief officer, a general explanation of the function of the department, a review of its accomplishments, and a few observations, suggestions and recommendations..

It has been stated that Grand Jury members are amateurs investigating professionals, those professionals who have the experience and expertise to avoid the disclosure of any of the serious deficiencies that may plague their department. Seldom do they



MAYOR - BOARD OF SUPERVISORS - CHIEF ADMINISTRATIVE OFFICER
(continued)

give the insights of those who perform the day-to-day functions of the department. Seldom do they pinpoint the causes of major problems of inefficiency, incompetency, waste, inadequacy of personnel and resources, and finally the lack of implementation of recommendations made by Grand Jury Committees.

How effective are the recommendations made by the Grand Jury? One has but to look at the number of recommendations presented in previous Grand Jury reports to discover that too often the same deficiencies and problems are perpetuated by ignoring them. It is acknowledged by many that the preparation of reports and recommendations is an obligation that has become an exercise in futility. Many veteran city administrators dismiss the reports as an annual nuisance not to be taken seriously.

The Mayor, individual members of the Board of Supervisors, the Chief Administrative Officer and their respective staffs are the most powerful forces in city government. It is their responsibility and duty to seriously review the recommendations of not only Grand Jury Reports, but all reports prepared by commissions and task forces.

The vigorous efforts of these Officers of government should be most intense for in recent years and presently there has developed a growing mistrust and lack of confidence in the general administration of our city. Critical issues such as the growing tax burdens of the small property owner, inflation, crime in the street, education, pollution, unemployment, soaring welfare costs, inadequate social services, substandard housing, problems of the aged, and many other factors have accentuated the disenchantment and frustration of various segments of our communities.

It should be also acknowledged that there is no reasonable expectation for positive and progressive improvement as long as corrective measures are not implemented by the leadership of those in decision making positions. The primary responsibility of the Mayor should be to be an advocate of improvement, constant improvement. We believe that there are numerous issues which demand decisive leadership at all levels of government at the top and we feel that leadership requires courage, imagination, sensitivity, and other qualities admired in progressive leadership.

This Committee would like to offer some constructive thoughts to the officers of this city and county to promote leadership, to bring about a greater consciousness of the needs of the city and county, and to discuss these in the light of yearly Grand



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Jury Reports, the corresponding departmental comments, and methods of implementation.

Each year nineteen citizens pass through the experience of serving on the Grand Jury. Added to this there are a great number of other civic-minded individuals who have served on commissions and committees who have a strong basic concept of the operations of the city and county government. This pool of talent, ability, and experience is an important resource that could be utilized effectively to continue the involvement of private citizens in an advisory capacity to city officials. An organization of this type of voluntary citizen participation working under the mayor could be divided into convenient groups to study certain phases of government or to be task forces or ad hoc committees to attack immediate and pressing problems. A common complaint by voters, taxpayers, and residents is that elected public officials seldom participate in the neighborhoods and communities affairs. Grass roots citizen interaction by civic leaders is vital and essential.

This Committee suggests that an enlightened public by full disclosure of evidence and facts to the mass media would result in progressive change to improve the over-protected status quo environment present in many of our city departments. The public media including newspapers, radio, television, and other forms of mass communications can play a vital role in making the responsibility of change shift from a very few key officials to the response of an enlightened citizenry.

A knowledgeable public has the responsibility to exercise the power of the electorate. This committee believes it is the duty of the leadership of this city to encourage all eligible citizens to use the right to vote. According to the latest U.S. Census figures, approximately 500,000 San Franciscans are over 21 years of age and eligible to vote. The Registrar of Voters notes that approximately half of those eligible actually voted in the last election. An informed public must also have the power of the ballot to effectively respond to the needs and problems of the city. Every elected official is sensitive to the public opinion on various subjects including controversial subjects such as bay front development, pornography, ecology, crime, busing, urban redevelopment, etc.

In conclusion, it is evident that the Grand Jury Committee Reports confirm the thesis that most of the problems of civil government in San Francisco can be attributed to three very vital factors: budget (money), politics, and the City Charter. It is no



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secret to the citizen, taxpayer, city officials, public servants, and other knowledgeable persons that these three facts, money, politics, and the City Charter, are most of ten used to excuse, explain, justify, defer, delay, ignore or blame the problems of our city. This conclusion may be an over simplification of the numerous complex problems facing administrators; however the fact is that it is a realistic approach based on much evidence and testimony from a wide cross-section of municipal government personnel.

The chronic symptoms of city government are often difficult to detect by reading Grand Jury Reports. This Committee makes no apologies for the lack of praise and commendations. We believe our responsibility is to be honest and forthright.

Besides the specific recommendations that will be tabulated from other Grand Jury Committee Reports and listed for the Departments of the Mayor; Board of Supervisors, and the Chief Administrative Officer, this Committee recommends:

1. Fulfill the responsible leadership necessary to review, investigate, and implement the recommendations made by the Grand Jury as well as other advisory organizations.
2. Assert strong leadership and direction to revive the difficult and vital need for Charter Revision for presentation to the voters by November, 1971.
3. Evaluate the present system of line budget procedures which appears to be restrictive and inefficient. Initiate the proper legislation to substitute a more equitable and effective method of budget systems.
4. Promote public awareness and education on all vital issues by a massive educational program in cooperation with the public media.
5. Initiate prompt remedial legislation to relieve and reduce the rising tax rate to the small property owner and those citizens who live on fixed or limited incomes.
6. Establish a responsible and effective mechanism whereby citizens may seek assistance, information, redress, and sensitive human relations to offset



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the hugh, cold indifferent image of City Hall
by the average citizen.

7. Eliminate or minimize the political influence in the appointment or promotion of citizens to areas of power or decision making, substituting ability and knowledge for patronage.
8. Re-establish the many qualities that have made San Francisco great by not alienating the young, the disadvantaged, the unrepresented, the minorities, and other segments of our community who feel estranged and indifferent.
9. Elevate and promote equal opportunities and representation of women in our community affairs.
10. Promote affirmative action to eliminate discrimination in all forms based on race, color, religion, age, sex, or national origin.

Hrant J. Avakian

George Sanderson

Edison T. Uno, Chairman



SAN FRANCISCO PUBLIC SCHOOL SYSTEM

Before beginning our work we met with the 1969 Grand Jury and also, separately, with its School Department Committee. We reviewed the 1968 and 1969 Educational Committee Grand Jury Reports and found that the School Department had already put some of their recommendations into effect and was taking steps to implement others. This led to the conclusion that we should inquire into other areas.

On April 1, 1970, we met with Superintendent Jenkins and learned his reasons for implementing the QUALITY - EQUALITY EDUCATIONAL PROGRAM. He related plans for the Richmond Complex. To start this, supervisors and faculty as well as para-professional assistants were specially selected. Moreover, many volunteers were to be actively involved.

Members of the Committee visited the Alamo School during the Richmond Complex Laboratory School Summer Session. Children were happily working at their assignments and using modern educational material and equipment. We were especially pleased to see children using their library and to meet some of the non-professional volunteers. It is hoped that programs, such as the one conducted in the Richmond Complex, will result not only in an enriched but also an accelerated education for the children, develop self-reliance, good study habits and enable children to be prepared better for their next steps. It may take several years for a group of this type to demonstrate unusual progress through all the subsequent grades. Therefore, we should not expect immediate startling results but evaluation should be made at regular intervals.

It was learned shortly after April 1, 1970, that Dr. Jenkins was resigning as Superintendent of Schools. This led us to decide to wait before proceeding until Dr. Shaheen, the new Superintendent, had time to familiarize himself with his new position.

On December 4, 1970, we met with Dr. Shaheen to discuss his plans for the Department. He made available his memorandum of September 28, 1970, addressed to Members of the Board of Education, in which he outlined his ideas on the development of a Master Plan for Education in the San Francisco Schools. Both his short and long range plans were stated succinctly. Dr. Shaheen's proposals will take some time to put into operation. Time will tell what progress may be made.

The size of the Central Office Staff, in relation to teaching staff, was questioned. Dr. Shaheen is aware of this problem and is looking into it carefully. The consultant firm of Booz, Allen and Hamilton has been retained. Their report is presently in



SAN FRANCISCO PUBLIC SCHOOL SYSTEM (continued)

committee and receiving consideration. We feel it was important to secure the services of outside management consultant and urgently recommend that every consideration be given the recommendations. It is essential that the administration of the Central Office be improved and any savings be made known to the general public.

It is urgent that we get more assistance from parents in controlling pupils' deportment in school and enroute to and from school. Dr. Shaheen plans to use television and meet with parents and committees from various areas to gain cooperation and community involvement.

We were concerned with the amount of time and effort spent on testing the effectiveness of various programs. Most of the testing is required by the State. Recently, the new State Superintendent of Public Instruction, Wilson Riles, stated that he was investigating testing and thought it could be greatly reduced and the related effort applied to more fruitful fields. A report card system that expressed the teacher's appraisal of students should be of greater value in determining their progress than the computerized testing and grading now used.

Vandalism in our schools is appalling. The School Department has the services of the American District Telegraph and Pacific Fire who have installed alarm systems so that they may respond to problems involving vandalism. Too few vandals have been apprehended. Additional steps should be taken to control this destruction of property. More exterior lighting and a change in the time schedules for custodial personnel might accomplish this result. Approximately \$254,000 was spent during this fiscal year to repair just glass broken by vandals. Certainly, this wasted money could better be used to improve educational opportunities.

This Committee is very concerned with drug problems of our young people. The "Overview Report" by Francis Todd, Supervisor, Health and Family Life Education, dated October 21, 1969, is a very comprehensive report and describes the cooperation developed between the Health Department, the School Administration and personnel. All are trying their best to alleviate this situation. It was not clear whether teachers are being instructed so that they will recognize the early symptoms of drug use. We strongly recommend that instruction of this kind be continuous so that the teaching staff may identify cases of drug use and work toward securing prompt remedial assistance.

The 1970-71 budget for the School District is \$110,918,920. It is \$10,641,273 more than for the fiscal year 1969-70. This increase is in part due to salary increases and adjustments totaling \$6,958,627. Other increases include \$1,207,114 for installation of the Richmond Complex and \$2,000,000 for the Field Act tax levy.



SAN FRANCISCO PUBLIC SCHOOL SYSTEM (continued)

\$3,757,379 included in the previous budget has been eliminated because enrollment was less than estimated and there was a decrease in cost of certain services and, because of turnover, some replacements were made with employees only eligible for lower salaries.

There appears to be a problem with budgets. The Publication Budget, the State Budget and the Budget presented to the City Board of Education as well as one adapted to the requirements of the City Controller all differ. It is recommended that this procedure be simplified so that duplication of effort may be eliminated.

In examining the budget, it was learned that the Federal revenue was approximately \$1,295,000 and that from the State, \$17,069,528. This is certainly a small part of the total budget of \$110,918,920. The current school budget approaches the maximum allowable under present regulations for funding operations. Because of this, it is incumbent upon the management of the Department to re-evaluate and reconsider priorities in relation to various programs in effect. The individual local taxpayer is quite concerned about the escalation of taxes. A good part of the increase in taxes is for the operation of the School Department. Hence, this requires considerable attention and some action must be taken so that the Department will operate within permissible budget.

The Committee and other members of the Grand Jury have been very much concerned with the maintenance of our school buildings. A greater share of the budget should be allocated to keeping them in proper repair to prevent premature obsolescence. Moreover, a clean, well-kept, cheery school - one that is bright and colorful - should have a salutary effect on the teaching staff as well as students. It would also afford an opportunity to impress children with their responsibility for the proper care of their schools. This ties in with what should be done currently with regard to the needed rehabilitation and updating of many of our schools. Unless the Department demonstrates an ability to maintain its schools properly, the present attitude toward bond issues may continue.

It was interesting to learn that we have approximately 170 schools, including some for special purposes. These schools are staffed by over 7,000 employees, including various types of administrators.

In the Central Office there are 485 classified positions, 265 of which are permanent and 220 temporary. The latter group causes a serious problem because of turnover. The Civil Service Commission furnishes these employees. It is noted that the School Department is having the same problem as other City departments in regard to temporary employees. The Civil Service Commission plans to implement a program over the next two years which will permit replacing temporary employees with permanent employees. The chief



SAN FRANCISCO PUBLIC SCHOOL SYSTEM (continued)

reason for turnover in temporary employees is because they are not entitled to benefits granted permanent employees.

Of the total staff, 352 are in administrative positions, 100 of which, according to the organization chart, are in the Central Office. There were 4,557 certificated teachers employed, plus approximately 228 who staffed Children's Centers, a total of 4,785. While 3,710 classroom teachers were assigned to schools, 1,083 were not included in the Divisional totals mentioned above. 228 were assigned to Children's Centers, 201 to senior high schools for special allocations and 301 were assigned to junior high schools for special allocations. Likewise, 264 teachers were allocated to elementary schools and were not reported as classroom teachers. 87 teachers were assigned to work in the Central Office. With so many teachers specially assigned, it seems that there is ample opportunity to re-evaluate the special assignments. Possibly some of this staff could be used in more basic programs.

In connection with the teaching staff, we feel it is important to learn their evaluation of the programs and operation of the School Department and have their recommendations. We were pleased to learn that Dr. Shaheen sent a questionnaire to all teachers and had 4,730 responses. 3,652 of the staff indicated what they liked best and almost all 4,730 expressed some concern about our school system. The questionnaires that were returned have been tabulated and reported in the SAN FRANCISCO UNIFIED SCHOOL DISTRICT NEWS LETTER of November 30, 1970. It is hoped that this exchange of ideas will have some tangible results. This, to us, is most important because participation in planning by the teaching staff could improve the relationship between staff and administration, resulting in better understanding and improvement in overall cooperation and morale.

In addition to the program which Dr. Shaheen has for teacher participation, he also has a plan whereby students participate. This is good student-administration communication and the benefits to be obtained are obvious. It is most satisfying to be able to participate in a discussion that has to do with ones involvement in any program. Students today, especially in the upper grades, feel a real need for this. Such communication must be kept alive and motivated to help solve some of the problems that are plaguing our schools. This is especially so in regard to deportment. It should encourage students to be proud of their schools and use them well.

Consideration is currently being given by the State Legislature to revision of laws and regulations applicable to tenure. It is recommended that tenure regulations be reviewed in light of present day circumstances. The need for flexibility in staffing both administrative positions and teaching positions is essential. Due regard must also be paid to treating all fairly.



SAN FRANCISCO PUBLIC SCHOOL SYSTEM (continued)

The School Department provides excellent training in the industrial arts and certain other occupations. We would like to point out that the fastest growing areas for employment are in the service occupations. It is recommended that programs for this type of employment be implemented and expanded accordingly.

The Wakefield Act was recently passed by our State Legislature. Litigation is presently in Court to determine validity. In the interim, busing is proceeding. There is considerable antipathy to busing as against the Neighborhood School concept. While busing, per se, is of little educational value, it appears necessary to comply with integration requirements. We make no recommendation because of pending litigation.

There is considerable contact between the School and the Public Works Department in regard to work to be done, planning and obtaining bids and recommendations in regard to City codes. It is recommended that the Superintendent of Schools appoint a member of his Department to contact an opposite member of the Public Works Department to set up procedures to expedite the handling of requests. It was observed that there has often been unusual delay in complying with School Department requests.

It is indicated that Dr. Shaheen plans to have a survey of the entire school operation made by professional educators. We urge civic support be given him in this endeavor.

We have a new San Francisco School Superintendent, also a new State School Superintendent. Both apparently have new ideas to put into effect. We wish them well and urge all to assist them as much as possible. They will have to establish priorities as to their objectives and plans. Not only must they determine what is most urgently needed but also must obtain necessary funds.

In the course of our investigation, we found everyone most cooperative. There are many dedicated people working in our school system and we wish to compliment them for their dedication and untiring efforts. We appreciate their problems and the sacrifices often necessary to improve our schools and keep them operating as efficiently as possible under difficult circumstances.

George S. Livermore

Edison T. Uno

Rudolph W. Arfsten, Chairman

REDEVELOPMENT AGENCY

In considering the San Francisco Redevelopment Agency -- its activities in 1970 and its plans for 1971 -- this committee developed a keen interest in the City's Northern Waterfront and proposals put forward by the Agency for a coordinated program for "harmonious" development of the area.

This interest reflects the deep concern on the part of a broad section of the community over what the future holds for this magnificent area, described as "the most valuable piece of real estate in the Nation" and "the most beautiful port in the world."

During the course of our inquiries, we reached the conclusion that the area is in danger of being ruined for the citizens of the City because current development proposals are piecemeal and on an ad hoc basis.

The committee feels that there is no real, over-all development program for the Northern Waterfront which would provide assurances that it would be developed and improved in a uniform, harmonious and desired manner.

In reaching this view, the committee took note of the fact that two years ago, at a cost of \$200,000, a planning study for the Northern Waterfront was completed, and that, on the basis of the study, the City's Master Plan was amended in June of last year as it applies to the area.

The Northern Waterfront Plan, as outlined in the Master Plan, contains many social, economic and physical improvement objectives for the area, but there is no mechanism for carrying it out in a specific, coordinated way.

Four ingredients are essential if any over-all program is to be implemented successfully:

First, the program must reflect the desires and the needs of interested citizens;

Second, the program must coordinate the actions of all public agencies and departments which would make contributions;

Third, the program must include the identification and attainment of funds needed to finance the costs involved; and

Fourth, there must be an agency with the capacity to carry out the program . . . to assure that each element is provided at the proper time in the proper place.

The committee recognizes the fact that the Port Commission has the responsibility for operating port facilities in terms of shipping, longshore activities and general management.

This committee, naturally, recommends no change in that situation. Rather, it is proposed that the Redevelopment Agency provide its service to the Port Commission regarding the physical improvement of particularly those sections which are not needed for direct maintenance but which can provide the port with needed revenue.

Thus, the renewal program could be carried out on a partnership basis under a corporate agreement. That agreement would provide that the Port Commission have the power to approve the sale or lease of any land under its jurisdiction, as well as agreement to cooperate in carrying out the over-all program.

Following are some of the benefits which could be achieved through Redevelopment Agency participation:

(1) Retention of the working port and its conversion as necessary to keep abreast of current technology in the field of maritime shipping.

(2) Generation of new job opportunities . . . particularly in maritime-oriented industry and business . . . to meet the needs of the unemployed and under-employed of the City.

(3) Provision of housing in appropriate locations. Such housing should be for all income groups and might very well include homes for people who work on the Waterfront and who have retired from such work and would like the opportunity to remain in the areas where they have spent the main part of their lives.

(4) Provision of much-needed park, water-oriented recreation facilities and open space, including plazas and promenades . . . providing general access to the Waterfront.

(5) Provision for the historical preservation of the several buildings of merit which now exist throughout the area and for the rehabilitation of those sound structures whose retention would be compatible to the area's general development.

(6) Protection of the natural topography, views, vistas and sight lines, particularly from Telegraph Hill and the Bay.

(7) Improvement of the City's economic base.

(8) Optimize revenue to the Port and the City.

(9) Provision for some very special facility in the area such as a Maritime Labor Center.

(10) Development of a human-scaled transportation system so that people could move easily and conveniently throughout the Northern Waterfront from the Fisherman's Wharf area to the Embarcadero Plaza and entertainment center at the foot of Market Street.

(11) Provision of peripheral parking structures to serve both the downtown and Fisherman's Wharf areas.

(12) And finally, the removal of the Embarcadero Freeway, which in its present form, blights the Waterfront and



so effectively separates the City from its Waterfront.

There is a desire for all of these benefits. But how are they going to be provided? The Redevelopment process holds a real possibility for their achievement.

Further, the committee believes that the Redevelopment participation would not hamper or halt every on-going activity in the area. Accomplishments such as the Ice House, the Fibre-board Building and the Ferry Park Plaza, once that issue is settled, should remain or go forward.

All of the above concepts should be evaluated by the Redevelopment Agency with all public and private agencies involved before any formal proposals are brought to the Board of Supervisors.

Particularly, we believe that the Redevelopment Agency, if given the responsibility for developing and carrying out a unified improvement program for the Northern Waterfront, should work on a partnership basis, not only with the Port Commission, but also with a citizens' group.

Such a citizens' group should include labor organizations, Telegraph Hill residents, shipping firms, property owners, the Chamber of Commerce, conservation groups, SPUR, etc.

Redevelopment on the Northern Waterfront would involve heavy financing, so this Grand Jury Committee explored this matter in detail with M. Justin Herman, Executive Director of the Redevelopment Agency.

First, he informed us that the Boston Waterfront is now receiving over \$30 million from the Department of Housing and Urban Development.

Although Mr. Herman told us that HUD funds are currently in short supply, he added that it is reasonable to expect that more funds will become available in the near future, and that, in the meantime, the City should be preparing its program through the Redevelopment Agency.

We believe that the Redevelopment Agency should seek funds immediately from HUD to conduct a survey on the feasibility of preparing and carrying out a renewal program for the Northern Waterfront.

In other redevelopment areas, the face of the City continues to change. The year 1970 was a "very good year" for San Francisco and 1971 promises to be an even better one . . . as projects continue through planning to actuality.

We noted that in every project area every effort was being made by compassionate Redevelopment staff on the project level to insure betterment of the social, economic and physical



welfare of the people involved in the relocation process.

Redevelopment Progress:

A-1 In the 108-acre Western Addition A-1 Project, ground was broken July 9th at Ellis and Laguna Streets for Western Park Apartments, a complex of 183 units of low-to-moderate income housing for senior citizens. Western Park Apartments is a project of Northern California Presbyterian Homes, Inc. It is scheduled for completion in 1971. The venture is the second in A-1 for the sponsor. The first was the Sequoias-San Francisco, a retirement complex at Geary Boulevard and Octavia Street. (During the past decade, A-1 has managed to make 36 per cent of its total 1,818 housing units available to low-to-moderate income families.)

A-2 Here, where there will eventually be a total of 4,000 new low-to-moderate income housing units, ground was broken for a two-part development totaling 158 units and sponsored by the First Friendship Institutional Church. The first part of Friendship Village, with 68 units, has been completed on McAllister Street between Buchanan and Webster Streets. Ground was also broken during the year for Prince Hall Apartments, with 92 units. The complex, which takes up almost an entire block bounded by Golden Gate Avenue, Webster, McAllister and Fillmore Streets, is sponsored by the Prince Hall Masonic Grand Lodge of California and was built and designed by Black architectural and construction firms. It is nearing completion.

Chinese Cultural and Trade Center. The year 1970 saw the completion of the 572-room Holiday Inns Hotel and 450-car garage on Kearny Street on the site of the old Hall of Justice. The hotel is part of the Chinese Cultural and Trade Center, scheduled for completion in 1971.

Hunters Point-India Basin. A year of activity by the Redevelopment Agency in these areas has shown that citizen participation in renewal planning can work. The 134-acre Hunters Point area is the site for new housing, a new commercial center, new recreation facilities and new school buildings. Development is replacing worn-out, dilapidated buildings comprising the Hunters Point Naval Shipyard housing of World War II. It adjoins India Basin, formerly Butchertown, an industrial complex designed to provide sorely-needed jobs for Bayview-Hunters Point residents. In India Basin, 125 acres will be turned from an undesirable industrial land use into an attractive, modern Industrial Park with 81 acres of development. It is estimated that jobs will increase from 1500 to 3900.

Diamond Heights. In this area, described as a "show case of residential projects", three additional projects were announced in 1970. A redevelopment team will build 620 garden apartments on Red Rock Hill on a site bounded by Clipper and Duncan Streets and Diamond Heights Boulevard. Construction will begin in 1971. In June, the Redevelopment Agency disclosed plans for 154 garden apartments on Diamond Heights Boulevard. The developer is the L. B. Nelson Corporation of Palo Alto. The completion date is mid-1971. In October, ground



was broken for 104 units of moderately priced housing on the eastern slope of Diamond Heights Boulevard. The project, Vista del Monte, is sponsored by Mission Neighborhood Centers, Inc.

Yerba Buena Center. The human side of urban renewal is graphically illustrated in Yerba Buena, the \$300 million project in the area south of Market called "Skid Row."

There has been criticism from some quarters over Agency relocation policies and practices in this "pocket of poverty," but committee study finds such criticism unjustified and often self-serving on the part of certain individuals.

Here are the facts about how the Agency has worked compassionately to help solve the residency problems of people living in the project area, as well as their social, economic and medical problems, on the basis of committee investigation.

The Agency has helped to rehouse in decent housing, at prices they could afford, more than 1,200 individuals and families. Those people have received \$27,000 in moving expenses. They have received \$43,000 in added rehousing benefits.

In addition, the Agency's New Start Center, established three years ago by the Agency, the Department of Public Health and the Department of Social Services, has assisted more than 2,000 persons with medical, psychological and social problems. New Start is also the site of an Alcoholism Detoxification Unit at the Mars Hotel, a unique approach to the treatment of the disease which has drawn nation-wide attention.

Another 1,900 persons remain to be helped, almost entirely individuals. Most of these want to live in downtown hotels, our inquiry showed. It was found by the committee that 100 hotels and apartments have space available that meets Agency health and safety requirements. Thus far, it has only been necessary to use about one-fourth of these hotels and apartments.

The 25 acre Yerba Buena Center, one of the most complicated ever undertaken by a redevelopment agency anywhere, will house in a mammoth three-block complex -- bounded by Third, Fourth, Market and Folsom Streets -- the following:

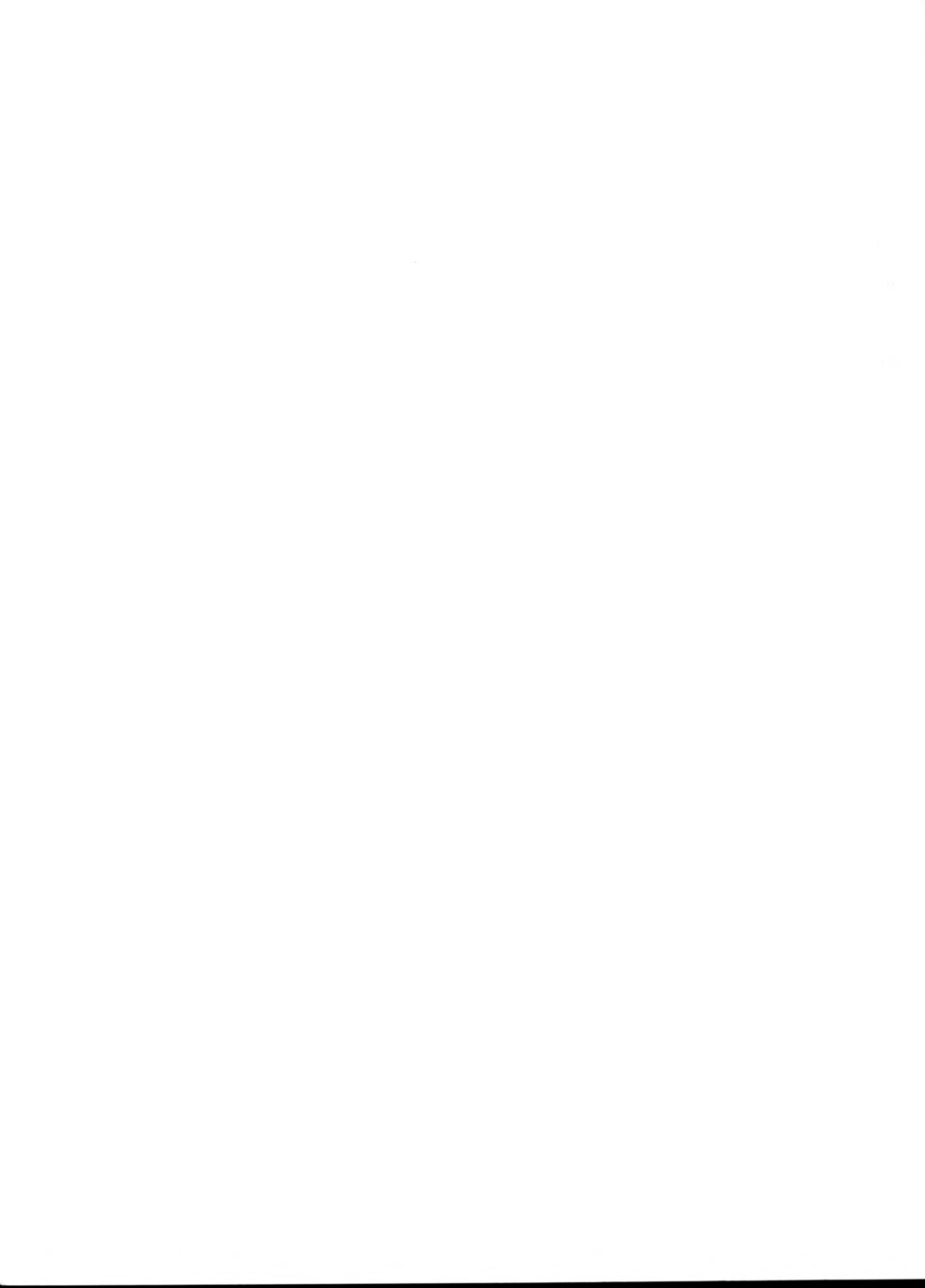
A 350,000 square foot exhibit hall, a 14,000-seat sports arena, a 2,200-seat theatre, parking garages with 4,000 spaces, a downtown airline terminal, office buildings, an Italian Cultural and Trade Center, a semi-closed Galleria, a connecting mezzanine to BART, and a large hotel.

All of this represents an enormous response to the rejuvenation of San Francisco's South of Market District.

William A. Flynn

Gustav Knecht, Jr.

George S. Livermore, Chairman



GRAND JURY REPORT
1970

FIRE DEPARTMENT

The San Francisco Fire Department is an eighteen hundred man department under Chief William F. Murray that provides fire protection for the City and County of San Francisco.

From this Committee's visits with Fire personnel throughout the year, we found that most members of the Department are well satisfied in their chosen profession of public service. It is indeed an unusual pleasure to find a large City department whose employees enjoy their work and take personal pride in maintaining the overall high image of the Department.

There are two problems which are growing larger yearly because of budget cutting forced on the Department by the Board of Supervisors. First, the work-week of the Fire Department is being reduced from 51.7 hours per week to 48 hours per week to keep a preelection campaign promise of Mayor Alioto's. When the work-week is reduced, there are three ways the Fire Department can move to keep the operations at full strength: (1) Deactivate fire fighting units; (2) reassign fire fighters performing nonfire fighting duties to fire fighting duties; or (3) new employment.

Four units have been deactivated this year as the work-week went to 49.7 hours per week; next year the work-week will drop to 48.7 hours and more men must be found to cover fire fighting jobs necessary to protect the City. For many years all Department requests for additional fire fighting personnel have been eliminated from City budgets. This must stop immediately and the Chief of the Department allowed additional men to maintain the daily work force at full strength. Deactivation and job switching have covered this problem until now, but it must be faced by the Board of Supervisors and the Mayor and solved with funds for additional fire fighters.

The second problem and potentially more dangerous is that of equipment replacement. Until the last few years the Fire Department's budget included a yearly amount to be used to replace fire fighting vehicles and equipment on a fifteen year amortization schedule. The last couple of years the amount has been reduced by the Board of Supervisors so that the replacement had to be put on a twenty year schedule which is completely unworkable, because at that age most of the equipment is out of production and replacement parts are unavailable and must be individually manufactured in the City shops at great time and expense to the City. As of this year, the Board of Supervisors has seen fit to completely eliminate all funds for replacement of Fire Department equipment from the yearly budget of the City and hope that the Fire Department can operate on its existing equipment



until such time as the voters of San Francisco approve a bond issue to purchase the necessary new trucks and equipment.

Since the voters have already turned down one bond issue for the Fire Department's equipment, it seems like folly for the Board of Supervisors not to face the facts that budget items must be restored to prevent any further deterioration of the rolling stock of the Fire Department. If in the future the voters decide to provide a sum of money through a bond issue, then that item could be reviewed in the budget with the thought of reduction or elimination.

This Committee feels that these two problems must be solved immediately or recognized as a responsibility of the Mayor and the Board of Supervisors, as the Fire Department is doing the most it can possibly do with the funds provided by the City budget.

In closing, the entire 1970 Grand Jury wishes many happy years of retirement to Chief Bill Murray, who retired in January 1971 after 50 years with the San Francisco Fire Department.

To new Chief Keith P. Calden, many years of service leading the best of Fire Departments.

William P. Greene

Harry E. Gray

Charlton H. Buckley, Chairman



PUBLIC DEFENDER

This committee visited with the Public Defender, Edward T. Mancuso, and his Chief Assistant, Robert Nicco, and discussed the operations of this department.

The Office of the Public Defender in San Francisco represents all of those persons who are indigent and unable to provide their own legal services for a defense of their case. The Office of the Public Defender represents people in felony as well as misdemeanor matters and also provides representation for juveniles in moving traffic cases. The Public Defender has deputies at the Hall of Justice, City Hall, Youth Guidance Center, and at San Francisco General Hospital for the sanity hearings. With all of this representation the operational cost per case is the lowest in the State of California.

The Office has a staff of well trained deputies who take a personal interest in the matters and persons that they have to defend. An outstanding example of their devotion to duty and the defendants is the recent case where a defendant struck the deputy, inflicting injuries. Yet the Deputy went on to defend the defendant with complete disregard for his injuries.

Public Defender Mancuso discussed with us the defense problem he had with the cases from State College. In order to provide sufficient defense he enlisted the aid and assistance of outside attorneys. In cases of mass arrests in other areas this same technique was adopted from the experience of San Francisco.

A review of the files in the Office of the Public Defender revealed a considerable number of letters from graduate law students and lawyers who had passed the California Bar asking to be considered as an appointee when such opportunities were present. Many of the letters indicated that the writers had a high regard for the office and the legal procedures it followed.

The Public Defender is always cost minded but never at the expense of the defendants. As an example there was recently established another section to the office and personnel were located or relocated there. We were told that the desks and chairs were taken from the city warehouse of used furniture, instead of buying new equipment. Also, a room for interviewers has been rearranged so that desk space is fully utilized and phone equipment is kept to a working minimum.

The Public Defender extends to this Grand Jury and to the Members of the 1971 Grand Jury a firsthand review of the practices



PUBLIC DEFENDER (continued)

of his office, starting with the first contact of the defendant by the deputy to the conclusion of a case or cases. This is a worthwhile experience and indicates the openness of the office in revealing to interested and responsible people the exact functioning of the Office of the Public Defender.

This Committee feels that this is an outstanding office and the Public Defender, Edward T. Mancuso, and his Chief Deputy, Robert Nicco, deserve high praise for the record and conduct of the office.

OFFICE OF THE CITY ATTORNEY

The Office of the City Attorney, also the County Counsel, is located on the second floor of the City Hall. An inspection of the area reveals the urgent need for more space to accommodate adequately the activities of this office. Other Grand Jury Reports have recited this same need, but we are again as a Committee recommending that definite steps be taken to provide additional room for this important office.

The Office of the City Attorney represents the departments of the City and County Government and much like the structure of the Grand Jury Committees, the City Attorney has a deputy or deputies assigned to each office, so that there is developed an expert in the area of operation of each office or department. The functions of this office of the City Attorney are vital to the proper legal operation of the City and vital to protecting the citizens of San Francisco and their investment in their Government.

The City Attorney and his staff handle all of the civil actions of the City and County, which includes the employees, officers, and the various commissions under the Mayor and the various Boards or Departments under the Mayor and/or the Chief Administrative Officer. Litigation involving the school district is handled by this office only when the matters are referred to it.

During the past year the total number of actions handled were 1,061; of these there were 645 cases where recovery in money damages were sought because of death, personal injury, and property damage. There were ninety actions involving eminent domain, contracts, antitrust suits, injunctions and prohibitions. There were 312 cases that involved workmen's compensation. The 14 cases on appeal were concluded.

The City Attorney and his staff handled 4,737 claims from



OFFICE OF THE CITY ATTORNEY (continued)

people against various departments of the City and County.

In an effort to prevent legal actions various departments, boards and commissions of the City ask for legal opinions from this Office and during this year the necessary research, preparation, and presentation was carried on in 83 written legal opinions.

This office is also charged with the legal work in connection with the preparation of 393 ordinances and 837 resolutions during the past year for the Board of Supervisors. There were 22 written opinions rendered to the Board of Supervisors during the past year.

The City Attorney maintains a staff of deputies in Sacramento, two in number, who review all of the legislation that is presented at the Legislature. Any legislation affecting San Francisco is referred to the respective department or office by these deputies and these deputies also handle the answers to this legislation from City and County Departments and represent the City at the State Legislature level.

The protection that this office of the City Attorney-County Counsel gives to San Francisco cannot be measured in tangible results. The protection, direction, advice, is given and followed by City and County Departments and the possible consequences in dollar values that have been averted are merely reflected in the overall successful operation of the City and County of San Francisco.

There are new duties added to the Office of the City Attorney with much new legislation that is being made effective and the office has taken much of this additional activity in stride. It is reaching the point where additional assistance in deputies and secretaries is mandatory. The office could use at least three to four more deputies and sufficient secretarial workers. We the Committee firmly recommend the addition of four deputies and two legal secretaries.

The 1970 Grand Jury wish to pay compliment to City Attorney Thomas M. O'Connor and his staff for an outstanding job in the legal representation and protection that he gives to the people of San Francisco and their City and County.



DISTRICT ATTORNEY

It is the sworn duty and obligation of the District Attorney to represent the People of the State of California - locally San Franciscans - in the prosecution of and/or the presentment of criminal charges against the alleged defendants. A review of the efforts of this office to arrive at the point of being ready to go to trial, to make a presentation of a matter, or to determine that there is not sufficient evidence or witnesses to hold a defendant will reveal a considerable amount of activity in working with law enforcement agencies, visiting the scenes of the crimes, assisting in locating witnesses, conducting interviews with witnesses, and determining the reliability and credibility of evidence and witnesses. There is a tremendous amount of background work involved in the activities of this office that is little known to the average citizen.

It is also the duty and obligation of the District Attorney to see that justice is done in bringing to trial, as soon as possible, those persons charged with crimes. This office is the motivating agency and it must be equipped with sufficient funds, personnel and equipment to carry out the work. It is particularly true in this present day age of lawlessness. The office must be doubly prepared. It might be considered an old cliché that: "Justice delayed is Justice denied." Whether it is old or new, cliché or not, it is particularly true that the only way to slow down the waive of crime that is threatening to overwhelm law endorcement, the courts, and the rights of the people to their lives, homes, and a normal pursuit of happiness is to support demands that Justice be done and be done quickly and firmly. The District Attorney has deputies assigned to all of the Criminal Departments of the Municipal and Superior Courts at the Hall of Justice and the City Hall; to the Juvenile Court for the presenting of charges against juveniles; and to the Psychiatric Court at the San Francisco General Hospital. Recently four new deputies were assigned to the District Attorney to help relieve the pressures of the work, but with the two new Superior Court and two new Municipal Court Judges being assigned, the four new deputies are placed with these new departments and the pressure still remains if not increased. The Superior Court in an endeavor to reduce the backlog of criminal cases intends to assign more civil departments at the City Hall to criminal cases. This will not only require additional deputies for the Superior Court Criminal Departments, but will also increase the need for background personnel, investigators, stenographers, clerks, and others.

We are recommending that the District Attorney make a survey of the needs of his office - budgetwise and personnelwise - and develop and present a three to five year master plan to the



DISTRICT ATTORNEY (continued)

Mayor, Board of Supervisors, and the Members of the 1971 Grand Jury. The provisions of the plan would be reviewed yearly and diminished or augmented as the facts would indicate. At the end of the stated or agreed upon period the plan would be made inactive as long as the backlog of criminal cases had reduced sufficiently. To have the District Attorney begging and pleading for manpower, while crime goes unattended and criminals go unpunished, prevents him from doing the work which is his sworn duty, responsibility and obligation.

The Office of the District Attorney is operated on a progressive, modern, scientific, legally and humanely sound basis. In this regard from a modernization standpoint the initial studies for the application of data processing methods in the Office of the District Attorney have been finalized and there is sufficient monies in the present budget to make these plans effective and bring this office into cooperation with the other agencies in the use of data processing.

The Grand Jury commends the District Attorney, John Jay Ferdon, and his Chief Deputy, Walter Giubbini, along with the members of a dedicated staff for an outstanding job under the most trying and often unpopular circumstances.

Charlton H. Buckley

William J. Welsh

Hrant J. Avakian, Chairman

DEPARTMENT OF THE SHERIFF

The Members of this Committee have made visits to the Office of the Sheriff, to the jail facilities at the Hall of Justice and at San Bruno, and along with other members of this Grand Jury have visited the facilities at San Quentin Prison. The Committee has also reviewed various material, national and local in scope, pertaining to the subject matter of the jails in general.

The Members of this Committee are aware of the requests that have been made to present charges against the Sheriff. Under the Sections of the Penal Code and Government Code the Grand Juries in most of the counties of California have the right and power to present charges against an elected and/or public official. We have been legally advised that this is not true in San Francisco County, as the Charter of the City and County of 1932, which was approved by the legislature at that time, takes precedence over the penal and government codes.

Under the Charter of San Francisco County any charges to be presented against a public and/or elected official are to be presented by the Mayor and reviewed and/or acted upon by the Board of Supervisors.

We are also legally advised that in the making of a report on any department of county government in which comment is made on any official or person who has not been indicted by the Grand Jury, that these comments shall not be deemed privileged.

This Committee feels that the previous censor of the Sheriff is sufficiently severe enough punishment for any of the conditions of the jails for which he could be proven solely responsible. Considered from a practical objective viewpoint there are other conditions that have contributed to the present jail problems.

The jail facilities are inadequate, over-crowded in trying to handle present confinements and segregations. Some of the previous Sheriffs, as well as the present Sheriff, have had problems with insufficient budgets and were required to appeal for supplemental appropriations. There is currently insufficient personnel to handle security and custodial service at the jails, in the courtrooms, in transportation of defendants and prisoners, and administrative work involved in the criminal and civil duties of the Office of the Sheriff.

We have recommended in our correspondence to the Office of the Sheriff a positive approach that could highlight, now and for the



DEPARTMENT OF THE SHERIFF (continued)

future, the principal problem areas in jail operations. We are recommending to the Sheriff that weekly figures and statistics be prepared and furnished City Officials, the Courts, and the news media, that would reveal the occupancy of the jails as to total inmate occupancy, along with a tabulated arrangement of crimes by category.

This Committee would recommend the establishment of a Department of Corrections only if it is financed by and administered by all the Bay Area Counties - including mental and physical rehabilitative features, probation arrangements, productive work and schooling programs. Otherwise it would be financially prohibitive for San Francisco alone to furnish professional services, required staffing, security and detention facilities which for some persons and under some conditions must remain a part of confinement procedures.

San Francisco must maintain custodial and security services in connection with prisoners and defendants and trained personnel will be required to effect this, regardless of what department or office has jurisdiction. Now if San Francisco alone is to have a Department of Corrections, then we must ask the people of San Francisco whether they can carry the tax burden to support a custodial-security service and a Department of Corrections.

This Committee would like to consider some phases of confinement as they may pertain to defendants or prisoners in a Department of Corrections on bay area county cooperative basis, and/or under the custodial and security programs of a Sheriff's Department.

The National Survey of Corrections indicates that where an offender is in custody for a period of thirty (30) days or longer that there is a considerable difference in cost between keeping persons in a jail or institution or in the community on a probation arrangement. As a general national average the yearly cost to service a felon on probation is \$198.00 and the cost to keep a felon in prison is approximately \$1,966.00. The yearly cost to service a misdemeanor on probation is approximately \$142.00 and the yearly average cost to institutionalize a misdemeanor is \$1,046.00. This would tend to indicate that probation arrangements in those cases where it was possible would be less burdensome on the taxpayers, more helpful to the community, less likely to develop bitterness or further lawlessness in the defendants, and bring relief to the jails and other institutions involved in the rehabilitation and/or custodial security control of prisoners and defendants.

"Crimes without victims" account for a large proportion of the offenses in most of our courts and jails throughout the United States; and it is particularly true in San Francisco. Most of the "crimes without victims" are in the misdemeanor classification and include, alcoholism, prostitution, homosexuality, and drug addiction. National averages indicate that these "crimes without victims"



DEPARTMENT OF THE SHERIFF (continued)

account for close to fifty percent of the misdemeanors. Alcoholic addiction is the highest. San Francisco has a higher percentage than the national average with alcoholics and the percentage of recidivism is also high. This Committee agrees that something should be done to assist these people and jail is not the place to assist these people to live in the community.

Considering that a county jail sentence is for one year at the most and that the average time spent in our county jails approximates 58 days, little can be done to assist the alcoholic or other offenders, particularly those involved in "crimes without victims". There must be a desire on the part of these people to change toward rehabilitation before they can be reasonably assisted. There is not sufficient time in short confinements to develop this personal attitude especially under existing laws.

Also, while a person is waiting trial and confined to the jails it is not possible to administer any form of rehabilitative programs under present laws. The rehabilitative process can only start after the person is convicted and sentenced. Often times, and legally reasonable, the person on being sentenced is given credit for time already served and this further reduces time for rehabilitative action to be taken.

It is extremely unfortunate that the rate of recidivism is so high in these "crimes without victims" and that persons are released from jail only to return to their former haunts with little or nothing to help them adjust or re-adjust their lives. It is particularly revealing to visit the Municipal Court Department that handles alcoholics and learn of the great number of times that some of these unfortunate people have been brought before the court for alcoholism - some ranging from 75 to 125 arrests. First of all, we need revision of our laws to assist the courts, rehabilitative programs to assist these unfortunate people, and most of all a concerned citizenry with practical and constructive points of view.

The Penal Code sets up a definite legal pattern for the segregation of persons in jail and with over-crowding conditions this is a difficult matter to handle.

The cost of feeding prisoners in San Francisco Jails is comparable with other jurisdictions on a national average. The food is within standards set by the Department of Corrections in their minimum jail standards. We feel that with some additional monies or a reduction in jail occupancy that the quality and standards could be increased. It is to be noted in the Department of Corrections Minimum Jail Standards that persons in state prisons where they are more physically active should have more meat bodied foods than those in less active county jails.



DEPARTMENT OF THE SHERIFF (continued)

It is difficult to maintain standards in jails where there is a lack of money, insufficient personnel, and an over-crowding problem. Until these situations are effectively remedied there will be problems with our jails - inability to maintain strict administration rules and most unfortunate, and at times unavoidable, insufficient protection for the civil rights of jail personnel and inmates.

The 1970 Grand Jury makes the following recommendations:

1. A Department of Corrections established on the basis of all of the bay area counties participating.
2. A comprehensive rehabilitative program.
3. Adequate laws to support our courts in handling jail confinements.
4. County Jails under the Sheriff for custodial control, with a minimum-maximum security program.
5. An active work furlough program.
6. Publication of weekly statistics on jail occupancy.
7. A positive factual approach to budgetary items concerning the jails.

Charlton H. Buckley

William J. Welsh

Hrant J. Avakian, Chairman



DEPARTMENT OF THE SHERIFF

Addendum to Final Report

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The 1970 San Francisco Grand Jury submitted these two (2) reports on questionnaires to the Sheriff who completed them and returned them to the Grand Jury.

These questionnaires are included here as part of the report.



REPORT FORM NUMBER ONE

SAN FRANCISCO COUNTY JAILS

1. What was the inmate capacity for which the county jails were constructed?

437 Hall of Justice (380 M - 57 F)

808 San Bruno (750 M - 58 F). Original capacity 600 M but in 1969 every 3rd cell had an additional bunk added.

2 What was the highest inmate occupancy for the years 1961 through October 1970 for each county jail?

<u>Year</u>	<u>Hall of Justice</u>	<u>San Bruno</u>
1961	<u>291</u>	<u>640</u>
1962	<u>273</u>	<u>839</u>
1963	<u>283</u>	<u>816</u>
1964	<u>320</u>	<u>674</u>
1965	<u>318</u>	<u>702</u>
1966	<u>342</u>	<u>715</u>
1967	<u>429</u>	<u>738</u>
1968	<u>447</u>	<u>794</u>
1969	<u>458</u>	<u>857</u>
1970	<u>552</u>	<u>704</u>

3. What was the highest ratio of prison personnel to inmates during these years? 1962 - 1 Deputy to 11 inmates. This is based on total Deputies to total inmates per day. Based on Deputies working on 4 to 12 (1 Capt. of Watch and 3 Deputies), the ratio was 1 Deputy to 210 inmates and on the 12 to 8 shift (1 Capt. of Watch and 2 Deputies) the ratio was 1 Deputy to 280 inmates

4. What was the average cost per inmate for maintenance and operation of the jails during these years? \$3.003

5. What was the average daily food cost per inmate during these years? \$.748 (Sheriff's Department also supplies food to City Prison inmates.)



REPORT FORM NUMBER ONE

SAN FRANCISCO COUNTY JAILS (continued)

6. Were the budgets sufficient to meet operation and maintenance, and food costs during these years? No

7. How much supplementary budgeting was required during these years? \$212,078

Note: Please give detailed explanation for any of the above items that require additional information for a better understanding of the subject matter.

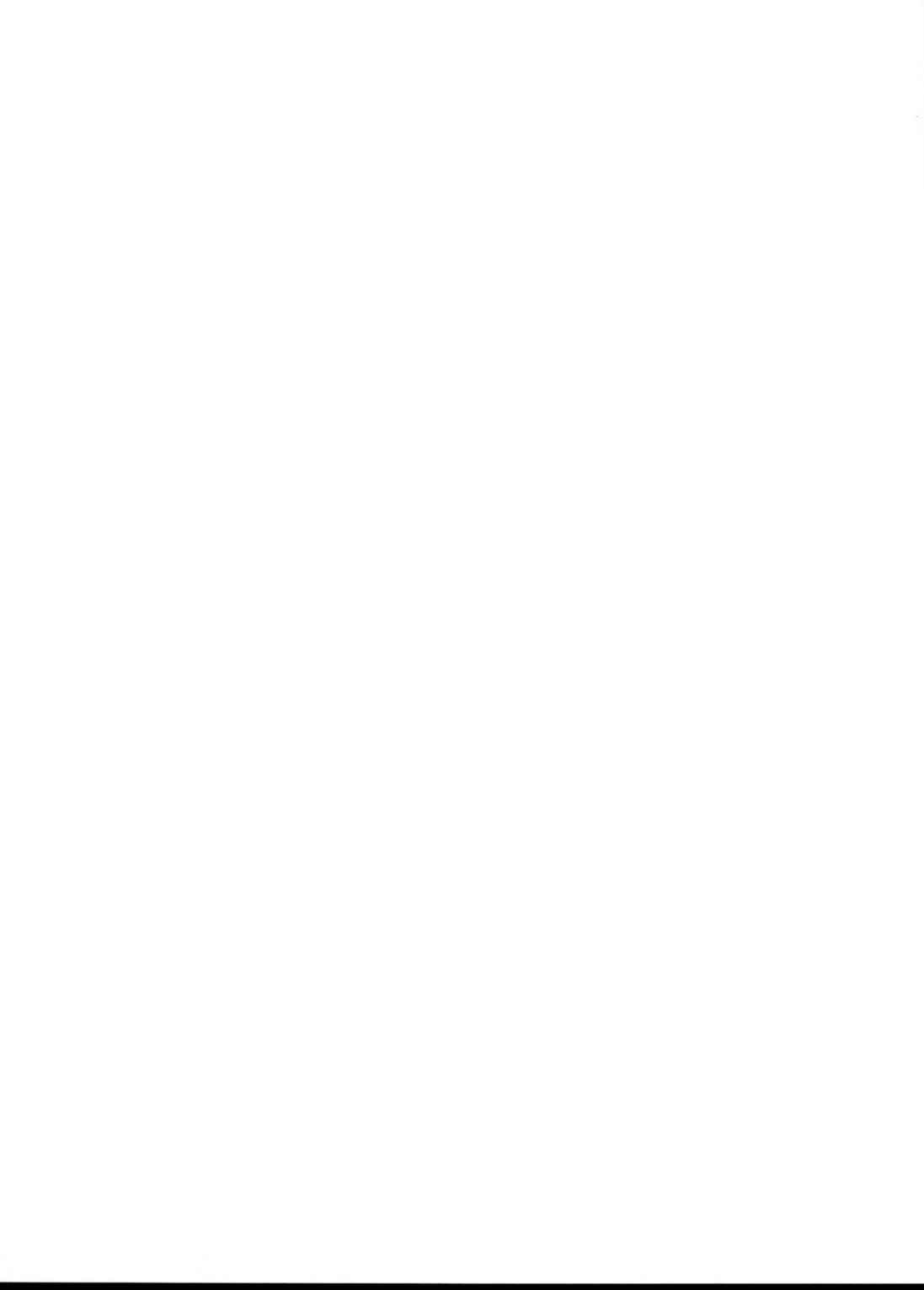
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REPORT FORM NUMBER TWO

SAN FRANCISCO COUNTY JAILS

Prepared for Week of Monday, December 21, 1970

1.	<u>4419</u>	Total weekend occupancy - Friday of previous week through Monday of current week; 4 days. $4419 \div 4 = 1105$ Average daily occupancy.
2.	<u>1077</u>	Total Occupancy on Wednesday of current week.
3.	<u>356</u>	Total Number of Felons.
4.	<u>634</u>	Total Number of Misdemeanants.
5.	<u>634</u>	Total Number of Inmates under Sentence.
6.	<u>335</u>	Total Number of Inmates waiting Trial.
7.	<u>68</u>	Total Number of Women Confined.
8.	<u>1009</u>	Total Number of Men Confined.
9.	<u>322</u>	Total Number of Persons Confined for the following Reasons:
10.	<u>148</u>	Alcoholism
11.	<u>132</u>	Drug Addiction
12.	<u>15</u>	Prostitution
13.	<u>27</u>	Homosexuality



PUBLIC HEALTH DEPARTMENT

The Public Health Department in San Francisco is directed by Francis J. Curry, M.D., who was appointed to the post in June 1970, after having functioned as Acting Director for several months following the retirement of Ellis D. Sox, M.D.

His responsibilities embrace the administration of:

San Francisco General Hospital,
Laguna Honda Hospital,
Hassler Hospital,
Emergency Hospitals,
Public Health Centers, and
Several Bureaus Relating to Specialized Services.

PUBLIC HEALTH

When the North Beach-Chinatown Health Center #4 is completed this winter, each of San Francisco's five public health districts will have a new public health center. Through these five public health centers the Department has decentralized to better serve the public in the various communities of San Francisco.

MENTAL HEALTH

In addition to the public health functions, the mental health division has decentralized its program into the five public health districts which for mental health purposes are known as catchment areas. The purpose of this is to serve people in the neighborhoods where they live. It seems that there are neighborhood and community groups that strongly favor decentralization and equally vociferous groups just as strongly opposed. It is hoped that the Department's program of decentralization will achieve its purpose without creating new problems for the neighborhoods

Of great concern to some residents is that mental health facilities will attract users of drugs and narcotics into their area. The Department has indicated, however, that their plan is to treat people who live in the immediate area if they need any kind of psychiatric care. The Department will continue the operation of the



PUBLIC HEALTH DEPARTMENT (continued)

Center for Special Problems as a specialized facility for the treatment of drug abuse, alcoholism, and other special psychiatric problems.

An expanded methadone program for the maintenance of heroin addicts has been awaiting funding arrangements. On Monday, December 28, the Board of Supervisors appropriated \$121,000 to operate this program for the balance of the fiscal year, \$93,000 for professional and clerical staff (21 positions), and the balance, \$23,000, for the accouterments and supplies needed.

ALCOHOLISM

An alcoholism detoxification unit has been opened at the San Francisco General Hospital, an alcoholism rehabilitation unit at Laguna Honda Hospital and alcoholism half-way house facilities in the Mission District. This program is being financed through the mental health budget. There is a great need for an expansion of the alcoholism program and this depends entirely on the availability of funds for this purpose.

EMERGENCY MEDICAL CARE

Harbor Emergency is in the Golden Gateway Redevelopment Project and is required to move. It will be moved before the fiscal year ends into a new facility in the new health center at Mason and Broadway Streets.

The emergency hospitals are functioning in much the same manner as in the past several years. The structural design of the buildings, except as noted above, is archaic. However, under the circumstances, they are well operated and fine staffs are dealing with emergency problems in a very competent manner.

Previous Grand Jury reports have commented on the use of regular ambulances used as delivery trucks, using trained drivers to transport soiled laundry, drugs and other supplies between the various emergency hospitals. This situation remains the same, but it should be corrected.

The Emergency Ambulance Service is in urgent need of a new radio system, so that the ambulance dispatcher can communicate with ambulance personnel when they are out on calls. For any good ambulance service a two-way radio communication system is essential. A

PUBLIC HEALTH DEPARTMENT (continued)

supplemental appropriation has been requested for this purpose and it is recommended that it be provided soon.

SAN FRANCISCO GENERAL HOSPITAL

This Hospital has a new administrator since April 1970, Mr. C. Charles Monedero. He is attempting to develop a closer working relationship with the community. However, this will be a most difficult task, because the Hospital serves all of San Francisco, not any one neighborhood. In addition, the University of California, which provides the medical staff, many of whom are paid by the City and County of San Francisco, have excluded most neighborhood physicians, for the reason that they do not possess the qualifications to be appointed to the faculty of the University of California. The exclusion of these neighborhood physicians is a hindrance, as they minister to a large percentage of poor people who become patients of the hospital, and a lack of continuity in care is created. It is the recommendation of the Committee that the University of California should be persuaded to change its policy and permit neighborhood physicians to become members of the medical staff.

The administrative organization of the Hospital has been studied by consultants, with a recommendation that action be taken to improve it. They specifically recommended that a position of Associate Administrator and several positions of Assistant Administrator be established to improve the operation of the Hospital. The recommendation stressed that these administrators should have masters' degrees in hospital administration and be paid salaries comparable to those paid in private hospitals. It is the feeling of this Committee that if this recommendation be pursued, the salary question is of prime importance to secure the proper personnel.

An examination of the billing and accounting department reveals that although it has been improved it is still in need of strengthening and revision. The Mayor and the Board of Supervisors have helped by providing additional positions for this purpose. However, the Civil Service Commission has not provided the permanent accountants to fill the jobs.

Approximately 33% of the Hospital's jobs are filled by temporary employees. This situation affects morale and performance adversely. It is imperative that the Civil Service Commission act without delay in a positive manner. San Francisco General Hospital, taking care of people in matters of life and death, should have top priority in all respects, especially in recruitment, examination and appointment of personnel.



PUBLIC HEALTH DEPARTMENT (continued)

It is observed that the Board of Supervisors, in their meeting December 28, 1970, approved the creation of a 19-member coordinating council to conduct a study of the management of the San Francisco General Hospital

This council should give top priority to whether or not the new hospital is needed. They must study deeply alternatives to the construction of the new hospital. They should most assuredly give very serious attention to determining whether San Francisco General Hospital should become a community hospital, open to neighborhood physicians. Also, they must determine necessary measures and provide the implementation that will enable the management of the hospital to function in a manner to better serve the citizens of San Francisco.

The hospital has 822 beds, and on December 29, 1970, 483 were occupied. However, throughout the year the average daily occupancy is about 550. During the year the Outpatient Department, including the Mission Emergency, will have given approximately 230,000 treatments.

LAGUNA HONDA HOSPITAL

Laguna Honda Hospital is performing excellently in caring for convalescent and chronically ill patients and it should continue to upgrade the services it provides patients

Laguna Honda Hospital, a number of years ago, was Laguna Honda Home. Today it is an accredited hospital, providing rehabilitation and long term care for the convalescent and chronically ill. While maintenance of the present standards is essential, it is felt that more should be done to increase the hours of nursing care for patients, to treat the more seriously ill. The nursing staff does a remarkable job within its budget limitations.

The Mayor and the Board of Supervisors appear to be somewhat indifferent to the continuous need for providing funds for improvement to the physical facilities (remodeling of wards, replacement of elevators, and fire safety measures, particularly sprinklers).

Another major weakness is that the salaries of the hospital administration personnel are too low and should be raised to bring them in line with current salaries for hospital administrators in private hospitals. Unless this is rectified the loss of well-qualified administrators may well result and the recruitment of qualified replacements, because of inadequate salary and benefits, may prove most difficult.



PUBLIC HEALTH DEPARTMENT (continued)

The value of capable administrators cannot be overestimated and the relative cost of adjusting the salaries of the few administrators would be small.

The entire staff at Laguna Honda should be complimented on the very dedicated and fine job they are doing.

The capacity of Laguna Honda Hospital is:

	<u>Beds</u>	<u>Average Daily Occupancy</u>
<u>Licensed Maximum</u>	1766	
<u>Actual</u>	1578	1218

HASSLER HOSPITAL

Hassler Hospital under the aegis of Dr. Tsou is providing excellent care of the chronically ill.

Hassler is an accredited hospital. However, its accreditation is being threatened by lack of an adequate fire sprinkler system. The Department of Public Health has already requested the Bureau of Architecture to take prompt action to remedy this deficiency.

On our Committee's visit, we partook of the food, which was good, examined the kitchen facilities, and had a lengthy tour of the wards. We were quite impressed with what we saw. The quality of care is high-grade and the entire staff has to be complimented on the outstanding job in treating the large number of seriously ill, including patients with terminal illnesses.

The capacity of Hassler Hospital is:

<u>Beds</u>	<u>Average Daily Occupancy</u>
227	180

MEDI-CAL PROGRAM

Under state law, the Department of Public Health is responsible for the medical care of indigents. From the inception of the Medi-Cal Program in 1966, the Department has provided care to



PUBLIC HEALTH DEPARTMENT (continued)

a great number of patients under this program. The Department is regulated by the state, and the Medi-Cal rules apply to the Department. The Medi-Cal Program has greatly increased the amount of administrative work and caused many difficulties for the reason that many changes have been made in the program's regulations. This lack of stability must be recognized as a major weakness and the general public made cognizant of the fact that the situation has created turmoil for both providers and beneficiaries.

Emergency Medi-Cal regulations placed into effect December 15, 1970, could have a profound impact on the people of San Francisco and the City and County government, which must study and pursue the matter actively in protecting the populace and, in particular, the already overburdened taxpayer. The political storm brewing in the Legislature should be closely observed and every effort made to forestall any incursion against San Francisco City and County interests.

The Committee would like to express its sincere appreciation for the courtesy and cooperation extended to it at all levels and compliment particularly Dr. Curry's dedication to the task ahead of him. He is ably aided by Mr. Joseph Mignola, Jr., who has been a fount of knowledge pertaining to the hospital system.

Charlton H. Buckley

George S. Livermore

Stuart R. Adams, Chairman



PUBLIC UTILITIES COMMISSION

At the beginning of the 1970 Grand Jury's service, the Public Utilities Commission was responsible for the operation of four city departments; the Municipal Railway, the Water Department, Hetch Hetchy and the San Francisco Airport.

Last year's Grand Jury report commented on the lack of relationship between these departments, and pointed out that Charter Revision, defeated by the voters, would have provided the means for the various departments to operate independently of each other. That report went on to suggest that the Board of Supervisors hold hearings to determine the merits of the elimination of the Public Utilities Commission and changing departmental accountability.

While no such hearings have been held, a first step in the separation of these unrelated operations was taken when the voters approved the creation of the Airports Commission, and the transfer to that commission from the Public Utilities Commission the responsibility for the operation of the San Francisco International Airport.

AIRPORT

The Grand Jury applauds this step and calls upon the newly constituted Airports Commission to aggressively see to it that the airport is provided with excellent management; and that it remains self supporting.

Last year's Grand Jury report stated with reference to the Public Utilities Commission:

"We would like to see the commissioners take a more aggressive posture in setting policy. Too often it appears ideas emanate from departments which the commissioners then approve."

In his comments on the Grand Jury report, James K. Carr, then General Manager of Public Utilities and now Manager of the Airport, stated: ". . . the inference in this comment is without foundation or merit." Some will agree with Mr. Carr, others with the Grand Jury.

Since the Airports Commission is newly created, this Jury, at this time, has no basis to comment on its performance or aggressiveness; but it wishes to express strong belief that the Airports Commission must adopt a very aggressive posture in setting policy.



AIRPORT (continued)

The Jury, in its visits to the Airport, was shown the forward planning that is being done. While we, as laymen, are not qualified to appraise how good the planning is, we are gratified at least to know that planning is being done. We call on the commissioners to be aggressive and knowledgeable enough to appraise its quality and appropriateness.

So far, the Airport has not been a burden on the taxpayers of the City and County of San Francisco. Nor should it ever become one. The Airport serves residents of and is an economic benefit to the entire Bay Area. It is one of the largest employers in San Mateo County. Yet it pays real property taxes to the County of San Mateo. If it cannot remain self supporting, the burden must not fall solely on the taxpayers of San Francisco.

Presently, the Airport has substantial expansion and capital investment plans. Presently, the airline industry is suffering from unprofitable operations and is coping with many problems, including those of reduction of unprofitable service, introduction and financing of the 747's, and the future introduction and financing of the DC10 and Lockheed 1011 airbus. It will take an aggressive, active and alert Airports Commission to assure the taxpayers of San Francisco that all capital expenditures at the airport can be serviced from revenues to be generated by that airport in the light of present and projected conditions in the air transport industry.

One of the important problems facing all airports, and San Francisco International Airport in particular, is the provision of adequate facilities for ground transportation to serve the airport. Most of us who have used the airport recently probably will not argue with the statement that at present, parking and traffic conditions there are a nightmare. Some means to supplement the use of the private automobile must be implemented. The models and forward planning shown the Jury contemplated the extension of BART to the Airport; but apparently there is, as yet, nothing firm that this is really going to happen, or when, nor do there appear to be alternative plans if this cannot be worked out. An aggressive Airports Commission will see to it that this matter is coped with in a vigorous, intelligent and timely manner.

Many people visualize that the Bay Area's air passenger and cargo needs will best be served when the San Francisco, Oakland and San Jose airports are under a single management, directed by an airport authority such as presently exists in other major centers. An aggressive Airports Commission must have views on such an important matter, and should have a "game plan" to implement them if, in fact, the commission's views do embrace the regional concept.

Uppermost in the commissioners' thoughts and actions must be the basic philosophy that the air passengers and air cargo users in the Bay Area and the airlines serving the Bay Area must be provided with the best service that can be made available without cost to the taxpayers of San Francisco.



WATER AND POWER

The citizens of San Francisco are extremely fortunate in their heritage of the Hetch Hetchy Water and Power System, and somewhat fortunate in their heritage of the City Water Department.

The Hetch Hetchy Water and Power System places San Francisco in a position where it is one of very few cities in the world with a dependable water supply of excellent quality and adequate to meet all foreseeable needs well into the next century. We have this wonderful heritage because many competent, dedicated and foresighted citizens of San Francisco planned it that way, starting as long ago as 1901.

The members of the Grand Jury have visited the facilities of the Water Department and of Hetch Hetchy, and are very impressed with the foresight and engineering skill of those who created them, and with the competence, engineering skill, management ability and dedication of those who presently administer them.

It has been recommended many times that the Water Department and Hetch Hetchy be merged and placed under one management. In its investigations, this Committee has been unable to find any reason why it should not also make that recommendation.

In any merger, whether it be of governmental agencies or of businesses, there are going to be a few people whose job security is going to be jeopardized. They and their friends will oppose the merger, regardless of its merits. If they and their friends have enough influence, the merger will not happen, regardless of its merits.

There should be, and often is, a way of overcoming this difficulty, if the merger is advantageous.

It is our understanding that the Charter presently permits the two departments to merge. Their operations and financing seem intimately related. Each department publishes operating figures. The Water Department shows sale of water as a revenue item, while Hetch Hetchy (created to provide water) reports sale of electricity, but not sale of water in its revenue statement. Revenues for sale of water are reported only by the Water Department. The Water Department reports as a deduction from revenue an item called "Allocation of Revenue to Hetch Hetchy" and Hetch Hetchy shows as revenue an amount of exactly the same number of dollars and calls it "Allocation of Water Revenue from Water Department." The number of dollars used each year varies and appears to be an amount that will make both departments' statements of receipts and expenditures come out even.

We are not sure that this kind of accounting and reporting makes any sense, and we think the fact that it is used is evidence that there must be good reasons for merging the two departments.

The Grand Jury requests that, in its comments on this



WATER AND POWER (continued)

report as required by law, the Public Utilities Commission specifically include the following information, in addition to comments on the balance of the report.

1. Whether the Public Utilities Commission now has the authority to merge the Water Department and Hetch Hetchy.
2. If the answer to #1 is negative, what other agency or agencies, such as the Board of Supervisors, must act. Please confirm our understanding that the Charter does permit such a merger now, and that submission to the voters is not necessary.
3. Whether any attempt has ever been made to merge the two departments, and if such an attempt was made, when was it made, what was done, who did it, and what happened.
4. Whether any such attempt is contemplated, and if so, when, and what is planned to be done, and who plans to do it.
5. If the answer to #3 and/or #4 is negative, please list the reasons why, in the Commission's judgment, it would not be in the interests of more efficient operation of our water and power properties, and in the interests of consumers of water and power, and in the interest of the taxpayers of San Francisco, to effect such a merger.

In connection with the water and power operations, it is important to emphasize that they are not a drain on the taxpayers of the City and County of San Francisco. In fact, if the two entities were merged, and then accounted for as though they were an investor owned utility, they would probably show a profit. This situation is a tempting one for politicians, and makes possible such things as the transfer on July 1, 1969, of 48 railway electrical employees from the deficit ridden Municipal Railway to the Hetch Hetchy, and turning over to Hetch Hetchy the responsibility for Muni's electrical system, as well as furnishing it free power. Public Utility Commission President McDonnell stated at the time that by thus reducing the Muni budget, it would save the taxpayers money, and he went on "the transfer makes good sense purely from the standpoint of good management."

We agree with him on neither point. Maintaining power lines for the Muni, and buying power to run the buses is an expense of providing public transportation; and should be accounted for as such. To transfer the expense and responsibility to Hetch Hetchy solely because the latter is profitable and the former is operating at a deficit is not, in our opinion, good management practice, nor is it likely to save the taxpayers money. The action of the Board of Supervisors on December 14, 1970, in appropriating \$763,000 of Hetch Hetchy funds to relocate trolley bus wires on new one way streets is just



WATER AND POWER (continued)

the sort of thing that this leads to.

If what Commissioner McDonnell meant when he said this move made sense from the standpoint of good management was that the management of Hetch Hetchy is good and that of the Muni is bad, then what would make sense would be to get what he considered good management for the Muni; not to give part of management's job to someone else to do.

These are the kinds of actions that highlight the point that the water and power operations, being solvent and profitable, can be a tempting target for others. While the Grand Jury feels and recommends that the water and power operations should be removed from the Public Utilities Commission, as was the Airport, it feels strongly that this must be done in such a way as to insulate them from other City agencies, such as the Muni, that might wish to "get their hand in the till."

Whether a separate water and power commission following the pattern of the Airports Commission; or whether putting the water and power operations under the Chief Administrative Officer; or whether some other means is the best way to accomplish this, should be studied forthwith, and action taken forthwith. The Grand Jury recommends that the Mayor forthwith appoint a Blue Ribbon Commission of distinguished, concerned and knowledgeable citizens to study this question, and submit a plan in the very near future.

The Charter provides that it is the City policy to own its own utilities. If one of these operates profitably, the profits should not be subject to raids; they should be available for capital improvements; and to the extent not needed for that, it should be a policy decision of the Board of Supervisors whether rates charged citizens of San Francisco should be lowered or whether profits should go into the general fund of the City and thus benefit all taxpayers instead of just water users. The Supervisors should not be in a position to chip away at Hetch Hetchy as they did on December 14, 1970. The Grand Jury recommends that the Blue Ribbon Commission study what structure can best accomplish this

MUNICIPAL RAILWAY

The 1969 Grand Jury report for the Public Utilities Commission concludes with this paragraph:

"Lastly we recommend that future Grand Juries appoint investigative committees for each department, rather than for the Public Utilities Commission as a whole, in the hope that more effort can be expended in each area "



MUNICIPAL RAILWAY (continued)

In our own Committee's mid-year report, we commented on that paragraph as follows:

"At this time we are impressed with the wisdom of that recommendation."

We now find ourselves at year end with the Committee having done far less work on the Municipal Railway than it would have liked to. It appears to us to be such a disaster area that the time required to do a thorough job was not available to this group of laymen, with their own jobs to perform and with no staff to assist.

We have seen a fare increase from 15¢ to 20¢ in 1969, and from 20¢ to 25¢ in 1970. Yet the Muni cost the taxpayers \$9,692,000 in the fiscal year 1967-1968; \$17,982,000 in the fiscal year 1968-1969; \$19,296,000 in the fiscal year 1969-1970; and the budget for the fiscal year 1970-1971 calls for a deficit of \$18,700,000.

The voters have agreed to permit Muni employees to be paid at rates equal to the average paid the two highest salaried municipal transit systems in the nation. The opinion has been expressed that the legislation did not extract from the Muni employees a quid pro quo requirement relaxing some outrageous impediments to efficiency imposed by Civil Service rules. One probably must blame the Board of Supervisors, not the Public Utilities Commission or Muni management, for this. The Board should only submit pay measures to the voters which contain such trades.

A few other matters within the control of the Public Utilities Commission and the Muni management for which criticism is heard are:

1. The program of forward planning is deficient or lacking.
2. Management has been very dilatory over the past several years in developing plans to integrate with BART.
3. Comparisons with A C Transit on such matters as ratio of employees per vehicle, utilization of operating personnel, use of preventive maintenance programs, accident and claim expense, all show Muni trailing in its performance.

Continued public criticism of the Muni cannot be ignored. The drain on the taxpayers requires attention. While there seems to be a considerable body of thought that public transportation is not likely to be profitable like water and power, or self supporting like the airport, there is no reason to believe that rigorous cost control cannot reduce the cost to taxpayers. Recommendations have come from some quarters that the Muni and Parking Authority be joined in a Department of Transportation. Then the responsibility of measuring the relative cost of providing parking versus providing public transportation would be in one place.



MUNICIPAL RAILWAY (continued)

All these subjects should be studied carefully. This year's Grand Jury has identified a few of the problems and skimmed the surface. Next year's Grand Jury, as a major service to the taxpayers, should have one committee to study the problems of the Muni and that alone. Consideration should be given to providing a budget so that the committee will have a staff to assist it to do a thorough job.

Maurice L. Goldman

Jack M. Lipman

Gustav Knecht, Jr., Chairman



MINORITY REPORT

ON

DEPARTMENTS

OF

MAYOR

BOARD OF SUPERVISORS

CHIEF ADMINISTRATIVE OFFICER



As a Member of the 1970 San Francisco County Grand Jury, I present herewith a minority opinion concerning the initial 1970 Grand Jury Report on the Departments of the Mayor, Chief Administrative Officer, and the Board of Supervisors.

I sincerely wish to express my gratitude and satisfaction with the attitude of the other Members of this 1970 Grand Jury who have so graciously granted me the permission to prepare and present this minority report. Their consideration of my viewpoint and granting me this permission should be considered a demonstration of true democracy in wanting a full presentation of all views.

In reviewing the Initial Report I recognize some of the subject matter as being prevailing and continuing problems, but in some other matters and situations I have a divergent view. It is not my objective to make this a controversial matter, to create disharmony among my fellow grand jurors, or to impugn the integrity of the Grand Jury in any manner. I only wish to present my "in depth" point of view.

Particularly, I wish to point out that there is real leadership in San Francisco -- leadership under very trying and unusual circumstances. I wish to point out, however, that to have the full benefits of leadership it must be a "two-way street." There must be those who lead and give directions and those who follow. Leadership to be truly effective must be the combined result of the working together of government employees, citizens, and designated or elected leaders. The primary purpose of any government is to do or help to do for the governed collectively those things that they are unable to do alone or singly and, further, for the protection and guarantee of the rights of people. Government or leadership in government must be a two-way action -- there must be a recognition of rights and of responsibilities as well.

In further reviewing the Initial Report, I do recognize as existing many of the problems as indicated. These are the problems, for the most part, that will be found in most of our urban-city areas throughout the United States -- in greater or less intensity. Some of these problems have been long in developing and have suddenly come to light; others are situations that have developed sharply and quickly.

We are living today in a highly mobile society throughout the United States. Particularly, the flow of population into this state and into this City is extremely high. We are also living in very disturbing times -- times when there are gaps in understanding and in communications.

In a more stabilized community -- with less mobility -- many problems would be solved for many people, but often because of the population mobility the same problems are recurring and have to be settled for different people. These are trying and disturbing times and often under the hue and cry of the times, leadership and problem



reduction are hidden. Unfortunately, we will always have problems, but we would endeavor to keep them to a minimum and I am sure that our leaders feel the same. It takes time to solve problems and some patience must be exerted by those in need.

There are problems in this City and County with which we are faced that cannot be resolved completely by us as citizens or by leaders or officials alone.

Housing is a problem that requires the outside help and assistance of the Federal Government. It is true that leaders must press for it. At the time that this report is being written, the Board of Supervisors is negotiating with H. U. D. concerning additional housing.

The homeowners' tax problem stems from state legislation that requires all real properties to be assessed at twenty-five percent (25%) of the full cash value. The supervisors fix the tax rate to this valuation. Only the Legislature of the State of California can change the assessed valuation. This problem has to be solved by the State legislature, City officials, and the citizens working together. Our City leaders alone proclaiming the need for tax reduction without the support of the people, will never bring homeowners' taxes down.

The City Charter of 1932 is presented as an obstacle or a stumbling block to effective government. The Mayor and the Board of Supervisors, in recent years, took the necessary legal steps to establish a Charter Revision Committee, which, after considerable work and effort, sent proposals in charter changes to the electorate. Although these changes in a recent election were voted down, surely one must recognize leadership on the part of the officials of our City in this matter.

Civil Service has been indicated as a stumbling block to the efficient operation of City government. I vary, only in this one instance from the Initial Report, to cite a portion of the Grand Jury Report on the Civil Service Commission, a department under the jurisdiction of the Mayor. This Commission is proposing the phasing out of limited tenure employees over a gradual two-year period and will present this matter to the Board of Supervisors for confirmation and monetary support. The Commission feels that this will have a stabilizing effect on City government in granting a sense of security and permanency to civil service employees.

Voting and election: It has been indicated that leadership is a two-way action -- on the part of the officials of government, elected and/or appointed, and the citizens of San Francisco. There should be deep concern over the number of people who are not participating in the activity of their government and exercising their voting privileges. It is extremely alarming to think that there is a potential 500,000 people who could vote and only about one-half of that number



voting. Do we place the blame on the leaders of our City and County? Some of the blame must be placed on those who do not participate! If it is only the minority of the electorate that is participating in government, then our leaders do not have the support of a majority of the people or a majority opinion. What a difference would be made in election results if most of the people voted! Leadership must be a two-way action and people cannot complain about leadership when those who should follow or express opinions are failing their duties -- by not voting.

The records of personnel placement in the City and County of San Francisco show that those in positions of leadership have bent over backwards to eliminate all forms of discrimination. They follow all of the principles of the United States Constitution, not by words alone, but by deeds. The City government has all races, colors, and creeds well represented in places of leadership, management, as well as in the lower positions -- and is approaching direct ratio to ethnic population.

Progress is being made under present leadership. The following examples of situations that can be considered beneficial are the results of good leadership.

There is a definite reduction in the crime rate in San Francisco. This was accomplished only through the determined efforts and energies expended by our law enforcement departments as ordered by our Mayor and there was full support from the Board of Supervisors which provided the means with which to make this possible. Our crime rate has decreased substantially at a time when it continues upward throughout the Nation.

There is a gradual closing of the gap between the police and youth and minority groups. Due to determined efforts on the part of our leaders, court procedures in juvenile matters have been improved substantially. The relations with law enforcement and youth groups have been greatly improved and enlarged.

There are various committees working in neighborhoods in efforts to bring about understanding and to determine the needs of these people and relate them to the City Officials. Some of these are: Citywide Youth Council, Chinatown Youth Council, Mission Coalition, Hunters Point Boys' Council, Mission Rebels, Youth for Service, Young Men for Action, and South Park Community Center.

On a national basis San Francisco is not suffering the financial crisis that is found in so many of our Eastern cities and it is a credit to our leadership that, with all of the difficulties, we are, at this point, financially solvent.

It is true that we did have some disturbance in connection with some personnel of the City, but, again, we in San Francisco generally enjoy good relationship between our leaders and our workers and/or their representatives.



It is not the purpose of the Grand Jury to be a super-government, imposed on top of our duly and legally constituted government. It is only a review body insofar as City and County departments are concerned. The areas in which grand juries are to investigate are clearly defined and a Grand Juror's work should be considered supplementary to the work of the leaders in our City as well as being a means of helping to bring problems before them.

In presenting this report, I want it to be firmly understood that I do not feel that there is any division in the Grand Jury, but that there is a cohesive force at work with the grand jurors wanting full information -- thus this minority report.

In conclusion, I feel that in recognition of their efforts and accomplishments in overcoming many obstacles and in solving innumerable problems which confronted them, our leadership -- namely, the Mayor, the Chief Administrative Officer, and the Board of Supervisors -- deserve a vote of confidence.

Respectfully submitted,

Gene F. Cervelli

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