

CALIFORNIA LEGISLATURE

Joint Select Task Force on the Changing Family

FOR RELEASE ON:
June 9, 1989

CONTACT PERSON:
Thomas F. Coleman
(213) 258-8955

LEGISLATIVE TASK FORCE RECOGNIZES DOMESTIC PARTNERSHIPS AS PART OF THE CHANGING FAMILY AGENDA IN CALIFORNIA

Proposals Focus on Employee Benefits, School Curricula, Insurance Discrimination, and Rights of Survivors

A report just published by a state task force urges California lawmakers to recognize domestic partnerships as family relationships.

The report of the Joint Select Task Force on the Changing Family also includes several recommendations to eliminate discrimination against the nearly 1.4 million adults who live in unmarried-couple households in California. The domestic partnership proposals recommend that:

* Public policies should respond to the changing needs of today's families, while respecting their privacy, integrity, and diversity; (See Report, page 11)

* Domestic partnerships should be recognized as family relationships; (See Report, page 101)

* Employee benefit plans should define family broadly enough to encompass the diversity of today's families, regardless of family structure; (See Report, page 27)

* Public schools should expand curricula to promote recognition of family diversity by providing students with current information on changing family structures; (See Report, page 78)

* Counseling services, whether publicly funded or provided through private health plans, should serve not just individuals, but all families regardless of their structure, including unmarried couples. (See Report, page 84)

* Insurance practices, such as rate discrimination against unmarried couples, should be prohibited; (See Report, pages 100-102)

* Wrongful death laws should be amended to allow adult dependents to recover damages when a domestic partner is killed by a criminal, drunk driver, or by other intentional or negligent conduct of a wrongdoer. (See Report, pages 100-102)

Recognizing the Unmarried and Unrelated

Family Redefines Itself, And Now the Law Follows

By PHILIP S. GUTIS

AS a growing number of unmarried couples claim legal rights, governments, courts and private employers are struggling to decide how to define a family.

Last week, the San Francisco Board of Supervisors approved a law that would allow unmarried partners, both heterosexual and homosexual, to register their relationships with the city, in much the same way that a couple applies for a marriage license.

Mayor Art Agnos has said he will sign the bill, making San Francisco the first city to grant legal recognition to unmarried partners. Less certain is whether the city will follow the board's recommendation that unmarried city employees be allowed to extend their health benefits to their partners, an issue that has taken on great importance because of the AIDS epidemic. Such a policy is already in effect in Berkeley, Calif.

In March the Los Angeles City Council passed a law that gives unmarried city employees sick leave to care for a partner and bereavement leave benefits if they have filed a "domestic partnership" affidavit. But the recognition of unmarried couples does not extend to people who do not work for the city.

In New York, the state's highest court is now deciding whether the surviving partner of a 10-year gay relationship can be considered a family member and keep the lease to an apartment under rent-control guidelines.

In 1988, 27 percent, or 24.6 million, of the country's 91.1 million households fit the traditional definition of a family — two parents living with children. In 1970, the proportion was 40 percent. "The structure of the family has changed quite a bit since the stereotype of 'Leave It to Beaver' days," said Michael Woo, a Los Angeles council member who introduced the measure. The issue not only affects unmarried couples but also handicapped, elderly and other single people living in group homes.

Some groups oppose tinkering with the definition of family, arguing that the effort is not a reaction to a changed environment but an attempt to promote a new social agenda.

"When government begins to legally recognize other kinds of relationships, it educates the citizenry," said Gary L. Bauer, the former Reagan Administration domestic affairs adviser who is now president of the Family Research Council, a conservative research group in Washington. "It says — particularly to the young — that this is a way of living that our society feels

to be just as acceptable as married couples."

Redefining the family is not only a gay rights issue. The New York Court of Appeals recently ruled in a case involving four former mental patients who were living with a family in Brookhaven on Long Island. The town fined the family for having too many unrelated people living in a house zoned for single family use, but the court

ruled that for zoning purposes the group was the "functional equivalent" of a family.

In another New York case, now awaiting a decision from the Appellate Division of the State Supreme Court, a mother and son are fighting eviction from a rent-controlled apartment in Harlem that they shared with an unrelated man for about 20 years before his death in 1985. In December 1987, a Manhattan Civil Court judge found that although unrelated by blood, marriage or adoption, the mother and son had formed a family with the man and ruled that they could not be evicted.

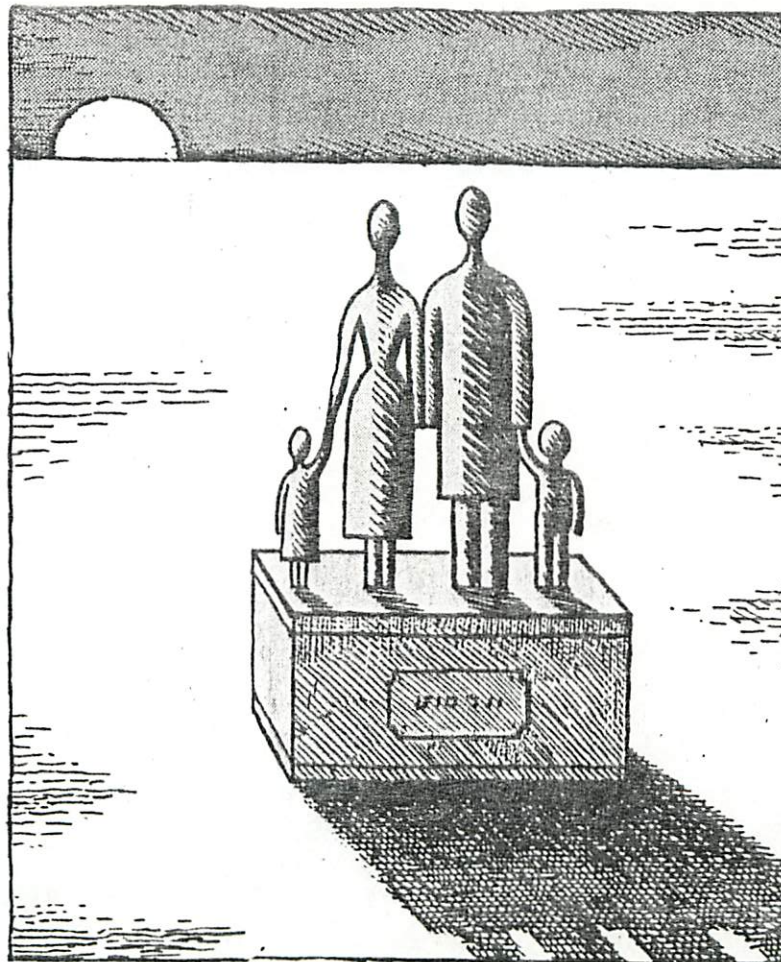
Still, in most places, gay rights organizations are leading the push for changes in government regulations defining a family. "That is almost a matter of necessity since there is no identified constituency of unmarried heterosexual couples," said Shelly F. Cohen of the Mayor's Lesbian-Gay Task Force in Seattle, where a law similar to the one in Los Angeles was recently proposed.

Although cities are free to extend family benefits to their unmarried employees, they are prohibited by Federal law from requiring that private companies do the same. But some experts believe that broader changes are likely.

"There is a trend toward defining family by functions rather than by structure," said Thomas F. Coleman, a member of the California State Task Force on the Changing Family, which was established in 1987 by the state legislature to make recommendations on social, economic and demographic trends. The panel said those functions include: maintaining physical health and safety of members, providing conditions for emotional growth, helping to shape a "belief system," and encouraging shared responsibility.

The private sector has not been immune from pressures to extend the definition of family. The San Francisco Chamber of Commerce has put together a task force to survey its members on policies about unrelated people living together.

"No employer that we know of has extended fringe benefits, such as health care, to people outside the traditional definition of family," said Richard Morten, a vice president of the Chamber of Commerce. "But on a case-by-case basis, certain of our companies are taking a little bit broader interpretation of a family since they know that many of their employees are in nontraditional relationships."



Bob Gale

Report Addresses Changing Needs of Families

By BEVERLY BEYETTE, *Times Staff Writer*

It's all in the family—wrenching conflicts between responsibilities at home and workplace demands, disintegrating support systems and, for the first time, the specter of the next generation being downwardly mobile.

That was the message from the Legislature's year-old Joint Select Task Force on the Changing Family, whose first report, "Planning a Family Policy for California," was presented by co-chairs, State Sen. Diane E. Watson and Assemblyman Thomas H. Bates.

The California family is in trouble and the report is "an urgent call to action," Watson said at a breakfast Friday in Beverly Hills.

Bates asked for a public "outcry" demanding that outmoded policies be updated

and that unresponsive institutions act to meet identified challenges. These challenges include an increasing minority population, a growing gap between rich and poor, and a diversity of families that bear little resemblance to the nuclear family of the '50s.

The report recommends creation of a State Office of Family and Work to assist in developing family-friendly work policies, such as flextime and job-protected family leave after a birth or adoption. And it suggests that, in the awarding of state contracts, preference be given to bidders with pro-family employment policies.

Other recommendations:

—Expansion of subsidized child care for the low-income.

—Creation of adult day-care centers and

increased in-home professional support for care-givers to the elderly.

—Establishment of a network of state-funded programs to provide multicultural and multilingual parenting education and support services.

—Comprehensive state-funded services, including child care, continuing education, health care and vocational counseling, for teen-age mothers and fathers.

—A study to determine the best way to ensure physical and mental health coverage for all families; this should be followed by a statewide program, with families paying a manageable share.

—A "Vesper Marriage Act" as an option for those 60 and older, recognizing them as married "except for the purpose of taxation, inheritance and the receipt of pension

benefits."

—Child-support payments tied to the cost of living, with a provision that the state make payments if a parent defaults, then seek repayment.

—Expansion of subsidized preschool programs such as Head Start.

—A statewide elder volunteer action corps matching retirees' interests with community needs.

"All of this is going to cost a good deal of money," said task force member Leonard Schneiderman, dean of the UCLA School of Social Welfare. But, he emphasized, "nothing is more ludicrous" than the belief that cutting back on social programs saves money.

There are "three compelling reasons," he

Please see **FAMILY**, Page 6

FAMILY: State Policy Outlined

Continued from Page 1

said, to spend the money for family-oriented programs: To maintain a competitive economy; to lessen the polarization between the haves and have-nots; and to prevent diminishment of the society as a whole.

"We are moving very rapidly toward two tiers in everything we do," including education, health care and jobs, Schneiderman said, cautioning that "there is a limit to deprivation" before the deprived begin to act out.

Watson acknowledged that "we don't have the resources" to implement the report's recommendations. Both she and Bates said they favored shifting state spending and increasing taxes, if necessary.

Work on Changing Attitudes

"It's not too late" to turn things around, Watson said. "We just have to work on changing attitudes before the problems become problems that we all have to face."

Statistics cited in the report point up how dramatically the California family has veered from the "Ozzie and Harriet" model of 30 years ago:

—Fewer than 1 in 10 families consist of the traditional model of breadwinner father, homemaker mother and two or more children. Today there are domestic partnerships without marriage, either heterosexual or homosexual; extended families; and single-parent families. One recommendation is to outlaw insurance practices that discriminate against unmarried couples.

—63% of mothers in two-parent families work outside the home.

—Almost one-fourth of California children live in poverty, a rate that has almost doubled since 1969. As the economy has shifted from manufacturing to services, real wages have declined as well as benefits such as health insurance and private pension plans.

—By the year 2000, Latinos will comprise 27% of the state's population, Asians will be 12%, blacks, 8%. The white population will decline to 54%.

"How families fare deeply affects how the state fares," the report states. It emphasizes that "paid work and family care-giving are equally important" and ways must be found to integrate them—with policies that enhance, rather than replace, family resources.

Defining Family Functions

The task force did not attempt to define "the family." Rather, it defined its functions: To take care of the emotional and physical needs of its own; provide them with love and security; shape their values and social skills; and provide a haven from outside stresses.

The emphasis is not on AIDS or drug abuse or gang violence but on gritty, everyday dilemmas such as finding time to sit down as a family to dinner, help with the children's homework and get to know their friends. The report notes that time spent with the children in a grocery line or a traffic jam is not quality time.

Help is needed because "conventional support systems are unraveling," the report points out. Today's California family may live hundreds of miles from relatives, is apt not to know its neighbors and may move frequently.

Further, it states, "Hard work is no longer necessarily a route out of poverty for many families." The immigrant population tends to be segregated into low-end jobs, its children into inner-city schools where they are "undereducated."

"The pressures on today's families will not fade away," the report concludes, but the family will endure as an institution and needs help to solve the problems that threaten its health and stability. It asks, "If the public will not lobby for the family, who will?"

The task force includes educators, members of the religious community, labor, family law and business and representatives of social service agencies. The task force will hold its first public hearing on its recommendations June 23 in Oakland.

VIEW

Monday, June 12, 1989 / Part V

Los Angeles Times



California Legislature

Senate Rules Committee

MEMBERS
WILLIAM A. CRAVEN
VICE CHAIRMAN
JIM ELLIS
HENRY J. MELLO
NICHOLAS C. PETRIS

DAVID ROBERTI
Chairman

November 4, 1987

Mr. Thomas F. Coleman
Center for Personal Rights Advocacy
Post Office Box 65756
Los Angeles, California 90065

Dear Mr. Coleman:

Tom:

I am pleased to announce that the Senate Rules Committee has appointed you to serve as a member of the Joint Select Task Force on the Changing Family. Your term is at the pleasure of the Rules Committee and compensation will be expenses.

As our appointee to this Task Force, you are required to take an oath of office prescribed by the California Constitution. The oath may be taken before any person authorized by law to administer and certify oaths. Please return the completed oath to the Senate Rules Committee in Room 500, State Capitol, at your earliest convenience so that it may be filed with the appropriate authority.

I appreciate your willingness to serve on this Task Force. If I can be of assistance, please don't hesitate to contact me.

Sincerely,

A handwritten signature in blue ink that reads "David".

DAVID ROBERTI

DR:nmjm
Enclosure

cc: Governor's Office
Legislative Counsel
Secretary of State

Controller's Office
Speaker's Office
Joint Select Task Force on
the Changing Family



California Legislature

Senate Rules Committee

DAVID ROBERTI
Chairman

MEMBERS
WILLIAM A. CRAVEN
VICE CHAIRMAN
JIM ELLIS
HENRY J. MELLO
NICHOLAS C. PETRIS

December 11, 1987

Mr. Thomas F. Coleman
Center for Personal Rights Advocacy
P. O. Box 65756
Los Angeles, California 90065

Dear Mr. Coleman:

I thought you would be interested in seeing the press release issued by my office in conjunction with your recent appointment.

I would like to take this time to extend my best wishes for a happy holiday season. If there is anything I can do for you in the future, please feel free to call upon me.

Sincerely,

David Roberti
DAVID ROBERTI

DR:nmjm

Enclosure

CALIFORNIA LEGISLATURE

SACRAMENTO, CALIFORNIA 95814

DAVID ROBERTI
PRESIDENT PRO TEMPORE
OF THE SENATE

WILLIE L. BROWN, JR.
SPEAKER OF THE ASSEMBLY



November 11, 1987

Mr. Tom Coleman
Center for Personal Rights
Advocacy
P.O. Box 65756
Los Angeles, CA 90065

Dear Mr. Coleman:

Congratulations on your appointment to California's Joint Select Task Force on the Changing Family. This Task Force is the first in the nation to examine socioeconomic trends affecting the family and to recommend a public policy response.

Major structural transformations are having a dramatic impact on the family. The economy has shifted from one based on manufacturing to one dominated by the service and information industries. Women have entered the labor force in unprecedented numbers. Demographic changes, including the new 'baby boom' and the 'graying of the state', are further changing family composition.

Unfortunately, California's laws and institutions have not fully recognized nor responded to these changes. We are not adequately grappling with the problems our families face, nor are we pursuing the opportunities these socioeconomic changes afford us.

The Joint Select Task Force will focus on promoting family stability in the context of current trends. Further, it will look to the future and suggest programs and policies that will be relevant as we move into the twenty-first century.

We are proud that you will join this team. The Task Force appointees are extraordinary citizens, leaders in the public and private sectors with deep concern for California's families. As Co-Chairs of the Joint Select Task Force on the Changing Family, it will be an honor to work with the twenty

November 11, 1987
Page 2

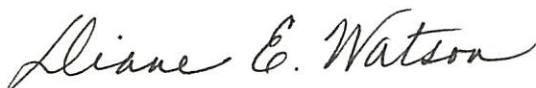
public members and four legislators serving with us in the coming months as we meet the challenge before us.

The first meeting of the Task Force will be held Tuesday, December 1, at the San Francisco Airport, North Terminal VIP Room. Coffee and pastry will be served at 9 a.m. and the meeting will run from 10 a.m. until 5 p.m. Lunch will be provided. Please save all receipts for travel reimbursements.

We look forward to meeting you on December 1. If you have any questions, please call Senior Consultants Elaine Zimmerman or Sherry Novick at 916-445-0664.

Enclosed please find a packet of materials with background data on the family. An agenda for our first meeting is forthcoming.

Sincerely,



SENATOR DIANE E. WATSON
Co-Chair



ASSEMBLYMAN THOMAS H. BATES
Co-Chair

Refer members and staff to staffs serving with us in the coming months as we meet the challenge ahead of us.

The first meeting of the Task Force will be held Tuesday, February 11, at the San Francisco Airport, North Terminal VII West. Coffee and essays will be served at 7:30 a.m. and the meeting will start at 8 a.m. until 5 p.m. Lunch will be provided. Please send all requests for travel arrangements.

We look forward to meeting you on Wednesday, February 10, if you have any questions. Please call General Counsel Thomas Francis Zimmerman in Room 3000 at 914-444-0500.

Enclosed please find a packet of materials with background data on the family. We regard you as our first priority as follows:

Sincerely,

[Faint signatures and names]

ESTABLISHED THOMAS H. BATES
Co-Chair

SENIOR PARTNER R. WATSON
Co-Chair

RECOGNIZING DIVERSITY AND STRENGTHENING FUNDAMENTAL
RELATIONSHIPS

or

HELPING COUPLES STAY TOGETHER

At some time in their lives, nearly all adults pair off into couples to create families. Couples do not fit neatly into any one category; their relationships are varied. But all couples share the challenge of maintaining strong and healthy relationships that endure over time.

This workgroup will focus on the social, legal, economic, and psychological pressures that impede positive problem-solving within couple relationships. It will examine the inconsistency between our professed public policies to promote stable relationships and our existing practices which may actually produce the opposite results.

The workgroup will look at the problems confronting a broad array of couples. Among the issues it will consider are those facing widows and widowers who are discouraged from remarrying by the threat of losing marital survivor benefits; disabled couples who also face economic disincentives to marriage; gay couples whose relationships are not recognized by law as marriage; and the wide assortment of married couples who lack adequate resources to keep their relationships intact.

The goal of this workgroup will be to promote sound public policies and programs that encourage stability and help to strengthen fundamental couple relationships.

Proposal for new workgroup

RECOGNIZING DIVERSITY AND STRENGTHENING FUNDAMENTAL
RELATIONSHIPS

or

HELPING COUPLES STAY TOGETHER

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JOINT SELECT TASK FORCE ON THE CHANGING FAMILY

Senate Appointees

<u>Name</u>	<u>Address</u>	<u>Telephone #</u>
1. Shizuko Akasaki	Los Angeles Unified School District Division of Special Educ. 450 N. Grand Ave., Rm. G-369 Los Angeles, CA 90012	213-625-4564
2. Thomas F. Coleman	Center for Personal Rights Advocacy P.O. Box 65756 Los Angeles, CA 90065	213-258-8955
3. Mai Cong	550 Paularino #E211 Costa Mesa, CA 92626	714-834-3827
4. Xavier A. Del Buono	1100 K St., Ste. 400 Sacramento, CA 95814	916-447-6311
5. Gary David Goldberg	Paramount Pictures Corp. 5555 Melrose Lucy Bungalow 103 Los Angeles, CA 90038	213-468-5779
6. Ron Johnson	Youth and Family Center 14512 Larch Ave. Lawndale, CA 90260	213-978-0860
7. Marilyn Kizziah	women for: 8913 W. Olympic Blvd. Beverly Hills, CA 90211	213-657-7411
8. Kevin F. McCarthy	Rand Corporation 1700 Main St. P.O. Box 2138 Santa Monica, CA 90406	213-393-0411
9. Leonard Schneiderman	Dean, School of Social Welfare 247 Dodd Hall 405 Hilgard Ave. Los Angeles, CA 90024	213-825-7822
10. Ann Shaw	1650 S. Victoria Ave. Los Angeles, CA 90019	213-732-5329

Assembly Appointees

<u>Name</u>	<u>Address</u>	<u>Telephone #</u>
1. Peggy Baxter	Vice President, Medical Svcs. Children's Hospital 747 52nd St. Oakland, CA 94609	415-428-3747 415-428-3000
2. Douglas J. Engmann	President Engmann Options 220 Bush St., Ste. 660 San Francisco, CA 94104-3508	415-781-7430
3. Harold C. Heinze	President Arco Transportation 300 Oceangate, Suite 1557 Long Beach, CA 90802-4341	213-590-4401 213-590-4402
4. Dr. Cynthia James	Landmark Ministries 4222 Rodrick Rd. Oakland, CA 94605	415-272-6984
5. Eliseo V. Medina	Service Employees Int'l Union, Local 102 4010 Cherokee Ave. San Diego, CA 92104-2309	619-284-5111
6. Dr. M. Susana Navarro	Co-Executive Director Achievement Council 1016 Castro St. Oakland, CA 94607	415-839-4647
7. Susan Pelican	CA Assoc. of Family Farmers Route 1 P.O. Box 465 Woodland, CA 95695	916-662-3961
8. Paul Proett	Director, Childcare Services and Resources Apple Computer 1027 N. De Anza Blvd., MS #9B Cupertino, CA 95014	408-973-6539 415-558-9075
9. Peggy Saika	Asian Law Caucus, Inc. 1322 Webster St., Ste. 410 Oakland, CA 94612	415-835-1474
10. Suzanne J. Smith	Co-Director New Ways to Work 149 9th St. San Francisco, CA 94103	415-552-1000

JOINT SELECT TASK FORCE ON THE CHANGING FAMILY

Legislators*

Senate President Pro Tempore David Roberti	916-445-8390	Room 205
Senator Diane E. Watson, Co-Chair	916-445-5215	Room 4040
Senator Rebecca Q. Morgan	916-445-6747	Room 4090
Assemblyman Thomas H. Bates, Co-Chair	916-445-5774	Room 446
Assemblyman Tim Leslie	916-445-4445	Room 4116
Assemblywoman Jackie Speier	916-445-8020	Room 5156

*All Legislator's offices are located at:

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Sacramento, CA 95814

Staff

Elaine Zimmerman Senior Consultant Joint Select Task Force on the Changing Family State Capitol, Room 446 Sacramento, CA 95814	916-324-0399 # (415) 524-9421
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Sherry Novick Senior Consultant Assembly Human Services Committee State Capitol, Room 446 Sacramento, CA 95814	916-445-0664
Christy Laird Administrative Secretary to the Task Force Joint Select Task Force on the Changing Family State Capitol, Room 446 Sacramento, CA 95814	916-324-0399

Senate President Pro Tempore

DAVID ROBERTI

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(209) 334-5352

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**RULES COMMITTEE NAMES APPOINTEES TO THE
JOINT SELECT TASK FORCE ON THE CHANGING FAMILY**

SACRAMENTO--Senator David Roberti today (November 14) announced the Senate Rules Committee's appointees to the Joint Select Task Force on the Changing Family. Roberti (D-Hollywood/Burbank) is chairman of the Senate Rules Committee.

The 26-member task force is comprised of six legislators and 20 appointees from the public sector. The Senate Rules Committee and the Assembly Speaker each appoint 13 members.

Members will review current social, economic, and demographic trends and assess their socioeconomic implications for California families. They will define basic tenets of a comprehensive California family policy and develop legislative recommendations which incorporate the policy issues reviewed and researched. Additionally, they will recommend methods for evaluating the impact of program and policy development on family stability.

Roberti said:

"The appointees to this important task force bring with them diverse knowledge from all walks of life. Members include representatives from the private sector, religion, education, economics, employment development, parental and model family resource programs. Their goal is to show how California can provide choices to parents to help them strike the right balance between family and work."

The 13 Senate Rules Committee appointees are:

Task Force Co-Chairman Senator Diane Watson (D-Los Angeles). Additionally, Watson is chair of the Senate Health and Human Services Committee, and she is a member of the Senate

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Budget and Fiscal Review Committee, the Senate Education Committee, and the Senate Judiciary Committee.

Senator David Roberti (D-Hollywood/Burbank). Roberti is Senate President pro Tempore and Senate Rules Committee chairman.

Senator Rebecca Morgan (R-Los Altos Hills). Morgan is chair of the Senate Select Committee on Infant and Child Care and Development; vice-chair of Senate Education Committee; and a member of the Senate Revenue and Tax Committee, the Senate Transportation Committee, and the Senate Energy and Public Utilities Committee.

Gary David Goldberg. Goldberg, Los Angeles, is executive producer of the television series Family Ties, Paramount Studios. Goldberg is founder of the Paramount Child Care Center.

Ronald Johnson. Johnson, Los Angeles, is program director of the Youth and Family Center in Los Angeles. He is an expert on teen fathers and teen families.

Tom Coleman. Coleman, Los Angeles, is special consultant to the Los Angeles County Task Force on the Family and an attorney specializing in appellate work.

Dr. Javier del Bono. Dr. del Bono is a national consultant on educational policy, a key author of California's Head Start Program, and he is an expert on school dropouts.

Mai-Anh Thi Cong. Cong, a resident of Costa Mesa, is a minority service coordinator mental health specialist with Orange County and a statewide leader in Vietnamese communities.

Shizuko Akasaki. Akasaki, Los Angeles, is administrative coordinator of the special education division of the Los Angeles Unified School District. Previously, she was a teacher and teacher trainer (1957 to 1964), and a vice-principal and principal for the school district.

Dr. Ann Shaw. Shaw, Los Angeles, is a university teacher and social worker. She recently served as chairman of the board of Founders Savings and Loan Association in Los Angeles. She was the 1985 recipient of the Black Woman of Achievement Award for the NAACP Legal Defense and Educational Fund.

Marilyn Kizziah. Kizziah, Santa Monica, has been the executive director of WOMEN FOR since 1982. A former newspaper

reporter and educational researcher, Kizziah was appointed in 1978 by Mayor Tom Bradley to the Mayor's Education Advisory Committee.

Dr. Leonard Schneiderman. Dr. Schneiderman, Los Angeles, is dean and professor of social policy for the School of Social Welfare at the University of California, Los Angeles. Since 1984, he has been director of the UCLA Center for Child and Family Policy Studies.

Dr. Kevin McCarthy. McCarthy is director of the Institute for Civil Justice for the RAND Corporation in Santa Monica. Previously, he was a professor at the University of Wisconsin, Madison. His research areas include civil justice, current demographic trends, migration and immigration, and housing and municipal finance.

Task force members will meet monthly, and they will report their findings and make recommendations by September 1, 1988. Members will serve at the pleasure of the Rules Committee and they will be compensated for expenses.

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