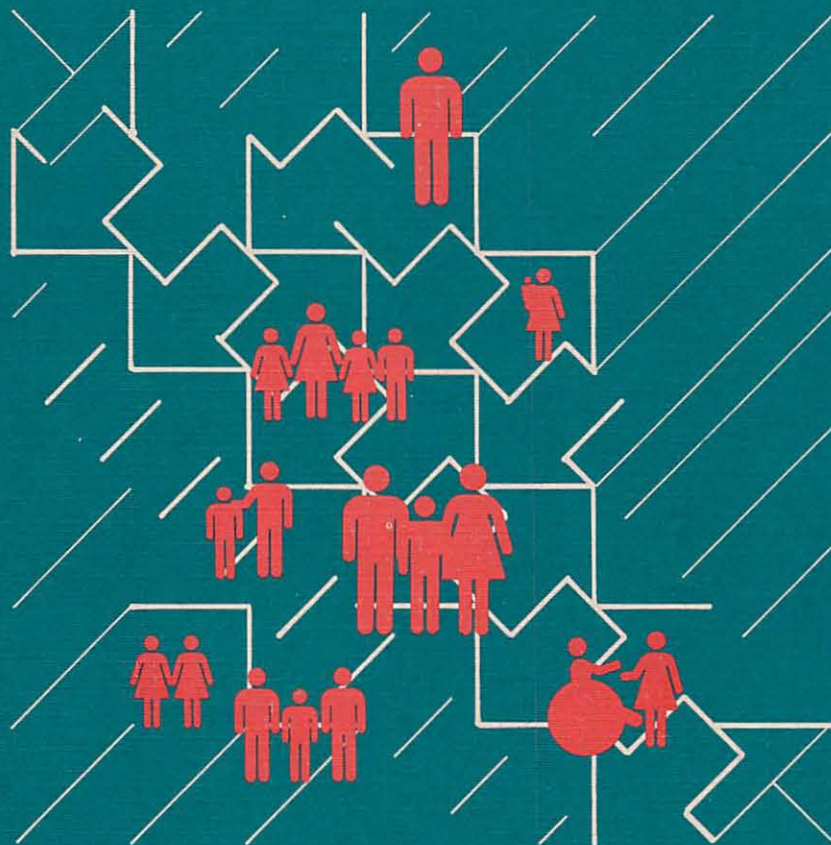


# Task Force on Family Diversity

## *City of Los Angeles*



**Supplement**  
*(Part One)*

## **Reports of Research Teams**

**Councilman Michael Woo**  
*Convenor*

**Thomas F. Coleman**  
*Special Consultant*

**Christopher McCauley**  
**Nora Baladerian**  
*Co-Chairpersons*



**TASK FORCE ON FAMILY DIVERSITY**

**City of Los Angeles**

**SUPPLEMENT**

**(Part One)**

**REPORTS OF RESEARCH TEAMS**

**Councilman Michael Woo  
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Nora Baladerian**

**Co-Chairpersons**

**ABOUT THE SUPPLEMENT**

to the

**REPORT OF THE TASK FORCE ON FAMILY DIVERSITY**

The Supplement to the Report of the Task Force on Family Diversity contains background papers prepared by Task Force members and student researchers on topics related to the work of the Task Force. The Supplement is published in two separate documents -- Part One (Team Reports) and Part Two (Student Research Papers).

**Supplement: (Part One) pages 1 - 563**

Part One of the Supplement contains topical reports prepared by Task Force members. The reports are listed in the Table of Contents.

**Supplement: (Part Two) pages 564 - 917**

Part Two of the Supplement contains research papers prepared for the Task Force by law students at University of Southern California Law Center and by sociology students at California State University, Northridge. The papers are listed in the Table of Contents.

\* \* \*

**Disclaimer**

The views stated in the topical reports and research papers contained in the Supplement are the views of the authors of those reports and papers and do not necessarily reflect the views of the Task Force as a whole. The findings and recommendations of the Task Force as a whole are contained in the Report of the Task Force on Family Diversity published under separate cover.

## ACKNOWLEDGMENTS

### Member Research Teams

The Task Force is grateful to each of its members who served on the individual Research Teams whose reports are contained in the Supplement (Part One). The process of research, discussion, synthesis, and writing of these topical reports proved useful to both participating team members and the larger Task Force. The Task Force found these reports helpful in its deliberations and in many cases adopted the suggested recommendations, either in whole or in part.

### Student Researchers

The Task Force received research assistance from law students at University of Southern California Law Center, sociology students at California State University Northridge and psychology students at California School of Professional Psychology. These contributions enabled the Task Force to expand its research effort to additional areas of inquiry. The Task Force is grateful both to these students and their cooperating faculty and academic institutions. Some of the student papers are contained in the Supplement (Part Two).

### General Telephone Company of California

The Task Force is especially pleased to acknowledge the participation of General Telephone Company of California for its generosity in publishing the Supplement (Parts One and Two) to the Report of the Task Force on Family Diversity as well as the production of the final Report of the Task Force on Family Diversity. This contribution has made it possible for the extensive writings of the Task Force to reach a wide and significant audience.

## **TASK FORCE ON FAMILY DIVERSITY**

### **Mandate**

**WHEREAS, the family, as an institution, has played and continues to play an important role in the development of our city, state, and nation; and**

**WHEREAS, "family" is a broad and expansive concept, capable of encompassing a wide range of committed relationships; and**

**WHEREAS, most individuals, in furtherance of their inalienable rights to life, liberty, privacy, and pursuit of happiness, have formed and continue to form family relationships; and**

**WHEREAS, our city is rich in family diversity; and**

**WHEREAS, government should encourage the formation and development of family relationships; and**

**WHEREAS, government itself should not foster discrimination against families, nor should it tolerate unfair private discrimination against families; and**

**WHEREAS, in furtherance of our commitment to family life and individual freedom, the City of Los Angeles and its affiliated political entities should adopt reasonable measures to address the legitimate needs of families; and**

**WHEREAS, government authority to remedy family problems is vested in various levels and branches of government;**

**NOW, THEREFORE, I, Los Angeles City Councilman Michael Woo, by virtue of the power vested in me as a member of the Los Angeles City Council and as Chairman of the City Council's Intergovernmental Relations Committee, do hereby convene a TASK FORCE ON FAMILY DIVERSITY:**

- 1. Said Task Force shall consist of two co-chairs and up to 38 other members appointed by me.**
- 2. The co-chairs and members shall serve without compensation.**
- 3. The Task Force shall study the nature and extent of family diversity in the City of Los Angeles and shall 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.**
- 4. The Task Force shall issue a final report by April, 1988, documenting its findings, noting demographic and legal trends, and making recommendations for legislative, administrative, educational, or other appropriate actions which should be undertaken within the public or private sectors to address the special problems of families in Los Angeles.**

**Dated: April 9, 1986**

  
**COUNCILMAN MICHAEL WOO**

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LOS ANGELES CITY TASK FORCE ON FAMILY DIVERSITY  
RESEARCH TEAM ON LEGAL DEFINITIONS OF FAMILY

Submitted by:

Lee W. Campbell

MAY 20, 1987

**Acknowledgements:**

Matthew E. Green is a third year USC law student. His report for the task force and the data he collected are the basis for much of this Research Team Report. Convinced that this project was one in which his work might have an actual impact, rather than being an abstract exercise, he worked industriously, developed new expertise and was a real colleague in the enterprise.

**Biography:**

Lee W. Campbell is Associate Dean and Clinical Professor of Law at the USC Law Center. In a prior life as a practicing attorney, she specialized in family law.

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## DIVERSITY TASK FORCE REPORT

### I. INTRODUCTION

We recognize in every day conversation that the term "family" refers to more than just one mother, one father, one little girl and one little boy. We speak not only of the nuclear family, but of the extended family, the single-parent family, the divorced family, the step family, and of relatives by marriage rather than by birth. Most of us have several kinds of families among our friends and relations.

Developing along side our vocabularies for talking about today's variety of family structures, have been the responses of courts, legislatures and local governments to the problems raised by trying to provide adequate family-oriented services; benefits and opportunities to a population even more diverse than is suggested by the above definitions.

### II. THE IMPACT OF LEGAL DEFINITIONS OF "FAMILY"

A key factor in the responses of these institutions to the needs of families has been the legal definitions of "family" used in the thousands of contexts in which family issues arise. These definitions can be critical, since they can make the difference between including or excluding large numbers of people from government services and benefits. For example, the sick leave

and bereavement leave policies for employees of the City of Los Angeles have a restrictive definition of family based on blood, marriage and adoption factors. The bereavement policy is as follows - note the definitions of "immediate family."

(a) Except as otherwise provided by Memoranda of Understanding and implemented by the City Council, in addition to all other sick leave allowed under this article, any employee who is absent from work by reason of the death of a member of his immediate family shall, upon the approval of the appointing authority or the agent thereof designated to determine such matters, be allowed leave of absence with full pay for a maximum of three working days for each occurrence of a death in the employee's immediate family ... "Immediate family" shall include the father, father-in-law, mother, mother-in-law, brother, sister, spouse, child or any relative who resided in the employee's household...

(b) The definition of "immediate family" shall include grandparents, grandchildren, step-parents and step-children for non-represented employees.

The same policy and definitions apply to sick leave, when an employee cares for a sick family member. Excluded from these leave benefits are many employees who live in units that function like blood-marriage-adoption families but do not fit the

definition. An employee in a long term, stable non-marital relationship, either heterosexual or homosexual, could not take a leave to care for, or grieve for, his/her lover or the lover's children, even though they may have lived as a family for many years.

Other examples abound. In a landmark California Supreme Court case discussed later in this report, the City of Santa Barbara mandated, in a zoning ordinance, who could live together in a single family residence. Qualifying households were those composed of five or fewer unrelated persons or any number of blood-marriage-adoption related persons. The court struck down Santa Barbara's ordinance as too restrictive, but similar ordinances across the nation continue to deny to non-traditional family groups the benefits enjoyed by those whose relationships can be more conventionally described.

### III. EXAMPLES: JUDICIAL DEFINITIONS OF "FAMILY"

Because the power of law makers, enforcers and interpreters to shape the lives of citizens through language is so vast, it is essential that we monitor the impact of legal language on individual cases. In approaching the question of what legal definitions of family have influenced government policy over the last several decades, it is instructive to look at national trends and to examine some of the ways differing family definitions affect the relationships of people to each other and to government, including their exercise of rights and privileges, and to determine whether government's goals are being met.

Across the nation, courts, administrative and government agencies and legislatures have responded to the developing consciousness of a need for flexibility in identifying family groups in various contexts. Three examples will illustrate how courts and legislatures have defined "family" in different ways, for limited purposes, to accomplish important goals. In Carroll v. City of Miami Beach 198 So. 2d 643 (1967) a group of nuns lived in a house in an area zoned for single family residences. The zoning ordinance in effect defined "family" as "one or more persons occupying premises and living as a single, housekeeping unit, as distinguished from a group occupying a boarding house, a lodging house or hotel as herein defined." It did not require blood ties, but did distinguish between two kinds of living



arrangements. The court decided that, for purposes of the ordinance, the nuns were more like a family than like the other example in the ordinance, a group who might occupy a boarding house. The level of personal commitment and interaction in the group of nuns, the authority and direction over the entire group by the Mother Superior, and their family-style use of the house and property made them more like a traditional family and less like other groups of unrelated adults sharing a residence.

A second example of the flexibility available to courts in defining family is an old case, Lawson v. Lawson 158 C. 446 (1910). Mr. Lawson tried to avoid paying support to his ex-wife after their divorce. She obtained a court order, as any unpaid creditor could, to garnish his wages in payment of unpaid alimony. He then claimed that most of his available income was exempt from garnishment for the support debt to his ex-wife because, under the garnishment statute, his earnings were necessary for "the use of his family ... supported in whole or part by his labor." (CCP Sec. 690(10)). But the court did not agree. The family to which he referred was his mother, who did not qualify as "family" for this purpose because, as the judge explained, "The words 'his family', as used in this statute imply a collection of persons of which he is the head. Under the most liberal construction given by any of the decisions, they would not include [his] mother ... when she is not a member of his household and when her circumstances are not such as to

impose upon him the legal duty to support her." (p. 50) The court held that in such a situation the mother, although related by blood, did not qualify as family in the sense necessary to relieve Lawson of his obligation to support his ex-wife.

Our third example is City of Santa Barbara v. Adamson 610 P. 2d 436 (1980) in which a zoning ordinance which defined "family," for purposes of single family zoning, as "up to five people related by blood, marriage or adoption" was held, in its distinction between related and unrelated persons, to violate the right of privacy guaranteed by the California Constitution. The court held that there was no relevant difference between five or more related people and five or more unrelated people, when both groups lived together, like families, in single households.

#### IV. HOW DEFINITIONS OF "FAMILY" CAN SERVE GOVERNMENTAL GOALS

What is interesting about each of these cases, in addition to the fact that each case fine-tunes the definition of family in various contexts, is that each case supports an important goal or policy of government. In Carroll, the city's goals in restricting a neighborhood to a domestic, low density, non-commercial character were not threatened by the group of nuns who were, if anything, more tranquil and low profile than many of the traditional families for whom the single family zoning was

intended. And the formal characteristics of families - blood, marriage, adoption - were not controlling. Rather, it was the function of the group, which the court described as similar to a traditional family, that determined the outcome.

The Lawson case also turns on the same form versus function question as Carroll. Ironically, the result is a ruling against calling a blood relative (mother) "family" because to do so would not carry out the social goals of the lawmakers. The lawmakers wanted to force debtors to pay certain debts, by garnishing their wages, and allowed an exception only for family members living together depending on the debtor for support. Mr. Lawson's mother, who was clearly family for all other purposes, did not live with him and was not financially dependant on him - the court concluded that Lawson was using her as his excuse for not paying alimony.

Our third example, the Adamson case, turned on the legality, the constitutionality, of the city of Santa Barbara using a restrictive definition of family to achieve certain governmental goals. In order to preserve the residential character of some neighborhoods, and control population density, noise and traffic, Santa Barbara enacted a zoning ordinance limiting a single family residence to 5 unrelated occupants, while not limiting the number of related occupants in a single family residence. In a successful challenge to the ordinance by 12 unrelated adults

living together in a house, the court ruled that there were better ways for Santa Barbara to achieve its goals, all of which were legitimate goals, than by prohibiting these unrelated people, who functioned as a family, from having the same opportunities as large, "related" families to live in single family residential neighborhoods.

#### V. EXAMPLES: ADMINISTRATIVE DEFINITION OF "FAMILY"

It is not only in the courts and legislatures where the definition of family has begun to evolve in a flexible, goal-oriented fashion. In 1982, the California State Personnel Board commissioned a study designed to find out how federal and state agencies and local governments defined the term "family" for the purpose of determining people's eligibility for benefits, services and participation in funded programs. The report sheds interesting light on how, on a daily basis, those responsible for running programs and dispensing funds manage to develop definitions that take them beyond traditional notions of families and allow them to deal with families as they truly exist in modern configurations and combinations of people.

The report is lengthy, but the following quotation from the executive summary section describes the section of the results in which we are interested.

The purpose of the study was "...to determine the ways in which the terms 'family' and/or 'household' were

used to describe publicly provided programming, or to set eligibility for those programs in California. The study was conducted in the form of a questionnaire, sent to 38 pre-selected Federal and State agencies, counties and cities. A final total of 128 programs administered by these 38 organizations responded to the mailing. Respondents were asked to indicate whether they used standard census definitions of the terms, or whether they used definitions derived from some other source. [The census definition of "family" is "a household head and one or more persons in the same household and related to the head by blood, marriage or adoption". The census definition of "household" is "all persons occupying one or more rooms who live and eat together and have their own separate entrance to the housing unit".]

Program managers were also asked whether their program definition and eligibility criteria included or excluded members of what was depicted as a "variable family" (e.g., "two or more persons domiciled in the same household and operating as a single unit, who are not related by blood, marriage, or adoption."). Based on 96 responses to these questions, the following general findings and conclusions, among others, emerged from this study.

.. Seventy percent of those responding used definitions other than those developed by the U.S. Census Bureau.

.. Seventy-five percent of the 96 respondents are not bound by a definition limiting family membership to a relationship based solely on blood, marriage or adoption. Of these programs, economic relationships and the relationship of children to adults in the social unit are most often employed as definitional criteria.

.. The definition used by 85% of the 96 respondents to this survey do not exclude members of "variable families" from participation in their services.

The report lists household/family definitions reported in the study by agencies which do not use census definitions. Here are several examples. The USDA Child Care and School Meal Programs define family as a "group of related or non-related individuals who are not residents of an institution or boarding house, but who are living as one economic unit." The USDA Family Nutrition Program defines a household as a "group of related or unrelated individuals living together under one roof, sharing common cooking facilities, with all income considered for eligibility purposes." These are inclusive definitions, which identify families only as to physical location, without regard to traditional family ties. This is because their only goal is to feed people, as many people as possible. The Health and Human Services Aid for Dependant Children Program defines family as

"the child or children (and caretaker relatives) who are determined to be eligible for ADFC by income verification." And that same agency defines a public assistance household as one in which "each member receives one or more public income maintenance payments."

These definitions are strictly functional: they are interested in economic interdependence and living arrangements, without regard to blood, marriage and adoption.

#### VI. COMPATABILITY OF FLEXIBLE AND TRADITIONAL DEFINITION OF "FAMILY"

At this point, it is important to note that the notion of expanding the definition of family, or making the definition flexible to achieve government's goals, is not a process suggesting revolution, discarding of traditional values, or offending in morally sensitive areas. There is an important difference between the way family-type groups exist and function every day and what we believe, or feel, a family should be. And it is to the former set of questions - what are the facts concerning the make-up of families in a given area, such as the city of Los Angeles -- upon which we must base our decisions about how government should relate to family units. Legal definitions of family are not attacks on morality or religion; rather, both the legal and layman's definitions of family can and do co-exist without overlap. The judicial decisions summarized earlier in this report illustrate the non-conflicting nature of

the relationship between lay definitions and those created for the legal process. These holdings define family not as an end in itself, but only as a means of advancing specific legal policies.

For example, in the Carroll case, the court ruled that the nuns should be considered as a family for purposes of where they lived, but did not give them family status for all purposes. The holding of the court was fact specific: the living arrangements of the nuns were not different enough from that of other more traditional families to exclude them from living in a zone specified for single family use. The nuns were a family for one purpose, and one purpose only. No court would attempt to justify such a definition of family in isolation of context. The meaning of a term like "family" can vary from field to field of law, and no good purpose would be served by defining family without regard to the context, the facts of the individual case, and the goal that we hope to achieve in making a particular definition.

In the administrative context, as well as in case law, there are also examples of how lay definitions and legal definitions, while different, may be compatible. The California Personnel Board study just discussed found that many definitions of family for programs within the state were tailored to the needs of the particular programs. For example, the definition of "family" used by the San Diego County Health Department's Community



Disease Control Program is: "persons residing in a contiguous group of residential rooms used on a continuing basis by one or more interacting individuals." This definition was specifically designed to identify characteristics most relevant to infectious disease containment (e.g., physical proximity and degree of interaction), and for no other purpose. If such an agency were to use a layman's definition of "family" such as "persons related only by blood or marriage," the program would fail in its essential purpose, since disease has no such criteria when it chooses what groups of people to infect. And the definition of the disease control program would be of little use in any other context.

#### VII. GOVERNMENTS' RESPONSIBILITY: THE IMPORTANCE OF FAMILIES

All this concern about government using definitions of family tailored to the way families and groups of people actually live is based on the assumption that governments have a positive, affirmative responsibility to encourage and support families in the roles that families play. In most of this report, we have considered examples of fairly narrow goals to be served by specific definitions, such as those related to disease control, zoning, and entitlements to certain government benefits. But in the larger sense, there are additional policy goals to be served by programs supporting families of many definitions, because of the many constructive, beneficial roles that families fill.

Families of all definitions have traditionally cared for society's dependent members, like children, the elderly, the disabled, the sick, and the poor. Families discipline their members, and to the extent they are successful, contribute to the general peacefulness of society. Families live in groups, or neighborhoods, providing stability for surrounding commercial and cultural activities. And on the most personal level, families provide a haven and source of renewal for those who are their members. Families are a great source of meaning and satisfaction to individuals, and the loss of a family arrangement or relationship can leave individuals disoriented and alienated. If government benefits are unavailable or closely restricted, families can become destabilized, and will eventually pose further problems for which governments will have to expend funds. There is a general intuition among scholars, service providers and ordinary citizens that family destabilization is a major cause of a majority of our society's ills.

All thoughtful people would agree that families, and the treatment they receive, are major factors in the stability of our society and government. In the mandate to the City of Los Angeles Task Force on Family Diversity, Councilman Michael Woo, who convened the task force, recognized the following, among others, as justifications for its establishment: the importance of the family in government and society; the personal commitment common to those in all forms of family structures; the

psychological importance to individuals of membership in family groups; the rich diversity of families in the city of Los Angeles; and the resulting responsibility of government to encourage and support family relationships and to protect these relationships from public or private discrimination. The mandate goes on to say that "the task force shall study the nature and extent of family diversity in the city of Los Angeles and shall investigate any evident problems experienced by variable family groups, such as single parent families, foster families, unmarried couples, gay or lesbian couples, or families with senior or disabled members."

In summary, it is the role of law, those who make laws and those who enforce them, as well as those who change and challenge laws, to become and remain sensitive to the data, the demographic facts of what the family has become. For the city of Los Angeles, this means maintaining data that will allow the city to examine quite specifically its own, ever-shifting population as a way of determining whether the city is being directly responsive to family needs. Where there are the widest gaps between the needs of Los Angeles' families and the resources directed at meeting those needs, thoughtful planning must be directed toward shrinking those gaps. And all of this must be done with a clear understanding, communicated to all constituencies, that no challenge is being mounted to the rightness or values of traditional families, but rather, that an additional effort is

being made to make sure that all citizens will be taken account  
of whether or not their particular family groups fit the  
traditional mold.

## DIVERSITY REPORT

### RECOMMENDATIONS

1. IT IS RECOMMENDED that Councilman Woo urge the development of a family policy for the city of Los Angeles, using the areas covered in the task force report as a starting point. Such a policy would set standards for assessing legislation introduced by the city council, which assessment could be made by the city's legislative analyst.

We envision a process and result similar to that recently utilized in Los Angeles. When the city adopted, by resolution, a policy on child care which is now being used to evaluate legislation, current practices and other activities which affect child care.

2. IT IS RECOMMENDED that Councilman Woo recommend creation of an ongoing board charged with maintaining the integrity of the family and monitoring events and activities in the city which impact on families.

Such a board would be appointed by the mayor and confirmed by the city council, and would be on a par with existing boards and commissions.

The establishment of such a board would reflect the seriousness of our purpose in focusing on family diversity. In view of the fact that other boards, like the Board of Animal Regulation and the Board of Cultural Affairs, each has five members, we suggest seven or nine members for this proposed board on the status of families.

3. IT IS RECOMMENDED that Councilman Woo urge the Los Angeles Unified School District to continue its work on the family life curriculum materials, and to include in those materials an important feature which is now missing: a definition of family. We urge that this definition be broad and inclusive, not restrictive, and that it reflect the daily experience of the students in the Los Angeles Unified School District.

4. IT IS RECOMMENDED that Councilman Woo recommend to the president pro tem of the senate and the speaker of the assembly that they review our report, with an eye to encouraging a greater degree of sensitivity in the drafting of legislation by the legislative counsel's office, especially in the use of descriptive words related to the family.

Specifically, we refer to Senate Bill 1797 introduced by Senator Royce on February 11, 1986, which seeks to amend sections 867 and 868 of the State Penal Code to allow relatives of crime victims to attend preliminary hearings. The definition of family in the present version of the bill includes only "the alleged

victim's spouse, parents, legal guardian, children or siblings." This definition of family is overly restrictive, in that it excludes certain people who may be close to the victim and whose support may be important to the victim. There is no apparent reason for such exclusions, which include step-parents, step-siblings, and non-marital spouses or life partners of victims. The legislative counsel's office should be encouraged to make sure there is a rationale for whatever definition of family is chosen, whether in this statute or elsewhere.

5. IT IS RECOMMENDED that Councilman Woo send a copy of this task force report to the Los Angeles County Superior Court Conciliation Court, along with a letter urging the Conciliation Court to broaden its definition of those who may utilize its services. We believe that with more encouragement, more people than those involved in dissolution and custody proceedings would take advantage of the conciliation court's services. For example, people with Acquired Immune Deficiency Syndrome (AIDS) are often abandoned by relatives, friends and lovers. When this happens, the victim often must rely for economic survival on welfare and other local government services. If the conciliation court were to make itself available in such cases, its success in preventing the disintegration of relationships leading to such abandonment would not only respond to a tragic human plight but would also make it less likely that these victims would require a significant level of government funding.

6. IT IS RECOMMENDED that Councilman Woo contact the appropriate people in the next presidential administration to convene a national conference on the family in 1990, similar to those convened in 1970 and 1980. The purpose of such a conference is to gather knowledgeable delegates from throughout the country to share information and monitor the status of the family in the areas covered in this task force report, among other areas. The task force recognize the value of this grass roots, national process and therefore make this recommendation.



**LOS ANGELES CITY TASK FORCE ON FAMILY DIVERSITY**

**RESEARCH TEAM**

on

**FAMILY DEMOGRAPHICS**

**Submitted by:**

**RUSSELL BLACKSTONE**

**FRANK RICCHIAZZI**

**May 20, 1987**

LOS ANGELES CITY TASK FORCE ON FAMILY DIVERSITY

REPORT on FAMILY DEMOGRAPHICS

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**LOS ANGELES CITY TASK FORCE ON FAMILY DIVERSITY**

**REPORT on FAMILY DEMOGRAPHICS**

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TEAM MEMBERS

RUSSELL BLACKSTONE

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SUMMARY OF RECOMMENDATIONS

IT IS RECOMMENDED THAT THE DEPARTMENT OF CITY PLANNING EXAMINE THE ORIGIN OF THE ESTIMATE OF UNDOCUMENTED/UNCOUNTED RESIDENTS AND RE-EXAMINE THE ASSUMPTIONS BEHIND IT, FOR THE PURPOSE OF ARRIVING AT A MORE RELIABLE ESTIMATE.

IT IS RECOMMENDED THAT CITY GOVERNMENT RECOGNIZE THE LEGITIMATE SOCIAL NEEDS AND LEGAL RIGHTS OF INDIVIDUALS IN GAY/LESBIAN HOUSEHOLDS AND OTHER "NON-FAMILY HOUSEHOLDS" TO FORM BONDS AS "COUPLES" AND TO PARTICIPATE IN THE RIGHTS AND PRIVILEGES ASSOCIATED WITH "COUPLING."

LOS ANGELES CITY TASK FORCE ON FAMILY DIVERSITY

**FAMILY DEMOGRAPHICS**

**I - CITY OF LOS ANGELES POPULATION BASE  
OVERALL POPULATION PROFILE**

The City of Los Angeles is a dynamic metropolitan center that is in the process of undergoing pronounced demographic changes. Many of these changes are being experienced by other communities -- the growth of single parent families, the aging of the "Baby Boomers," the advancing proportion of senior citizens. Other changes are particular to the geographic location and the cultural and economic forces in the local area -- the city has been a magnet for immigrants, refugees, job seekers and others who aspire to a particular climate and lifestyle.

This report will rely heavily on data gathered during the 1980 U.S. Census, because of its scope and detail. More recent information or estimates will be used where possible.

Some significant trends that began during the 1970s have undoubtedly continued in the 1980s. In some respects this makes it possible to determine which direction demographic trends are moving in, but it is not possible to project current estimates having the same degree of categorical detail as the U.S. Census figures. Although significant trends will be noted, we are seven years into a new decade since the last count was made. It will take the detailed count of the next Federal Census to more accurately reveal a current profile of the City of Los Angeles, particularly with respect to the rapidly shifting ethnic mix in the city.

Table 1 shows the total population of Los Angeles as recorded in 1980 and some basic demographic characteristics of the city at that time. It also includes some more recent estimates of the overall population.

**The Bias Toward "Undercount"**

It is generally accepted that any census involves an undercount, because some people are inadvertently not counted, others evade being counted, while there is little chance of people being counted twice. The U.S. Census Bureau estimated that there was a 2.5% statistical undercount nationwide during the 1970 census, but the undercount was substantially greater among some groups (9.9% for black males). Because of improvements in census methods, it has been estimated that the undercount in 1980 was only 0.5%. However, it is recognized that more sizeable local undercounts could have occurred for certain groups.<sup>1</sup>

TABLE 1

**CITY OF LOS ANGELES  
POPULATION AND DEMOGRAPHIC PROFILE**

1980 U.S. Census - Total Population		2,966,850 *
Male	1,451,660	48.9%
Female	1,515,182	51.1%
Adults	2,221,112	74.9% (Age 18 and over)
Minors	745,738	25.1% (Under age 18)
Median Age	30.3	(Male - 29.3; Female 31.4)
Race:	White	47.8%
	Hispanic	27.5
	Black	16.7
	Asian	6.8
	Other	1.2
Estimated Population October 1, 1984 (Average annual growth rate 1980-1983)		3,070,710 ** 0.77%
Estimated Population January, 1985		3,144,795 ***
*SOURCE: 1980 U.S. Census Summary Report (File 1)		
**SOURCE: City of Los Angeles, Department of City Planning, <u>Population Estimate and Housing Inventory for the City of Los Angeles as of October 1, 1984.</u> May, 1985. p. 1.		
***SOURCE: Los Angeles County Board of Supervisors, <u>County of Los Angeles Data Guide: 1985-86,</u> "Estimated population of the Cities of Los Angeles County." 1986, p. 4.		

The City estimate was derived from the 1980 census. Numbers were adjusted for housing completions and demolitions, and historical trends in household size. An average annual growth rate of 0.77% was estimated for the period 1980-1983.<sup>2</sup>

The City's population estimate for 1984 did not make allowances for a census undercount or undocumented and uncounted residents of the city. The estimated 0.5% national undercount, if an accurate estimate for Los Angeles, would mean that the city population in 1980 was understated by 14,834 persons.

Undocumented/Uncounted Residents

Various city reports have made reference to the fact that U.S. Census figures and more recent estimates derived from such data do not include an estimated "undocumented resident" population of 400,000 persons.<sup>3</sup>

Although skepticism has been raised about that figure and larger estimates, the estimate continues to have a quasi-official status: "The number 'four hundred thousand' has been used in the recent past. In fact, the most current City estimate is in this range."<sup>4</sup>

IT IS RECOMMENDED THAT THE DEPARTMENT OF CITY PLANNING EXAMINE THE ORIGIN OF THE ESTIMATE AND RE-EXAMINE THE ASSUMPTIONS BEHIND IT, FOR THE PURPOSE OF ARRIVING AT A MORE RELIABLE ESTIMATE OF UNDOCUMENTED RESIDENTS. Reports saying that there is little chance of a significant undocumented population not being counted while simultaneously interjecting a City estimate of 400,000 are not helpful to researchers. Because of the economic and political situation throughout Central America during the 1980s, it is likely that Los Angeles does have a substantial undocumented population. The credibility of "400,000" has been questioned, yet "zero" also strains credibility. The implications of an undocumented resident population even in the 100,000-to-200,000 range are too great to left out of population estimates.

Homeless Population

Los Angeles has a homeless population that has been estimated to number above 25,000 persons, and possibly be as high as 50,000.<sup>5</sup>

The problem has been growing worse. According to a recent survey reported by the U.S. Conference of Mayors, the number of entire families seeking emergency shelter is rising dramatically. Families now make up a third of the homeless in major cities. In Los Angeles, a typical homeless family is headed by a "single mother in her late 20s or early 30s" who has little or no income and is a member of an ethnic minority. Two-thirds of existing shelters break up the families they house, and in Los Angeles there is a "critical shortage of shelter space for intact families."<sup>6</sup>

The Los Angeles Population Today

Adding the estimated average undercount of 0.5% to the 1990 Census figures (2,966,850 + 14,834) brings the base population for 1980 to 2,981,684. If the City growth rate of the early 1980s (0.77% annually) were extended to cover a seven-year period, it would produce a factor of 1.05516, which multiplied by the adjusted base suggests a population of 3,146,154 on April 1, 1987. This figure still does not include undocumented residents or the homeless. Assuming that the number of undocumented residents is only half the City estimate (200,000) and using the more conservative estimate for homeless persons (25,000), it appears that the current population of Los Angeles could be as high as 3,371,154 persons.



## II - HOUSEHOLD PATTERNS &amp; LIVING ARRANGEMENTS

Census takers define two categories of households. A "family" household is one in which one or more persons is related by birth, marriage or adoption to the person who owns or rents the unit. A "non-family" household is one in which someone is living alone or with non-relatives. In recent decades there has been a social shift in household composition toward a greater number of non-family households. For California as a whole, the proportion of "family" units fell from 75.9% to 68.8% between 1970 and 1980, while the proportion of "non-family" units rose from 24.1% to 31.2%.

In Los Angeles, the concentration of non-family households is even greater -- 39% in 1980. Household patterns are shown in Table 2.

TABLE 2

## HOUSEHOLD PATTERNS - LIVING ARRANGEMENTS

		<u>Housing Units</u>	<u>Population</u>
<b>FAMILY HOUSEHOLDS:</b>			
Married Couples		503,014	1,006,028 *
Single Parent w/Child(ren)		119,059	119,059 *
Adult w/ Adult Relative(s)		71,621	71,621 *
+ Over 18 - Related			362,235
+ Under 18 - Related			724,565
+ Non-related Adult Residents			63,862
<b>TOTAL "FAMILY"</b>	<b>(61%)</b>	<b>693,694</b>	<b>2,347,370</b>
<b>NON-FAMILY HOUSEHOLDS:</b>			
Adult Male Living Alone		165,747	165,747
Adult Female Living Alone		191,843	191,843
Adult Male w/ Others		53,412	
Adult Female w/ Others		30,534	
Non-related Adults (2 or more)			178,617
Non-related Child(ren) w/Adult(s)			15,214
<b>TOTAL "NON-FAMILY"</b>	<b>(39%)</b>	<b>442,536</b>	<b>551,421</b>
<b>INMATES OF INSTITUTIONS</b>			<b>32,634</b>
<b>OTHER GROUP LIVING SETTING</b>			<b>35,425</b>
<b>TOTAL UNITS &amp; POPULATION</b>		<b>1,135,230</b>	<b>2,966,850</b>
<b>MEAN POPULATION</b>	<b>2.55 per unit/AVE. POPULATION</b>		<b>2.61 per unit</b>
* Householders of Family Households counted first. Relatives and non-relatives counted separately.			
<b>SOURCE: U.S. Census Summary Report (File 1) pp. 1-3.</b>			

While married couple households continue to be the largest proportion of the overall composition (44%), there are a number of other significant constituencies in the city. Single adults living alone numbered 357,590 and accounted for 31.5% of all households in 1980. Single parent households made up 10.5% of the total. Non-family households consisting of two or more unrelated adults numbered 83,946 and represented 7.4% of the total.

**III - FAMILY/NON-FAMILY CONSTITUENCIES**

As the composition of housing patterns changes, the diversity of household types has a number of implications for social and public policies that have been strongly focused on the "nuclear family." The growth of single-parent families has increased demands for day-care. The courts have issued rulings in "palimony" cases that would have been unlikely in decades past, when the stigma against cohabitation by consenting adults was stronger. Gay and lesbian couples have begun actively working for basic family rights that many members of society take for granted.

The following table shows the adult population of the city in 1980, marital status for all people over age 15, major types of households and the proportion of the adult population represented by each.

**TABLE 3**

**FAMILY/NON-FAMILY CONSTITUENCIES**

<u>ADULT POPULATION 1980</u>	<u>MARITAL STATUS - All People</u>	
1,071,472 - Men	Currently Married	- 46%
1,149,640 - Women	Sep/Divorc/Widow	- 21%
<hr/>	Never Married	- 33%
2,221,112		
<u>FAMILY SETTINGS:</u>		
Married Persons w/Spouse & Child(ren)	502,100	(22.6%)
Married Persons w/Spouse - No Minors	501,928	(22.6%)
Single Parent w/Child(ren)	119,059	( 5.4%)
Adult w/Related Adult (not Spouse)	433,856	(19.5%)
Non-related Adult living with a Family	63,862	( 2.9%)
<u>NON-FAMILY SETTINGS:</u>		
Single Adults living Alone	357,590	(16.1%)
Unrelated Adults (2 or more)	178,617	( 8.0%)
Adults in Group Settings (estimated)	64,100	( 2.9%)
	<hr/>	
	2,221,112	(100.0%)
<b>SOURCE: U.S. Census Summary Report (File 1) pp. 1-2.</b>		

Los Angeles has a diverse range of household settings. Although married couples account for the largest proportion of households, in only half those households is the stereotyped "nuclear family" (a married couple living with minor children) found. In terms of the number of households, the proportion of single adult and single-parent households combined was almost as great as that of married couple households (42% vs. 44%). In terms of numbers of people, currently married adults were less than a majority of the adult population (45.2% vs. 54.8% for all classes of singles).

A significant proportion of the population consists of cohabitating adults who are not married. Adults share housing for a variety of social, economic, emotional and personal reasons. Not all of these people are involved in intimate and emotional relationships, but many of them are. Heterosexual couples often have personal and philosophical reasons for not being married -- yet they often experience forms of economic, social and legal discrimination for their choice. Homosexual couples face all of those forms of discrimination and more -- and they do not have the same legal choices as heterosexual couples.

A base population for likely adult cohabitation, marital statistics, and gay/lesbian population estimates for 1980 are shown in Table 4.

**TABLE 4**  
**COUPLING/COHABITATION**  
**&**  
**ESTIMATED GAY/LESBIAN POPULATION**

1980 Census Data*			
Minimum Base for Cohabitation (not related)	306,341		(46%)
Single Population Living Alone	<u>357,590</u>		(54%)
	663,931		
 People over Age 15:			
Married/Separated/Divorced/Widowed	708,294	Male	871,395 Fem
Never Married	434,112	"	346,879 "
 Gay/Lesbian Population Estimates**			
Kinsey:	148,513 Gay Men +	85,279 Lesbian Women =	233,792
Gebhard:	122,649 Gay Men +	29,526 Lesbian Women =	152,220
 *SOURCE: U.S. Census Summary Report (File 1) pp. 1-2.			
**SOURCE: Joseph Schreiner, "Measuring the Gay and Lesbian Population," National Organization of Gay and Lesbian Scientists and Technical Professionals, (1986) pp. 1-2. Schreiner cited Kinsey, et al, 1948 and 1953; and Gebhard, 1978.			

Coupling

The base for adult cohabitation consists of the adults reported to be living with one or more unrelated adults in non-family households, plus the non-related adults living in a family household, and an equal number of adults in those family households (who are obviously living with an unrelated adult). An unknown number of "not related" adults live with single parents and members of other family units. It is acknowledged that not all of these people are part of a "couple," but also recognized that cohabitating adults are not always reported as such in housing surveys. Among the single population there are "couples" who spend much of their time together and alternate between separate residences. Within family households, there were at least 362,235 adult residents "related" to the householder other than as spouse (see Table 2). Related household members are grown children, brothers, sisters, uncles, aunts, parents etc., who may or may not be involved in "couple"-type relationships.

What is revealed by the data is that people tend to live together at similar rates regardless of marital status. Table 3 revealed that two-thirds (67%) of the adult population was either married or once was married, but that only 46% of the adult population was currently married. When unmarried adults living together and singles living alone are considered as a group, the same percentage is found to be currently sharing housing (46%). Although there is a large single adult population, many members of it have at one time been part of a "couple" and many continue to pursue "couple-hood." People form relationship bonds with others for biological, emotional and social reasons, and well over a majority of adults experience being part of a "couple" during the life experience.

Estimating the Gay/Lesbian Population

Estimating the gay/lesbian population has always been an inexact method because of the legal and social barriers to obtaining data. Homosexual behavior remains illegal in many states.<sup>9</sup> The social stigma and the fear of discrimination preclude accurate responses to wide surveys, and researchers have had to resort to various indirect methods of sampling in limited surveys. For these reasons, the broad scientific studies conducted by Alfred Kinsey more than thirty years ago continue to be cited as being among the most reliable. Kinsey made separate studies into male and female sexuality, and concluded that 13% of American men and 7% of American women had at least a three-year period of life during which they were predominantly homosexual.<sup>9</sup> Using the population data for people over age 15 in 1980, this would suggest a homosexual population of 233,792 persons, with a greater number of homosexual men than women.

A more recent study by the Institute for Sex Research concluded that 2% of married men, 25% of unmarried men, 1% of married women and 6% of unmarried women, are predominantly gay or lesbian.<sup>10</sup> These estimates suggest a gay/lesbian population in Los Angeles of 152,220 in 1980. Again, the incidence of homosexuality appears to be higher among males.

Despite a significant difference in the total estimates, the two approaches produced similar figures for gay men. The greatest variance appears to be in the research into homosexuality among women. More research is needed in both areas. However, these are the most reliable estimates available, and on average they suggest a homosexual population in the range of 152,000 to 233,000 during 1980, with the average estimate being about 193,000.

Just as the overall population has grown since then, it is likely that the gay/lesbian population is now larger. The data presented in Section I of this report indicate that total population of the city may now be 3.37 million, roughly 13% higher than in 1980. A similar growth of the gay/lesbian populations would raise the estimated range to 172,000-to-264,000 persons.

Because of the metropolitan area and culture of the city, the actual homosexual population is probably greater. Broad-based national estimates may not apply to large cities with specific communities that act as magnets. Surveys in New York City and San Francisco have suggested that those communities have gay or bisexual populations which are proportionally double the national average. Los Angeles has some similar characteristics, and there are communities where there are higher concentrations of gay individuals. The culture, shared values, and support received from similar others is a powerful attraction in any social setting. Many of the city's demographic characteristics can be demonstrated to exist in concentrated geographical pockets. The city has generational pockets, ethnic pockets, affluent pockets, poverty pockets, and gay pockets.

The actual size of the gay/lesbian population cannot be known with certainty, but the research indicates that it is well over 200,000 and could be as high as 300,000. If coupling occurs at a similar rate as among the general population, this suggests that Los Angeles may have among its residents 40,000-to-60,000 households populated by gay and lesbian "couples," with an additional 100,000-to-150,000 gay and lesbian individuals living alone or with families.

IT IS RECOMMENDED THAT CITY GOVERNMENT RECOGNIZE THE LEGITIMATE SOCIAL NEEDS AND LEGAL RIGHTS OF INDIVIDUALS IN GAY/LESBIAN HOUSEHOLDS AND OTHER "NON-FAMILY HOUSEHOLDS" TO FORM BONDS AS "COUPLES" AND TO PARTICIPATE IN THE RIGHTS AND PRIVILEGES ASSOCIATED WITH "COUPLING." Domestic partnerships in a variety of forms are built on the same love, caring, sharing and emotional commitments that have been promoted by public policies since this nation was founded. To categorize loving households as "non-family" and to deny particular individuals the same social, economic and legal rights as others in society is a violation of the self-evident truth that "all... are created equal," with "unalienable rights," including the right to life, liberty, and the pursuit of happiness.

## IV - ETHNIC PATTERNS

Los Angeles has a rich ethnic mix and the ethnic composition of the population has been shifting dramatically. Substantial changes in demographic ethnicity occurred between 1970 and 1980, as illustrated by Table 5.

TABLE 5

## ETHNIC COMPOSITION OF LOS ANGELES 1970-1980

	<u>As % of Total Population</u>		<u>1980 Population</u>	<u>Population Change</u>	
	<u>1970</u>	<u>1980</u>		<u>Count</u>	<u>% Change</u>
Amer. Indian	0.3	0.6	16,594	+ 7,244	+77.5
Asian	3.7	6.6	195,997	+ 91,060	+86.8
Black	17.3	17.0	504,670	+ 18,000	+ 3.7
Latino	18.5	27.5	815,970	+296,128	+57.0
White	60.1	48.3	1,432,459	-258,837	-15.3
TOTAL	100.0	100.0	2,965,690		

SOURCE: City of Los Angeles, Department of City Planning, City of Los Angeles Ethnic Concentrations and Distribution by Planning Area, September, 1982., p. 2.

Demographic Trends

The rapidly shifting ethnic mix is one of the reasons why it is difficult to project the current ethnic composition of the city from the 1980 census data. During the decade of the 1970s, the greatest growth in raw numbers occurred among Latinos -- with a recorded increase of nearly 300,000 persons. (Note: Census takers use the terms "Spanish" and "Hispanic," but local residents prefer to be categorized as "Latino.") Although Latinos were the leading ethnic growth group in terms of an increase in pure numbers and the percentage increase as a proportion of total population, Asians had a higher rate of growth than any other ethnic group. Starting from a smaller base, the Asian population nearly doubled during the 1970s. The American Indian population of the city, starting with a much smaller base, also showed a significant rate of growth.

The Black population of the city showed small numerical gains during the decade, but their percentage as a proportion of city residents fell slightly, because the total population of the city grew faster. This is the only group showing no significant trend, in terms of population gains or losses, as the composition of the city changes.

The White population of the city is the only group showing a numerical shrinkage -- from a base of 1.69 million in 1970 this group declined to 1.43 million by 1980.

The 1980-1987 Informational Gap

The significant leap in the size of the Latino population during the 1970s suggests that long-term historical patterns are not useful for estimating the current ethnic composition of the city. It is a trend driven by external economic and political forces, and it is a rising trend. There are a number of reasons for expecting the 1990 Census data to reveal a much larger Latino population.

After the 1980 Census, it was estimated that half the 2.1 illegal immigrants in the country lived in California, and that about "658,000 lived in Los Angeles County." It was also estimated that about 75% of all illegal immigrants in the state came from Mexico.<sup>11</sup>

Immigrants from Mexico cross the border in pursuit of income, opportunity and a better life. Since 1980, oil prices have collapsed, Mexican currency had been substantially devalued, and our neighbor to the South has experienced tremendous economic difficulties. Those realities undoubtedly increased the incentive to migrate North.

Another relevant factor affecting city demographics has been the warfare in Central America. Since 1980, warfare, economic difficulties and a large earthquake in El Salvador displaced as many as one million Salvadorians -- one-quarter of the population. According to the Los Angeles Times, there may now be 250,000 Salvadorians living illegally in Los Angeles County.<sup>12</sup>

These factors suggest that proportionally the current Latino population of the city is probably far beyond what was revealed by the 1980 Census figures.

Ethnic Concentrations and Mobility Patterns

Although much of the city consists of highly mixed ethnic neighborhoods, there are clear patterns of ethnic concentrations throughout the city. These patterns can be illustrated in terms of ethnic populations as a percentage of city planning areas and in terms of the distribution of ethnic populations throughout the city. Factors of culture, family, language and other forces contribute to ethnic concentrations.

In general terms, a majority of the population in the San Fernando Valley area and Westside of the city is White. A majority of the population in East Los Angeles areas is Latino. A majority of the population in the South-Central area is Black. Asians are not a majority in any area, but Chinese, Indochinese and Koreans are heavily concentrated in the Central areas.<sup>13</sup>

Some trends have been noted in terms of ethnic mobility. More Latinos are moving into the South-Central area and Blacks have been moving toward the northern and western areas. Southeast Asians are moving into the Central city area known as Chinatown, and Chinese Americans have been relocating eastward. The influx of Latino and Asian populations is having an impact on density, and the traditional ethnic communities have begun to become affected and are undergoing change.<sup>14</sup>

## V - AGE GROUP PATTERNS

Table 6 shows age groups in the city, by gender, as a percentage of the overall population in 1980. It also shows the number of minors (under age 18) and senior citizens (over age 65), and the number of households where minors and senior citizens reside.

TABLE 6  
AGE GROUP PATTERNS IN LOS ANGELES - 1980

<u>Age Range</u>	<u>Percentage of Population</u>	
	<u>Males</u>	<u>Females</u>
Under age 5	3.6%	3.5%
5 to 14	6.8%	6.5%
15 to 24	9.6%	9.3%
25 to 34	9.5%	9.3%
35 to 44	5.9%	5.9%
45 to 54	4.9%	5.9%
55 to 64	4.4%	5.0%
65 and over	<u>4.2%</u>	<u>6.4%</u>
	48.9%	51.1%
<u>Population:</u>		
Under age 5	210,218	7.1% of population
Under age 18	745,738	25.1% of population
65 and over	314,216	10.5% of population
<u>Households:</u>		
Minors present	375,308	33% of households
Person over 65 present	233,628	21% of households
SOURCE: U.S. Census Summary Report (File 1) pp. 1-2.		

Los Angeles follows the general age group pattern of the nation as a whole. Overall, there is a slightly higher proportion of females than males.<sup>15</sup> Looking at birth years in ten-year cycles, there is a significantly higher concentration of people born between 1945 and 1965 (those who were age 15-to-34 in 1980). Prior to age 45, there are numerically more males than females at every age, but after age 45 the pattern is reversed. That pattern reflects the greater longevity of women. Birth and death statistics reveal that in every year a higher number of males are born, but the difference is more than offset by the numerically larger difference between male and female deaths.<sup>16</sup>

Children under age 5 made up 7.1% of the population, and minors under age 18 made up 25.1% of the population. However, minors are residents of 33% of households in the city.



Elderly people (65 and over) made up 10.5% of the population but were counted in 21% of all households. Nearly a third of the elderly live alone -- they accounted for 98,676 single-person households. Over 40% of the elderly live in multiple-person family settings.<sup>17</sup> The mean age of the population has been gradually rising and the proportion of persons over age 65 has also been increasing. That trend should continue. For the state of California as a whole, the percentage of persons over 65 advanced from 9.0% in 1970 to 10.2% in 1980, and it is projected that it will reach 11.4% by 1990.<sup>18</sup> The city can expect to experience an increasing proportion of senior citizens. The proportion will rise gradually until the turn of the century, and then it will grow more rapidly as the "baby boom" generation begins to affect the statistics.

VI - ECONOMIC/OCCUPATIONAL PROFILES

When economic and occupational profiles of the city's residents are examined, significant contrasts are revealed in terms of income, employment, poverty and affluence by area. The Department of City Planning summarized many categories of Census data by 35 community planning areas within four major geographical areas -- the Westside of the city, the Valley area, the SouthBay/Harbor area and the Metropolitan/Central area. Selected statistics are shown in the following table.

TABLE 7

INCOME/OCCUPATIONS/POVERTY RATES  
BY MAJOR GEOGRAPHIC AREAS - 1980

	<u>Westside</u>	<u>S.V. Valley</u>	<u>SouthBay</u>	<u>Metro/Central</u>
Mean HH Income	\$31,647	\$26,392	\$20,235	\$15,761
Occupations (% workers)				
Professional	23.1%	14.9%	8.5%	10.4%
Mgmt/Administrative	16.6%	14.8%	8.1%	8.5%
Technical	3.9%	3.4%	2.5%	2.6%
Sales/Service/Clerical				
Mfg/Labor/Other	56.4%	67.0%	81.0%	78.5%
Persons in Poverty	9.6%	8.7%	13.9%	23.8%

SOURCE: City of Los Angeles, Department of City Planning, Maps and Reports on "Social, Economic and Demographic Statistics," Supplementary pages on "Citywide Housing/Population Factors, Undated (distributed after May, 1985), unnumbered pages.

There is a considerable contrast in terms of mean household income. The mean income level on the Westside was double that found in the Central City. The Westside has the highest proportion of professional, managerial, administrative and technical workers, a low level of people receiving public assistance, and a lower-than-average poverty rate.

The Valley profile is similar. With a somewhat lower level of mean income, it also has high percentages of professional, managerial and technical workers. The Valley was found to have the lowest poverty rate of any area.

Mean income drops another step in the SouthBay/Harbor area, which has the lowest proportion of professional, managerial and technical workers, and the highest proportion of workers in occupations involving sales, service, clerical work, manufacturing and general labor. The poverty rate in the SouthBay was closer to the city average (16.4%), but still slightly below the average.

The lowest levels of income were recorded in the Metro/Central area, which like the SouthBay/Harbor area has a high proportion of workers in the clerical-service-labor categories. The highest levels of public assistance were also recorded in the Central City area, and the poverty rate was disproportionally high -- at 23.8.

Current poverty rates in the city are probably only slightly higher than those recorded in 1980. Nationally, the poverty rate increased from 11.7% in 1979 to about 14% by the end of 1980, and it exceeded 15% during the recession of 1982. By 1985, it had dropped back down to 14%.<sup>19</sup> As the economic cycle unfolded, it can be assumed that the poverty rate in Los Angeles also rose and then subsided.

The city poverty rate has been slightly above the national average, and this can partially be explained by the ethnic and demographic characteristics of the city. Los Angeles has attracted a disproportionate number of immigrants -- half of all those in California.<sup>20</sup> Many of the immigrants lack the language skills, education and experience to acquire well-paying jobs. This is one reason why the poverty rate among Latinos was reported to be 29% in 1985.<sup>21</sup>

The implications of a higher-than-average poverty rate in the city, and significantly different rates by area, are many. Certainly this creates different demands and priorities by Council District. The ethnic and income profiles of families in different Districts are considerably different. This report has attempted to present summary profiles for the city as a whole based on a variety of demographic characteristics. More complete analysis, with detailed demographic features and cross-referencing between categories within Council Districts, is beyond the scope of this effort. However, many useful reports of that type are available from the Department of City Planning.

## VII - LOS ANGELES IN 1990

From the trends of the 1970s and 1980s, the demographic features of the city by 1990 can be anticipated. The population will be larger, but the growth rate has been slowing. For the state as a whole, the 18.5% rate of population growth between 1970 and 1980 is expected to fall to a 16.3% rate for the period 1980-1990.<sup>22</sup> Lower birth rates are largely responsible for the overall trend. Although Los Angeles attracts a disproportionate number of immigrants, a similar trend has been predicted for the city. In the past, increased land use and development accommodated a growing population. Outward expansion has slowed considerably because of the limits of available land, and this will help to check the overall rate of growth. Reduced expansion suggests that higher population densities lie in the future, despite a slowing growth rate. There will continue to be significant shifts in the ethnic composition of the city and in proportions of different types of households. Significant changes in "societal structure and demographic composition... migration patterns, age stratification... employment status and household structure" have been predicted. The implications of these trends are that population "densities will increase," and that the city will become a "model for a truly interracial and international City" because of its changing characteristics.<sup>23</sup>

## VIII - RECOMMENDATIONS

IT IS RECOMMENDED THAT THE DEPARTMENT OF CITY PLANNING EXAMINE THE ORIGIN OF THE ESTIMATE OF UNDOCUMENTED/UNCOUNTED RESIDENTS AND RE-EXAMINE THE ASSUMPTIONS BEHIND IT, FOR THE PURPOSE OF ARRIVING AT A MORE RELIABLE ESTIMATE. The current division of thought over this issue, whether there are 400,000 uncounted persons or almost none, presents researchers with an unreasonable dilemma. Not knowing the origin of the larger figure, it is difficult to analyze the issue. The assumptions behind the Census estimate and the City estimate are both suspect. If there is an answer, it may lie in the economic and political realities in Latin America and immigration trends since 1980. It would be desirable to re-examine the issue and close the gap between the two estimates.

IT IS RECOMMENDED THAT CITY GOVERNMENT RECOGNIZE THE LEGITIMATE SOCIAL NEEDS AND LEGAL RIGHTS OF INDIVIDUALS IN GAY/LESBIAN HOUSEHOLDS AND OTHER "NON-FAMILY HOUSEHOLDS" TO FORM BONDS AS "COUPLES" AND TO PARTICIPATE IN THE RIGHTS AND PRIVILEGES ASSOCIATED WITH "COUPLING." It is time for government to recognize that human beings have legitimate biological and emotional needs to form intimate domestic partnerships and interpersonal relationships. It is time for government to expand the definition and concept of "family unit" beyond a narrow traditional definition which is used to legitimize continued economic and legal discrimination against loving couples. To do otherwise is a violation of the self-evident truth that "all... are created equal," and it denies citizens "unalienable rights" which are supposed to be protected in this country.

FOOTNOTES

<sup>1</sup> City of Los Angeles, Department of City Planning, Population Estimate and Housing Inventory for the City of Los Angeles as of October 1, 1984. May, 1985. p. ii.

<sup>2</sup> Ibid, p. i.

<sup>3</sup> City of Los Angeles, Department of City Planning, City of Los Angeles Ethnic Concentrations and Distribution by Planning Area. September, 1982. pp. 2-3.

<sup>4</sup> City of Los Angeles, Department of City Planning, Present and Future Demographic Features of the City. January, 1985. p. 8.

<sup>5</sup> County of Los Angeles, Community and Senior Citizens Services Dept., "Homeless in Los Angeles County," Report of the County Task Force on the Homeless (August 16, 1985) p. 38. A national study by HUD estimated that there were 50,000 homeless persons in the Los Angeles area. A more detailed local study by United Way estimated that the number of homeless people was closer to 25,000.

<sup>6</sup> Don Irwin, "Survey of Cities Shows Homeless Populations on Rise," Los Angeles Times, (May 10, 1987), Pt. I, p. 4.

<sup>7</sup> American Demographics Magazine Editors, "California," State Demographics - Population Profiles of the 50 States (Homewood: Dow Jones-Irwin, 1984) p.57.

<sup>8</sup> Homosexuality or sodomy were illegal in 26 states as of 1986 according to a report by the National Gay and Lesbian Task Force. Privacy Project Fact Sheet: 1986.

<sup>9</sup> Joseph Schreiner, "Measuring the Gay and Lesbian Population," National Organization of Gay and Lesbian Scientists and Technical Professionals, (1986) p. 1. Schreiner cited Kinsey, et al, 1948 and 1953.

<sup>10</sup> Ibid, p. 1. Schreiner cited former Institute director Paul Gebhard, 1977 and 1978.

<sup>11</sup> Tracy Ann Goodis and Thomas J. Espenshade, "Los Angeles Rides the Wave," American Demographics, Vol. 8., No. 9., (September, 1986) p. 45.

<sup>12</sup> Editorial, "Help for Salvadorian Refugees," Los Angeles Times, (May 14, 1987) Pt. II, p. 4.

<sup>13</sup> City ... Ethnic Concentrations, pp. 8-12.

<sup>14</sup> Ibid, p. 8.

FOOTNOTES

<sup>13</sup> "United States Population: 1980 Census Records," The World Almanac & Book of Facts - 1982 (New York: Newspaper Enterprise Association, Inc., 1981) p. 195.

<sup>14</sup> "Vital Statistics: Births and Deaths in the U.S." The World Almanac & Book of Facts - 1982 (New York: Newspaper Enterprises Association, Inc., 1981) p. 954.

<sup>17</sup> U.S. Census Summary Report (File 1) p. 2.

<sup>18</sup> American Demographics Magazine Editors, "California," p. 56.

<sup>19</sup> Lee May, "Poverty Rate Drops Slightly; 14% Remain Poor," Los Angeles Times (August 27, 1986) Pt. 1, p. 15.

<sup>20</sup> Goodis and Espenshade, p. 45.

<sup>21</sup> May, p. 15.

<sup>22</sup> State Demographics, p. vii.

<sup>23</sup> Present and Future Demographic Features..., pp. 1-3.

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