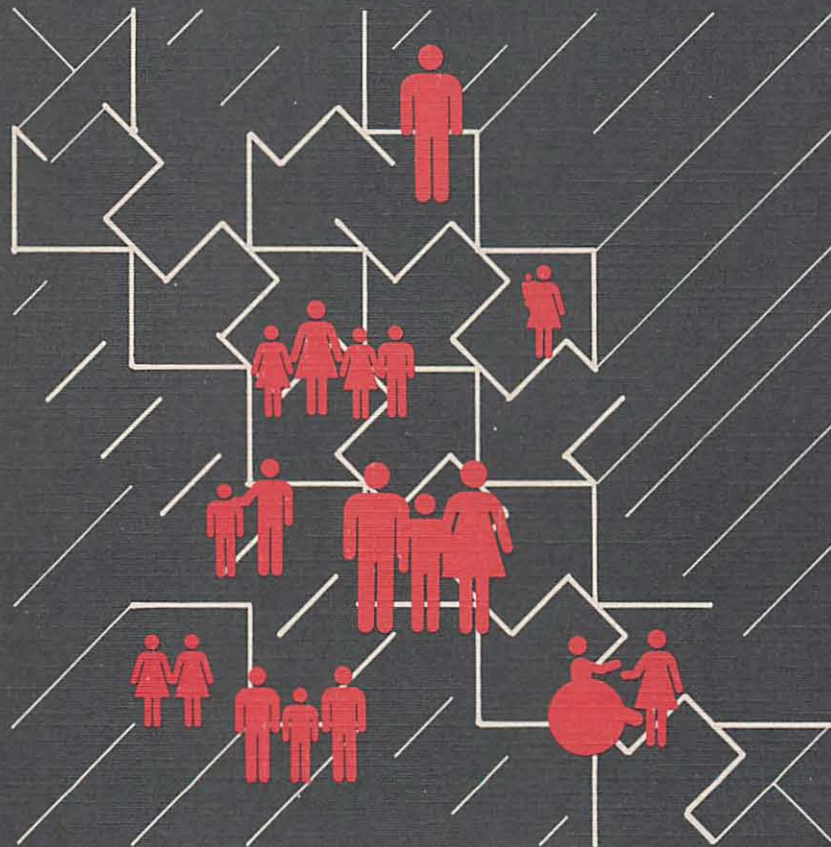


Task Force on Family Diversity

City of Los Angeles



Final Report

*“Strengthening Families:
A Model for Community Action”*

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Convenor

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Christopher McCauley
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LOS ANGELES CITY TASK FORCE ON FAMILY DIVERSITY

May 19, 1988

The Honorable Michael Woo
Member, Los Angeles City Council;

The Honorable Tom Bradley
Mayor, City of Los Angeles;

The Honorable John Ferraro
President, Los Angeles City Council,
and Members of the City Council;

The People of the City of Los Angeles:

It is with pleasure that the thirty-seven members of the Los Angeles City Task Force on Family Diversity hereby submit our Final Report and recommendations.

When we began this project some two years ago, it quickly became obvious that a study of the strengths and weaknesses of contemporary family life in Los Angeles would be an enormous undertaking. We therefore organized ourselves into specific research teams, each focusing on selected family demographics, populations, topics, and problems. As part of our mandate, our research included an examination of families that have not traditionally had the benefit of public study and documentation.

Through our public hearings, we gathered information from a variety of witnesses — advocates, academics, service providers, and legal experts, as well as individuals who related personal experiences that helped illuminate problems in a very vivid way.

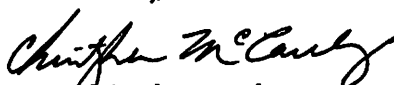
Although not encompassing every conceivable family issue, our Final Report includes analyses of a number of critical problems that vex contemporary families — available and affordable housing, transportation, affordable insurance, child care, family violence and abuse, quality education, and issues related to employment opportunity and economic well-being.

Throughout this project we have attempted to recognize ways in which public policy may not be consistent with the reality of how we live. Where we have uncovered legal, institutional, or practical burdens imposed upon family life as a matter of public policy, we have suggested remedies. Where we have found programs or policies supporting family life, we have specifically commended them.

During the course of its study, the Task Force discovered that “family” is a very broad and expansive concept, which is capable of encompassing a wide variety of committed relationships. This conceptual flexibility is consistent with local family demographics. The City of Los Angeles is undeniably rich in family diversity.

We appreciate the opportunity to have served the people of Los Angeles. We have learned enormously from everyone who participated in this project and we sincerely hope that all families will benefit from our findings and recommendations.

Sincerely,


Christopher McCauley
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*ORGANIZATIONAL BENEFACTORS **

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* The support of these individuals and organizations does not necessarily constitute their endorsement of every recommendation of the Task Force.

PLACING THIS REPORT IN CONTEXT

The historical significance of this Report is a reflection of both the importance of the subject matter and the methodology used in the Report's preparation. The study underlying the Report was based on the recognition of the human diversity that is found in Los Angeles and the many ways in which that diversity is manifested in society's most fundamental institution, the family.

Recognizing human diversity is very different from making judgments about it. The Task Force did not engage in the endless academic debate over the relative merits of different lifestyles, personalities, relationships, or types of family structures. Instead, the Task Force focused on the importance of learning to live together and work together constructively to solve problems. In a world that mass communications and close urban living have made so small, alienating judgments do not better the quality of life for anyone.

It would be arrogant for us — as only a part of the whole of society — to assume that every other part should be just like us. The truth is that every part is not the same. Society is a rich and magnificent cornucopia of unique and diverse people and relationships. We often celebrate the most unique, the individual whose creative genius has given us art, has propelled science, has made a difference in history; every day we reap the benefits of our human diversity. The work of the Task Force was, thus, premised on the human resource — in all its diversity — being our city's most valuable asset.

The recognition of the value of diversity is deeply rooted in our nation's history and philosophical origins. Pluralism has created for us a strong society, and respect for human diversity is a continuing prerequisite to our tapping the full potential of our vast reservoir of human talent.

The Task Force found that human diversity is nurtured and protected by the relationships and families that are formed by individuals. Family, then, in all of *its* diversity, can be seen as a protective structure, not in competition with, but supportive of, the individual.

Because of the important role of the family in the socialization process and the support structure it provides for individuals, Councilman Woo stated in the Task Force's mandate:

Government should encourage the formation and development of family relationships and should not foster discrimination against families; nor should it tolerate unfair private discrimination against families.

The councilman specifically asked that the Task Force examine and document the nature and extent of the family diversity in Los Angeles and investigate any evident problems experienced by families; in other words, the Task Force was asked to find out what obstacles prevent families from fulfilling their important functions in society.

The mandate dictated the approach of the Task Force. This study did not emanate from bureaucrats and government officials based on ideology. Rather, it was generated from the bottom up, citizens coming together and hearing from other citizens at the local level.

We hope people in government as well as the People of the City of Los Angeles will find this Report useful. We also encourage other municipalities to use this project as a model for similar studies at the local level, the level closest to the lives of the People.

—Jay M. Kohorn
Report Consultant

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PREFACE

Organization of the Report

The organization of this report reflects its philosophical underpinnings. Rather than a narrow treatise of what "should be," the report is based on the assumption that problems can best be addressed only after a thorough acknowledgment and understanding of what "actually is."

The study of family lends itself particularly well to both approaches. An ideological approach could be used because of the historical connection between the family and the teachings of major religious institutions. A practical approach is an equally viable alternative because a wide variety of families are affected by very real, and sometimes overwhelming, problems. This report adopts the latter approach because it is consistent with the purposes of the Task Force: first, to examine; second, to educate; and finally, to bring intelligence, imagination and commitment together into the arena of actual problem-solving.

The report begins with a list of recommendations made by the Task Force concerning ways in which elected officials, public agencies, and private organizations can help improve the quality of life for Los Angeles families. The recommendations are not necessarily listed in any particular order of priority.

Before concentrating on specific concerns of families in the City of Los Angeles, the report examines family issues and demographics from a national, state, and county perspective. This section of the report reviews recent studies concerning families in the United States, California, and Los Angeles County, thus setting a larger factual context in which local concerns are subsequently examined.

The report then focuses on broader issues involving law and public policy. Building on the overview presented in previous sections, the section dealing with public policy and the definition of family reviews court cases, legislation, and administrative decisions which have defined "family" in a wide variety of factual contexts.

The bulk of the report is devoted to issues specifically concerning families residing in the City of Los Angeles. First, this section examines the general nature of the city's family and household demographics. Next, it focuses on critical problems that are the *common* concern of local families, especially in such areas as housing, insurance, employment, crime, violence, education and schools. Finally, some important concerns of *particular* family populations are examined.

Appended to the report is the mandate of the Task Force, followed by tables which are designed to assist the reader to use Task Force documents in a practical manner. The tables include: (1) the tables of contents of three other documents published by the Task Force; and (2) Table of Recommendations; listing recommendations according to the agency authorized to implement them.

Method of Study

Mandate

When he convened the Task Force on Family Diversity on April 9, 1986, Los Angeles City Councilmember Michael Woo, then Chair of the Intergovernmental Relations Committee of the Los Angeles City Council, set

forth reasons for this project as well as the principles that would guide and direct it:¹

(1) the family as an institution plays an important role in the development of our city, state, and nation;

(2) "family" is a broad and expansive concept, capable of encompassing a wide range of committed relationships;

(3) the formation of family relationships is encompassed in the exercise of every person's inalienable rights to life, liberty and pursuit of happiness;

(4) our city is rich in diversity, both individual and family;

(5) government should encourage the formation and development of family relationships;

(6) government itself should not foster discrimination against families, nor should it tolerate unfair private discrimination against families;

(7) government authority to remedy family problems is vested in various levels and branches of government; and

(8) the City of Los Angeles and its affiliated political entities should adopt reasonable measures to address the legitimate needs of families.

Based on these observations and principles, the Task Force was given a mandate to:

study the nature and extent of family diversity in the City of Los Angeles and investigate any evident problems experienced by variable family groups, such as single-parent families, unmarried couples, immigrant families, gay or lesbian couples, or families with senior or disabled members, and,

issue a final report documenting its findings, noting demographic and legal trends, and making recommendations for legislative, administrative, educational, or other appropriate actions that should be undertaken within the public or private sectors to address the special problems of families in Los Angeles.

Members

The Task Force consists of 37 members who work and/or reside within the City of Los Angeles. The membership is remarkably diverse; members come from a broad range of professional backgrounds, live in a wide variety of family relationships, and reflect a full spectrum of interests and communities. Represented professions and fields of endeavor include education, law, psychology, sociology, politics, religion, labor, civil rights advocacy, personnel administration, social work, business, media, child care services, consumer affairs, public transportation, insurance, and housing.

Public Hearings

The Task Force conducted four public hearings between January 1987 and April 1987. More than 50 witnesses provided testimony and information

on a wide range of topics, assisting the Task Force in documenting issues and suggesting ways to improve the quality of life for Los Angeles families.²

Witnesses included educators, service providers, advocates, and members of families who testified from academic, practical, legal, and experiential perspectives.

Research

At its second meeting, the Task Force created several research teams, each focusing on a specific subject-matter area.³ After approximately 12 months of research, the teams submitted topical reports to the Task Force for its review.⁴ The Task Force then considered the findings and recommendations made by the teams, adopting many of them for inclusion in this report.

In addition, law students from the University of Southern California Law Center; sociology students from the California State University-Northridge, and psychology students from the California School of Professional Psychology examined specific topics and submitted a number of research papers⁵, which were utilized by the research teams described above.

Two city employees — a deputy legislative analyst and a deputy city attorney — also assisted the Task Force in conducting its research.

Finally, the Special Consultant to the Task Force supervised law student researchers, assisted research teams, and conducted independent research which was submitted to the Task Force for its consideration.

Preface: Notes

1. The full text of the Councilman Woo's mandate to the Task Force on Family Diversity is found in "Appendix E."
2. The testimony is contained in a "Transcript of Public Hearings," published by the Task Force under separate cover.
3. These research teams included:
 - Education/Counseling of Youth and Parents;
 - Public Policy and the Definition of Family;
 - Family and Household Demographics;
 - Runaways and Homeless Youth;
 - Gay and Lesbian Couples;
 - Insurance Discrimination;
 - Immigrant Families;
 - Child Care Issues;
 - Employee Benefits;
 - Disability Issues;
 - Family Violence;
 - Housing Issues;
 - Seniors' Issues; and
 - Media Issues.
4. Reports of Research Teams are contained in "Supplement - Part One," a document published by the Task Force under separate cover.
5. Many of the student research papers are contained in "Supplement - Part Two," published by the Task Force under separate cover.

SUMMARY OF RECOMMENDATIONS

The following is a summary of recommendations adopted by the Task Force on Family Diversity.

AMERICAN FAMILIES

1. The Task Force recommends that a White House Conference on Families be convened by the next President of the United States. The procedures employed, both in selecting delegates and in conducting the conference, should be similar to those used during the 1980 White House Conference on Families. The conference should be announced in 1990, with three regional conferences conducted in the summer of 1991. Along with findings and recommendations, a final report should incorporate pertinent family and household demographics which emerge from the 1990 Census. The report should be issued to the President, Congress, and the American people by December 1991, thus providing a sound factual basis for policies and programs affecting American families during this century's remaining decade.

2. The Task Force recommends that a National Conference on Family Diversity be held in Los Angeles in 1990, hosted by the City of Los Angeles. The Mayor and the City Council should invite the National Conference of Mayors and the National League of Cities to co-sponsor the conference. The conference would provide an opportunity for chief executives, administrators, and lawmakers from cities across the nation to share ideas and develop strategies — from a municipal perspective — in a responsible effort to meet the challenges posed by ever-changing family demographics and concerns.

3. The Task Force recommends that the United States Conference of Mayors sponsor a "Family Diversity Forum" at its next annual meeting. The Conference should encourage mayors across the country to convene family diversity task forces to study changing family demographics and to make recommendations to local government on ways to help improve the quality of life for families in their own jurisdictions.

4. The Task Force recommends that the National League of Cities sponsor a "Family Diversity Forum" at its next annual meeting. The League should encourage participating cities to develop mechanisms to review changing family trends and issues.

CALIFORNIA FAMILIES

5. The Task Force recommends that the Legislature's Joint Select Task Force on the Changing Family review this report and its recommendations prior to issuing its own report to the Legislature in November 1988.

6. The Task Force recommends that the Legislative Policy Statements of the City of Los Angeles be amended. Since 90% of single-parent families are headed by women, it would be appropriate for the city's "Policy Statement on Women's Issues" to include a section addressing the needs of single-parent families. The Commission on the Status of Women could assist the city in implementing this recommendation.

7. The Task Force recommends that the Los Angeles City Commission on the Status of Women review the Final Report of the California State Senate Task Force on Family Equity, and the legislative proposals

arising out of that report. Based on this data, the Women's Commission may wish to propose additional legislative policy statements involving judicial education, community property, child support, spousal support, and mediation.

8. The Task Force recommends that the California League of Cities sponsor a "Family Diversity Forum" at its next annual meeting and encourage its members and participants to create appropriate mechanisms in their own jurisdictions to study changing family demographics and issues.

FAMILIES OF LOS ANGELES COUNTY

9. The Task Force recommends that the Los Angeles County Board of Supervisors establish a County Task Force on Family Diversity to study the problems experienced by contemporary families in the county and to recommend ways in which family-related county programs can better serve the needs of Los Angeles families. A two-year task force of this nature could synthesize information available from county agencies and commissions, hold public hearings, solicit advice from professionals in public and private sector agencies serving local families, and issue a comprehensive report to assist the Board of Supervisors and county departments to meet the challenges posed by changing family demographics and family structures.

10. The Task Force recommends that the Los Angeles County Commission on AIDS continually study the impact of AIDS on family relationships for the purpose of recommending ways in which public and private sector agencies could better assist spouses, lifemates, parents, siblings, and other immediate family members of people with AIDS in coping with the myriad of problems caused by the disease.

PUBLIC POLICY AND THE DEFINITION OF FAMILY

11. The Task Force recommends that the City Council develop a comprehensive family policy for the City of Los Angeles. A family policy would set standards to assist the Chief Legislative Analyst, Council members, and other city officials, in assessing proposed legislation.

12. The Task Force recommends that lawmakers, such as the City Council and the state Legislature, and those with responsibility for drafting and analyzing proposed legislation, such as the Chief Legislative Analyst and City Attorney at the local level and the Legislative Counsel at the state level, should be sensitive to the fact that "family" now is a term of art, capable of many variable definitions. When the term family is used in proposed legislation, the Task Force encourages such officials to consider relevant definitional options and to favor inclusive rather than exclusive terminology.

CITY OF LOS ANGELES: FAMILY DEMOGRAPHICS

13. The Task Force recommends that the Department of City Planning examine the origin of the estimate of undocumented/uncounted residents and reexamine the assumptions behind it, for the purpose of arriving at a more reliable estimate.

14. The Task Force recommends that the City Council retain the services of an authoritative research organization to assist the city in

arriving at a reliable estimate of the number of lesbian and gay adults residing in Los Angeles. Confidential research methodologies should respect the privacy, and guarantee the anonymity, of any residents who participate in the study.

CITY OF LOS ANGELES: HOUSING AND HOMELESSNESS

Homeless Adults and Families

15. To prevent displacement of individuals and families, the Task Force recommends that the city require full replacement of low-income housing units scheduled to be removed from the total housing stock before demolition of the units, rather than mere partial replacement after demolition, as is now often the case.

16. To protect the homeless from crime, and to protect businesses and residents from criminals posing as homeless persons, the Task Force recommends that the Los Angeles Police Department develop a greater and highly visible police presence in areas that attract large homeless populations, especially downtown Los Angeles and the Venice area.

17. To decrease discord and waste of resources caused by inter-governmental lawsuits, and to increase cooperation on the homelessness issue, the Task Force recommends that a City-County Task Force on the Homeless be created. A 25 member Task Force could include 15 members appointed by the County Board of Supervisors (3 members per Supervisor), 5 appointed by the Mayor and 5 by the President of the City Council. Members of the Task Force should include corporate and religious leaders, developers, builders, and city planners, social service providers, and advocates for the homeless. The City-County Task Force should monitor the implementation of A.B. 1733, develop plans for a Housing Clearinghouse that would assist in matching homeless families with affordable housing, and recommend ways in which the city and the county can effectively deal with the problems of the homeless, including support of private shelters for homeless individuals and families.

Homeless Youth

18. The Task Force recommends that the Mayor and the City Council support the development of other programs based on the model of the Homeless Youth Project of Children's Hospital.

19. Because various agencies have overlapping responsibilities in dealing with runaways and other homeless youth in the City of Los Angeles, the Task Force recommends that an Inter-Agency Task Force on Homeless Youth be created. Membership on the Task Force should include representatives from public agencies, such as the Los Angeles Police Department, Los Angeles County Sheriff's Department, Los Angeles Juvenile Court, Department of Public Social Services, Los Angeles Unified School District, City Attorney, District Attorney, and private agencies, such as the Los Angeles Youth Network, the Gay and Lesbian Community Services Center, and the Coordinating Council for Homeless Youth. The Inter-Agency Task Force should develop ways to implement recommendations adopted by the Family Diversity Task Force Team on Runaways and Homeless Youth, especially those dealing with emergency shelter and services, eligibility for relief and social services, access to school programs, and coordinated services.

20. The Task Force recommends that the Mayor and the City Council develop a publicly-funded van service between social and medical support services utilized by homeless youth and families.

Adequate and Affordable Housing

21. The Task Force recommends that the city's Housing Coordinator create a Task Force on Adequate and Affordable Housing. The first job of the Task Force should be to begin development of a policy for the city on affordable family housing. In addition, the Task Force should: (a) recommend ways to stimulate the production of more three and four-bedroom units in the city, (b) review the city's ability to discourage rental policies that charge additional fees for additional persons once a basic rent has been established for a unit, and (c) identify areas of gentrification and develop plans to maintain housing for low-income and large families presently living in those areas.

22. The Task Force recommends that the City Council and the Mayor support the establishment of local non-profit housing organizations.

Housing Discrimination

23. The Task Force recommends that Councilman Michael Woo ask the City Attorney for an opinion regarding the legality of the one-person-per-bedroom rule imposed by many landlords. If the rule is illegal, the City Attorney should advise local apartment-owner associations of this. If the practice is not illegal under existing law, the Council should amend the law.

24. The Task Force recommends that the City Attorney enforce existing fair housing laws against shelters for the homeless that won't accept pregnant women. If rejection of pregnant women is not presently illegal, the law should be amended.

25. Since housing discrimination persists, the Task Force recommends that the City Attorney and the city's Housing Coordinator cooperate with the Fair Housing Councils to develop a plan to deter landlords from engaging in unfair housing practices and to educate families of their housing rights.

26. The Task Force recommends that the Department of Building and Safety stop issuing high density variances to builders of apartment buildings without including disability accessibility requirements. If necessary, the City Attorney should take appropriate steps to stop the misuse of high density variances to avoid accessibility laws.

CITY OF LOS ANGELES: INSURANCE

27. The Task Force recommends that the City of Los Angeles adopt a legislative policy statement on insurance to guide its legislative program in Sacramento and Washington, D.C. The policy should: support the repeal of current state and federal exemptions of the insurance industry from antitrust laws; oppose "redlining" practices; support the adoption of a "flex rating" system of prior approval for property and casualty insurance; and support the creation of an insurance consumer advocate's office within the California Department of Justice.

28. The Task Force recommends that the Mayor and the City Council support a 1988 insurance reform ballot initiative containing strong provisions on rate regulation, antitrust protections, consumer advocacy, and conflict of interest. The measures which most closely would meet these goals are those proposed by either the Insurance Consumers Action Network (ICAN) or access to justice (voter's revolt).

29. The Task Force recommends that the state Insurance Commissioner declare various practices against unmarried couples to be "unfair practices," including the refusal to issue a joint renter's or homeowner's policy to an unmarried couple living together in a jointly owned or jointly rented residence, the denial of discounts to unmarried couples while granting such discounts to married couples, and the refusal to allow a life insurance applicant to name a non-spousal lifemate as a beneficiary.

30. The Task Force recommends that the Mayor and the City Council communicate to the state Insurance Commissioner their concern about lifestyle discrimination by insurance companies, asking the Commissioner to outlaw lifestyle discrimination as an unfair business practice.

31. The Task Force recommends that the Insurance Commissioner routinely refer complaints of lifestyle discrimination to other agencies with possible jurisdiction. If the Commissioner receives a complaint of lifestyle discrimination from an insurance consumer and declines to take action, the letter of complaint should be forwarded to the Attorney General for possible relief under the Unruh Act. Such referrals will enable the Attorney General to determine if a discriminatory pattern or practice exists. The Attorney General can then either take direct action or refer the matter to the appropriate district attorney or city attorney.

32. The Task Force recommends that the Los Angeles City Attorney specifically request that the state Insurance Commissioner forward to the City Attorney copies of lifestyle discrimination complaints involving transactions occurring in the City of Los Angeles. This will enable the City Attorney to determine if unfair business practices are occurring in the city so that such patterns and practices can be enjoined.

33. The Task Force recommends that the City Attorney convene an Insurance Task Force on Lifestyle Discrimination. Representatives of the Attorney General's Office, the Insurance Commissioner's Office, the state Department of Fair Employment and Housing, civil rights groups, consumer protection groups, and the insurance industry should be invited to participate on the Task Force. The purpose of the Insurance Task Force would be to make recommendations to improve the manner in which lifestyle discrimination is handled by state and local agencies with apparent jurisdiction over arbitrary or unfair business practices.

CITY OF LOS ANGELES: CHILD CARE

34. The Task Force recommends that the city's new Child Care Policy be amended as follows: first, all employers located in the city should be required to adopt a stated policy on child care; second, vendors bidding for city contracts should be given preference only if they actually offer child care assistance. As amended, the new policy should be vigorously implemented.

35. The Task Force recommends that the city's legislative policy

statements be amended to include support for: the Family and Medical Leave Act pending in Congress, the passage of legislation in Sacramento that would extend parental leave for newborns to working fathers as well as working mothers, and state legislation providing cost of living allowances to child-care workers. The city also should oppose legislation to relax educational requirements for state Department of Education Children's Center employees.

Availability of Child Care

36. The Task Force recommends that the City of Los Angeles become a model employer by providing substantive child care assistance for the bulk of its workforce.

37. To allow more parents to provide care for their own children and lessen their dependency on child care services, the Task Force recommends that the city allow workers more flexibility in their work schedules.

38. As a means of creating more child care spaces in the city, the Task Force recommends that the City Council adopt the Bradley-Picus proposal to give bonuses to developers who set aside space for child care centers in proposed new buildings.

Quality of Child Care

39. The Task Force recommends that the City Council direct the new Child Care Coordinator and the Child Care Advisory Board to evaluate Community Development Department (CDD) funded child care programs to assess the effectiveness of their delivery systems.

40. The Task Force recommends that the City of Los Angeles increase funding for Community Development Department (CDD) supported programs for the purpose of increasing wages and/or improving benefit packages for child care workers.

Affordability of Child Care

41. The Task Force recommends that child care benefits be included in any cafeteria style benefit program adopted by the city.

42. The Task Force recommends that the city's new Child Care Coordinator keep the City Council and the Mayor informed of pending state and federal legislation that will help make child care more affordable for lower and middle-income families.

CITY OF LOS ANGELES: FAMILY VIOLENCE AND ABUSE

Child Abuse

43. The Task Force recommends that the City Council and the Mayor immediately review and approve the establishment of a three-year CAPE Pilot Project (CPP) in the Valley Bureau of the Los Angeles Police Department. During the third year of operation the effectiveness of the Pilot Project should be evaluated with a view toward expanding the CAPE (Child Abuse Prevention and Education) Pilot Project city-wide.

Partner Abuse

44. The Task Force recommends that the City Attorney convene a one-year Task Force on Gay and Lesbian Family Violence, comprised of police personnel, city prosecutors, community agencies, shelter staff, and representatives from the lesbian and gay community, to examine the problem of gay and lesbian partner battery, to assess the needs that exist, and to make specific recommendations to improve the way in which domestic violence programs and services in the city handle same-sex partner abuse.

45. The Task Force recommends that the City Council and the Mayor urge the California Legislature to extend the protections afforded to victims of opposite-sex battery under Penal Code Section 273.5 to include victims of same-sex domestic violence as well.

Recent Immigrant Families

46. The Task Force recommends that the Los Angeles Police Commission adopt a policy requiring the police department to provide victims of domestic violence with materials in multiple languages; that representatives of immigrant communities be solicited for input on content and format of such materials; and that such materials explicitly state that the police will not report to the Immigration and Naturalization Service the names of either the victims or batterers.

47. The Task Force recommends that the city Attorney establish a one-year Task Force on Immigrant Family Violence, consisting of local police officers, city prosecutors, service providers and organizations representing Latino and Asian/Pacific immigrant communities, to study the needs of immigrants for education and services relating to child abuse and partner abuse, and to make specific recommendations to the city regarding culturally-relevant, multilingual education and intervention programs.

Elder Abuse

48. The Task Force recommends that the Department on Aging convene an ongoing interagency Task Force on Elder Abuse, to include representatives from the Department on Aging, the City Attorney's Office, the Los Angeles Police Department, the County Adult Protective Services, the County District Attorney's Office, the County Department of Mental Health, as well as three seniors' rights advocates, to build upon the 1986 County Task Force Report on Elder Abuse, and to develop further recommendations: to develop the role of the Department of Aging in coordinating intergovernmental services dealing with elder abuse; to examine the feasibility of training specialists on elder abuse within the domestic Violence Units of the police department and the City Attorney's Office; to evaluate current record-keeping, tracking, and referral systems of city and county agencies with jurisdiction over elder abuse; and to make other recommendations to improve municipal programs and services for victims of elder abuse.

49. The Task Force recommends that, as a two-year pilot project, the City Attorney implement an Elder Abuse Deferred Prosecution Program.

CITY OF LOS ANGELES: EDUCATION AND SCHOOLS

Curricula: Family Life Education

50. The Task Force recommends that the Board of Education of the

Los Angeles Unified School District examine the manner in which homosexuality is presently treated by the curriculum, with a view toward establishing clearer and more explicit goals and learning objectives about this topic. For example, more emphasis might be placed on the inappropriateness of prejudice and discrimination against people with a minority sexual orientation.

51. The Task Force recommends that additional resources be committed to the family life training program so that its completion can be accelerated. In addition, the expertise of gay and lesbian educators and other professionals should be used in appropriate parts of the training, which has not been the case so far.

52. The Task Force recommends that each junior high school and each high school in the district develop a peer education and counseling program as a component of their family life education classes.

53. The Task Force recommends that throughout the 1988-89 and 1989-90 school years, the school district sponsor seminars and other educational forums on the subject of AIDS, utilizing films, print media, and public speakers, so that within the next two years all administrators, teachers, counselors, students and parents in the district have heard the essential facts about AIDS, including the modes of its transmission and the means of its prevention.

Curricula: Suicide Prevention

54. The Task Force recommends that the Los Angeles Unified School District immediately implement all components of the model curriculum on youth suicide prevention — including teacher training, instruction and counseling of students, and parent awareness meetings — on a district-wide basis.

Curricula: Prejudice, Violence, and Human Rights

55. The Task Force recommends that the Superintendent of the Los Angeles Unified School District and the members of the Los Angeles Board of Education take steps to incorporate the new Model Curriculum on Human Rights and Genocide effectively into the district's history and social studies classes.

56. The Task Force recommends that the State Superintendent of Public Instruction direct both the Intergroup Relations Office and the School Climate Unit of the State Department of Education, in consultation with experts on this subject, to incorporate the issue of homophobia into their programs.

57. The Task Force recommends that the American Jewish Committee and the Los Angeles Unified School District find ways to expand Hands Across the Campus beyond the racial-ethnic-religious model so that students also learn about oppression based on disability prejudice, "homophobia," and sexism.

58. The Task Force recommends that the following actions be taken to deal with the problems of name calling and bullying:

a. The State Superintendent of Public Instruction should adopt a statewide anti-slur policy and disseminate that policy to every school district throughout the state.

b. The State Department of Education should sponsor a statewide practicum for educators, counselors, and teachers on

schoolyard bullying to develop specific suggestions on dealing with this problem in California schools.

c. The Superintendent of the Los Angeles Unified School District should establish a "Code of Student Behavior" which, consistent with First Amendment principles, contains policies against harassment which often takes the form of bullying, as well as racial, ethnic, religious, or sexual slurs. The code should mention specific remedial and/or punitive consequences for such harassment.

d. Each teacher in the Los Angeles Unified School District should conduct a classroom exercise for establishing rules of acceptable classroom behavior. Students themselves could help determine the roots of intolerance and prejudice in name calling, and should be advised of the specific remedial and/or punitive consequences of verbal harassment.

Programs: Teen Pregnancy and Parenting

59. The Task Force recommends that the Board of Education for the Los Angeles Unified School District urge the Legislature and the Superintendent of Public Instruction to provide more funds for on-site child care facilities at high schools, in order to facilitate better parenting education for teen parents and to provide essential health care to their infants.

60. The Task Force recommends that the Los Angeles City Council direct the city's Community Development Department to give high priority in awarding grants to off-site student child care facilities such as that operated by the Salvation Army's Hope Infant Center at Booth Memorial Hospital.

61. The Task Force recommends that the district's Board of Education adopt goals and timetables to establish school-based clinics on each high school campus.

62. The Task Force recommends that the district's School Board initiate a teen father program using the Lawndale Youth and Family Center as a model.

Programs: Gay and Lesbian Youth

63. The Task Force recommends that the State Superintendent of Public Instruction and the Los Angeles Unified School District Board of Education implement the recommendations made five years ago by the Privacy Commission with respect to nondiscrimination on the basis of sexual orientation in the employment of teachers and other school personnel.

64. The Task Force recommends that a seminar on homosexuality be offered for staff members employed at the school-based clinics.

65. The Task Force recommends that the Superintendent of the Los Angeles Unified School District convene a committee of administrators, counselors, teachers, and student body leaders to develop plans to implement the following recommendations:

a. The district should institute Adult Education classes on homosexuality.

b. The district should review literature in school libraries to ensure that each school library contains sensitive relevant books, articles, and brochures on gay and lesbian issues.

c. The district should publish a directory listing social service agencies and other resources related to gay and lesbian issues which are available to teachers, counselors, students and parents.

d. The district should expand Project 10 so that specialized education and counseling services are available to gay and lesbian teens on every high school campus in the district.

Programs: Youth Gangs

66. The Task Force recommends that the Los Angeles Unified School District Board of Education create a three-year Commission on Youth Gangs. The Commission should be adequately funded and staffed. Its members should include representatives from United Way, Community Youth Gang Services, Boy Scouts of America, Project Heavy, the Chamber of Commerce, the Los Angeles Police Department, the City Attorney's Office, as well as teachers, school counselors, and athletic coaches. The Youth Gang Commission should conduct public hearings and develop a long-term strategy for reducing or eliminating the effect of youth gangs on the city's schools. It should also develop a district-wide anti-gang and anti-drug curricula which should be implemented in every school.

67. The Task Force recommends that the Mayor and the City Council create a permanent Commission on Street Gang Violence. There are now over 5,000 major felonies in the City every year that are related to gang violence. The Task Force strongly asserts that failure to address this critical issue immediately, in the strongest and most serious terms, may result in life becoming unsafe for anyone in any part of the city in the near future.

CITY OF LOS ANGELES: FAMILIES WITH ELDERS

68. The Task Force recommends that the city's Commission on the Status of Women review what city officials and agencies can do, directly or indirectly, to improve the quality of life of older women, especially in the areas of pay equity, divorce law reform, respite care, housing, and access to health care. Although the city may have limited jurisdiction to take direct action in these areas, it certainly can urge county, state, and federal officials and agencies to implement necessary reforms, such as:

a. Hiring older women in government positions;

b. Instituting pay equity at all levels of government employment;

c. Reforming divorce laws to equalize the post-divorce economic disparity between the parties; and

d. Promoting the development of affordable housing for older women.

69. The Task Force recommends that the City of Los Angeles sponsor a Foster Grandparent Program. The Intergovernmental Rela-

tions Committee of the City Council could initiate a proposal whereby the city and the county could jointly sponsor a Foster Grandparent Program. However, if joint sponsorship with the county cannot be accomplished in an expeditious manner, the Council and the Mayor should approve a city sponsored Foster Grandparent Program to be implemented no later than the 1989-1990 budget year.

70. The Task Force recommends that the City of Los Angeles create a time-limited Joint Task Force on Intergenerational Child Care. This should be a joint venture of the city's new Child Care Coordinator, the director of the city's Department of Aging, and the Superintendent of the Los Angeles Unified School District. These officials should convene such a task force by October, 1988. The task force should explore ways to promote intergenerational involvement in the delivery of day care services to school-age children in the City of Los Angeles. Within one year after it is convened, the task force should issue a report recommending ways to expand the participation of seniors in current day care programs. The report should also explore the possibility of developing intergenerational day care programs, such as those operating in New York City, which combine on-site child care programs with adult day care programs.

71. The Task Force recommends that the city's Department of Aging assess the need for, and help develop and implement, programs that would provide temporary respite for individuals caring for older adults. Specifically, the Task Force recommends:

(a) The Department of Aging identify existing respite programs currently operating in the city which are of high quality and which address the needs of caregivers.

(b) The department, in conjunction with senior multipurpose centers, should promote existing and develop new support groups for caregivers. These groups provide information on specific conditions and illnesses, and community resources, while serving as a forum for sharing feelings with others similarly situated.

(c) The department should develop and distribute training guides in several languages for volunteer and paid respite care workers.

(d) The department should sponsor or develop public service announcements (PSAs) to publicize respite services in the city. These PSAs should be formulated in several languages and be placed to reach various cultural and ethnic groups in the city.

(e) The department should work with the County of Los Angeles in supporting and implementing the county's Master Plan for Respite Care Services.

72. The Task Force recommends that the City Council:

(a) Establish an ombudsman's office for seniors' grievances regarding housing matters.

(b) Adopt an ordinance prohibiting landlords from increasing rents when a senior previously living alone shares his or her apartment with a roommate, unless the existing rent payment includes utilities other than water.

(c) Create a time-limited Interagency Task Force on Seniors' Housing Issues, comprised of staff members from the Department of Aging, Community Development Department's Home Program, Rent Stabilization Board, City Housing Authority, and one representative from each multipurpose center in the city, for the purpose of recommending improvements in the city's response to seniors' housing needs.

CITY OF LOS ANGELES: FAMILIES WITH DISABLED MEMBERS

73. The Task Force recommends that the city Department of Transportation develop multi-modal plans that provide flexible options to serve the needs of all city residents, disabled and nondisabled.

74. The Task Force recommends that the Transportation Committee of the City Council hold public hearings during 1988 concerning the feasibility of the City of Los Angeles adopting a goal of 100% accessible public transportation by the year 1998. This proposed goal would include guidelines for selecting adequate access equipment and stringent procedures for their operation and maintenance. At the conclusion of the hearings, the Transportation Committee should report its findings and recommendations to the City Council.

75. The Task Force recommends that the City Council direct the appropriate city departments to create more curb cuts and implement other changes necessary to insure that disabled residents and their families have equal access to the center of our city and its government buildings.

76. The Task Force recommends that the Los Angeles Police Commission adopt a policy requiring the city's police department to collect data on the disability status of crime victims. The department should compile annual reports on the victimization of people with disabilities and submit them to the Police Commission and the City Council for review.

77. The Task Force recommends that the Police Commission establish a Police Advisory Commission on Disabilities to advise the Police Commission and the Police Department on: (1) improving services to people with disabilities; (2) any needed revisions in the training of recruits at the Police Academy; and (3) any needed additions to in-service training of police officers on this subject.

78. The Task Force recommends that the Los Angeles City Attorney provide training to local prosecutors on disability and its relationship to criminal investigation and prosecution.

79. The Task Force recommends that the Board of Education of the Los Angeles Unified School District require that a strong teaching component on the nature and culture of disability be included in the K-12 mandatory cultural curriculum and that appropriate training be required of counselors and school administrators.

80. The Task Force recommends that the Mayor's Advisory Council on Disabilities be replaced with a City Commission on Disabilities created by city ordinance. The City Council and the Mayor can evidence the needed and strong commitment to improving the quality of life for disabled residents and their families by supporting such an entity with a staff and with full commission status. One of the commission's initial

tasks should be the development of the city's first legislative policy statement on disability issues.

CITY OF LOS ANGELES: DOMESTIC PARTNERSHIPS

81. The Task Force recommends that the Legislature's Joint Select Task Force on the Changing Family recognize the diversity in the relationships of contemporary couples, whether married or unmarried, and suggest ways in which the state can strengthen these important family bonds.

82. The Task Force recommends that public and private employers, unions, and insurance companies in Los Angeles phase domestic partnership coverage into the employee benefits programs of the local workforce.

83. The Task Force recommends that literature prepared by, and educational programs conducted by, the state Department of Fair Employment and Housing and local fair housing councils specifically mention that state laws prohibit housing discrimination against unmarried couples. The Task Force also recommends that the Los Angeles Apartment Owners Association periodically communicate this message to their members.

84. The Task Force recommends that the state departments of Health Services, Social Services, and Mental Health promulgate regulations amending Title 22 of the California Administrative Code to prohibit discrimination based on marital status and sexual orientation in connection with conjugal visits and shared sleeping quarters for adults in licensed health care facilities.

85. The Task Force recommends that business establishments discontinue the practice of extending consumer discounts on the basis of marital status. The Task Force also recommends that the City Council request an opinion from the City Attorney regarding the legality of such pricing disparity under current municipal and state civil rights laws that prohibit marital status and sexual orientation discrimination. If current law prohibits businesses from extending discounts to consumer couples on the basis of their marital status, then associations such as the Chamber of Commerce should educate members regarding their obligations under the law. If such pricing practices are not presently illegal, then the City Council should adopt an ordinance to prohibit such discrimination by businesses operating in the City of Los Angeles.

86. The Task Force recommends that the Joint Select Task Force on the Changing Family study and propose revisions in laws regulating causes of action based on wrongful death, loss of consortium, and negligent infliction of emotional distress, so that the rights of domestic partners as victims and survivors may be more adequately and equitably protected by California law.

87. The Task Force recommends that the Joint Select Task Force on the Changing Family review legal and economic barriers that impede elderly widows or widowers from remarrying. The decision of seniors to live in unmarried cohabitation instead of marriage should be founded in free choice rather than coerced economic necessity. The California Legislature might enact a "Vesper Marriage Act" to cure this problem.

88. The Task Force recommends that the Legislature's Joint Select

Task Force on the Changing Family study the issue of marriage penalties for disabled people, finding ways to eliminate discrimination against cohabiting disabled couples and remove economic disincentives that discourage disabled persons and their mates from marrying.

IMMIGRANT FAMILIES

89. The Task Force recommends that the City Attorney monitor the case of *Yolano-Donelley Tenant Association v. Secretary of H.U.D.* (federal district court number 86-0846), in which federal housing regulations (51 Fed. Reg. 11198) propose to end rent subsidies to households which cannot prove that all household members are documented residents. If the case is appealed, the City Council should authorize the City Attorney to file a friend-of-the-court brief in the appellate court challenging the regulation as overly broad and unnecessarily punitive.

90. The Task Force recommends that the City Council give priority to the shortage of adult English classes, by insuring that more community block grant funds are awarded to privately operated ESL programs. It is also recommended that the City Council adopt a resolution urging the Board of Education of the Los Angeles Unified School District to allocate more resources to the district's adult ESL program.

91. The Task Force recommends that the City Commission on Human Relations investigate the problem of hate violence and submit a report to the City Council and the Mayor outlining what actions city officials and agencies can take to more effectively eradicate this behavior.

92. The Task Force recommends that the Los Angeles City Council adopt a resolution urging the INS to expand its family unity guidelines so that all children of immigrant families are allowed to remain in the country even if only one of their parents is qualified for amnesty under the Immigration Reform and Control Act of 1986.

93. The Task Force recommends that the City Council reorganize the City Task Force on Immigration in the following ways: (1) there should be a limited lifespan, with a sunset clause disbanding the task force by June, 1989; (2) the task force should consist of 15 members; (3) each council member should nominate potential task force members; and (4) since immigration problems are intergovernmental in nature, the authority to appoint members to the task force should be vested in the council's Intergovernmental Relations Committee. It is further recommended that before it formulates a comprehensive immigration policy for the city, the newly constituted Task Force on Immigration should review relevant sections of this report as well as various background papers dealing with immigrant issues contained in the public hearing transcript and supplements to this report.

INSTITUTIONAL INFLUENCES

MEDIA

94. The Task Force recommends that the Los Angeles Unified School District develop and implement a media education curriculum promoting media literacy for adults and children, for use in elementary, junior high, and high schools.

95. The Task Force recommends that the Los Angeles County Department of Children's Services encourage family and social service

systems to be aware of the media and its connection to dysfunctional home situations. The department could commission the development of a "media awareness checklist" or conduct conferences and workshops to educate "influence leaders" — including family counselors, social workers, scout and youth leaders, and librarians — about the media and its impact on families with dependent children.

96. The Task Force recommends that the Mayor encourage department heads to develop more public service announcements (PSAs) about the social, employment, housing and cultural programs and services available to local families. These PSAs should be placed around shows that are watched by the population for whom the services are directed.

97. The Task Force recommends that the City of Los Angeles, through the Office of Contracts Compliance of the Board of Public Works, and through other appropriate officials, encourage networks to hire more diverse staff in positions of authority.

CITY GOVERNMENT

Employee Benefits

98. The Task Force recommends that the City Council and the Mayor continue to press Congress, the California Legislature and the Industrial Welfare Commission to increase the minimum wage for all workers to \$5.01 per hour in 1989.

99. The Task Force recommends that the City Council adopt the child support payment deduction program that has been proposed by Councilwoman Ruth Galanter and Controller Rick Tuttle.

100. The Task Force recommends that the City Council give approval to the Personnel Department to move forward with the implementation phase of the proposed flexible benefits program. The Task Force also recommends that the City Council resolve to eliminate marital status discrimination in the distribution of benefits pursuant to its benefits programs.

101. The Task Force recommends that any plan extending child care benefits to employees should be expanded to include elder care, in essence, making both "dependent care" benefits.

102. The Task Force recommends that the Mayor issue an executive order directing the Personnel Department to review current city personnel practices and authorize it to take whatever steps are necessary, including meeting and conferring with employee groups, to modify and enhance the city's role as a model employer in the area of dependent care, flexible work schedules, expanded maternity and paternity leave, and the use of leaves to care for elderly dependent relatives. Additionally, the Mayor should direct Project Restore, which is presently working to restore City Hall, to study the feasibility of including an on-site dependent care center in its restoration plans.

103. The Task Force recommends that the city contract with an outside agency to establish an Employee Assistance Program that would provide employees with confidential counseling on a variety of matters, including substance abuse, marital problems, retirement planning, financial investing, and dependent care.

104. The Task Force recommends that the City Council amend the City Administrative Code to include the term "domestic partner" in the list of "immediate family" relationships for which an employee is entitled to take family sick leave and bereavement leave. The following definition of "domestic partner" should be adopted, and the city's Personnel Department should be authorized to establish appropriate procedures to verify the domestic partnership status of employees who claim eligibility for sick leave or bereavement leave:

Domestic partners are two persons who declare that:

- (1) They currently reside in the same household, and have been so residing for the previous 12 months.
- (2) They share the common necessities of life.
- (3) They have a mutual obligation of support, and are each other's sole domestic partner.
- (4) They are both over 18 years of age and are competent to contract.
- (5) Neither partner is married.
- (6) Neither partner is related by blood to the other.
- (7) They agree to notify the appropriate agency within 30 days if any of the above facts change.

Departments and Commissions

105. The Task Force recommends that the following actions be taken in connection with the city's Human Relations Commission:

- (a) In keeping with the Commission's mandate to propose legislation and programs promoting intergroup harmony, the Commission should develop and annually update a "Policy Statement on Human Relations" for inclusion in the city's legislative policy statements.
- (b) The Commission should take whatever administrative action is necessary to insure that its Annual Report is filed with the Mayor and distributed to interested parties in a timely manner.
- (c) The Commission should adopt a plan of action to revitalize its operations. A consultant might be hired to assist the Mayor and the Commission in facilitating such a revitalization program.

106. The Task Force recommends that the Mayor review the needs of the Advisory Commission on Disabilities. The Advisory Commission needs a budget and staff members of its own so that it can effectively deal with numerous disability issues which do not fall within the jurisdiction of the newly created Access Appeals Commission. Also, the mayor's advisory commission should be replaced with a city commission on disabilities created by ordinance as soon as feasible.

107. The Task Force recommends that the City Council amend the Administrative Code provisions dealing with nondiscrimination by city

contractors, adding "marital status," "sexual orientation," and "medical condition" to appropriate subdivisions of Section 10.8, Division 10, Chapter 1 of the code. It is further recommended that the City Attorney and the Board of Public Works keep the City Council and the Mayor apprised of any additional categories which should be added as state, federal, and local nondiscrimination laws may be augmented in the future.

108. The Task Force recommends that the Mayor and the City Council conduct a thorough review of the appointment process and operations of the city's commissions, for the purpose of making the commissions more representative and effective.

109. The Task Force recommends that the City Council and the Mayor establish a Commission on Family Diversity to begin operating in budget year 1989-90. This report, and its background documents, will serve as an excellent foundation for the initial operations of a Family Diversity Commission.

110. The Task Force recommends that the Mayor direct all department managers and all commission presidents to review the report of the Task Force on Family Diversity so that they are aware of current family demographics and needs and therefore can improve policies, programs and services affecting local families.

NOTE: Louis Verdugo dissented to recommendations 65(b), 84 and 86. He did not take part in the consideration of recommendations 27 to 31 and 33. Otherwise, the recommendations represent the consensus of the members of the Task Force.

SUMMARY OF COMMENDATIONS

The Task Force on Family Diversity commends the following individuals and agencies for adopting policies or implementing programs that have improved the quality of life for families in Los Angeles:

* **Los Angeles City Councilman Michael Woo** for demonstrating a commitment to the well-being of local families by convening the Task Force on Family Diversity.

* **Homeless Youth Project of Children's Hospital** for its excellent work in helping needy teenagers.

* **National Equity Fund** for attempting to create 1,000 low-income apartment units each year in Los Angeles.

* **Transamerica Life Companies** for initiating a pilot program providing child care to mildly-ill children of its employees.

* **Superintendent of Public Instruction Bill Honig and members of the State Board of Education** for developing both the Model Curriculum for Human Rights and Genocide and the new Curriculum Guide on Youth Suicide Prevention.

* **American Jewish Committee** for creating, promoting, and assisting the Los Angeles Unified School District in implementing the Hands Across the Campus program.

* **Attorney General John Van de Kamp and Superintendent of Public Instruction Bill Honig** for instituting the School/Law Enforcement Partnership Cadre.

* **Members of the Board of Education of the Los Angeles Unified School District** for revising the family life education curriculum to make it more relevant to the real problems experienced by students and their families.

* **Los Angeles City Council and Mayor Tom Bradley** for increasing the pay of the city's minimum-wage workers to \$5.01 per hour.

* **Los Angeles City Councilwoman Ruth Galanter and City Controller Rick Tuttle** for developing and promoting the child support payroll deduction program.

* **Los Angeles City Commission on the Status of Women** for its efforts to improve the quality of life for women and families in Los Angeles and for its leadership in promoting the extension of family benefits to domestic partners.

* **Los Angeles City Council and Mayor Tom Bradley** for creating the Handicap Access Appeals Board.

* **Foster Grandparent Program** volunteers who have given so much time, love and care to local children.

* **Los Angeles County Commission on Disabilities and Attorney General John Van de Kamp** for stimulating greater compliance with disability access laws in the City of Los Angeles.

* **Mayor Tom Bradley, Attorney General John Van de Kamp, and other elected officials** for supporting insurance reform initiatives.

* **Los Angeles City Councilwoman Joy Picus** for promoting a "Family Economic Policy" for the City of Los Angeles.

* **CBS Broadcast Group** for promoting the positive use of television by developing the first "Television Worth Watching Awards" honoring educators who use commercial television to enrich the education of their students.

* **KCET Television and KFWB Radio** for programming of exceptional quality involving changing family demographics and issues.

* **Los Angeles Times** for excellence in its ongoing coverage of family issues and concerns.