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I am submitting herewith a thesis written by Ann Perrett entitled "The Effects of Proposition 13 on Social Services for Senior Citizens in Los Angeles County." I recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science in Planning.

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THE EFFECTS OF PROPOSITION 13 ON SOCIAL SERVICES FOR SENIOR CITIZENS IN LOS ANGELES COUNTY

A Thesis

Presented for the

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DEDICATION

This thesis is dedicated to Ben Harrison without whose strength, support, and companionship this work would not have been accomplished.

ABSTRACT

This study was conducted to determine the effects of Proposition 13 on social services for senior citizens in Los Angeles County. Proposition 13 was a constitutional amendment enacted in June 1978, by the voters of California. This measure reduced property tax revenues received by the local and state governments of California. There was public concern that such a reduction in revenues would result in a reduction of services provided by local governments to citizens. Therefore, focusing on senior citizens as a target group for research, this study investigated the effects of Proposition 13 on social services at the local level of government.

The methodology of this study consisted of two components. One component was a literature review conducted to collect data on existing studies in the development of a framework for this research. The second component consisted of personal interviews with twenty-one selected agencies in Los Angeles County. The agencies interviewed provided social services to senior citizens under the direction of the following entities: Los Angeles County government, the governments of

incorporated cities within Los Angeles County, and community-based organizations within Los Angeles County.

The major findings of the research were that one year following the passage of Proposition 13 there was a decline in growth rate of the social service budgets and the number of clients served by the agencies interviewed. Furthermore, a trend indicating decline of such services as recreation, advocacy, and outreach was established.

This study identifies the beginning signs of declining social services for senior citizens in Los Angeles County. Future research on the effects of Proposition 13 should concentrate on the levels of social services, the types of social services, and the number of clients receiving social services.

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CHAPTER I

INTRODUCTION

On June 6, 1978, California voters overwhelmingly approved a constitutional amendment to limit state and local taxation. Proposition 13, commonly referred to as the Jarvis-Gann Initiative, passed by a two-thirds vote, limits property tax to 1 percent of market value after July 1, 1978, limits assessment increases to 2 percent annually, and bases current property values on assessments as of March 1, 1975. In addition, Proposition 13 requires that any state tax increases be approved by a two-thirds vote of the state legislature and that new local taxes be approved by a two-thirds vote of "qualified electors."[1] The text of the Jarvis-Gann Initiative, Proposition 13, is presented in Appendix A for review.

Local governments, cities, and counties of California receive their revenue from property taxes, sales

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[1]Elizabeth F. Growcock; Robert H. Freilich; Steven B. Ungar, "1977-78 Annual Review of Local Government Law: Judicial and Constitutional Intervention in Municipal Fiscal Affairs," The Urban Lawyer, Fall, 1978, Volume 10, pages 573-574.

taxes, user service charges, a variety of levies, and from subsidies from the state and federal government. During 1978, local governmental units in California expected to collect $10.3 billion in property taxes and an additional contribution of $1.2 billion from the state, to replace property tax revenues lost through certain exemptions. This property tax represents a different percentage of the total revenues for differing units of government comprising approximately 27 percent of the revenues for cities; 40 percent of the revenues for counties; 47 percent of the revenues for school districts; 90 percent of the revenues for special districts; and 90 percent of the revenues for fire districts. The property tax represents about 2.7 percent of the market value of all taxable property in the state of California.[2]

The passage of Proposition 13, therefore, caused immediate concern to local units of government heavily dependent on the revenues generated by property taxes. Proposition 13, upheld by the courts on September 22, 1978, represented the most extensive tax cut measure in

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[2]Ed Salzman, "California Journal Ballot Proposition Analysis," California Journal, June, 1978, Volume 8, page 6.

the history of California. Public critics of the tax cut measure predicted the loss in revenue would force a critical reduction in services at the local level and would impact the citizens most dependent on local services--the poor and senior citizens.[3]

There were differences in opinion as to the net loss local government and special districts would suffer as a result of Proposition 13. The California State Auditor estimated the loss of revenue would total approximately $6 billion. Furthermore, the impact would be greatest on those units of government depending most on the property tax (cities, counties, special districts, and school districts) and would require significant reductions in local services which would vary from community to community throughout the state. Any replacement revenues would have to come primarily from the state government, which already provided two-thirds of its general fund income to local governments and special districts. The entire budget for state operations in 1978 was less than the amount local governments would lose through implementation of Proposition 13.[4] Critics of the measure indicated that

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[3]Salzman, California Journal, Volume 8, page 7.

[4]Robert Fairbanks, "Prop 13--More Battles Ahead," Los Angeles Times, June 7, 1978, Part I, page 3.

alternative taxes would have to be levied to provide the revenues necessary to maintain the 1978 level of services provided by local government.[5]

The passage of Proposition 13 seemed to open a Pandora's Box for local and state administrators. Not only would governments suffer immediate revenue loss but there was concern that the federal dollars supplied to California might be reduced. Such programs as revenue sharing and federal jobs programs which have provisions for matching funds and maintenance of effort requirements might be endangered. This concern over federal funds was based, in part, on an examination of federal funding formula's relationship to local taxing effects. The strongest support for this argument was the situation of the Comprehensive Employment and Training Act (CETA) which funded public service employment programs. Financed through the United States Department of Labor to local governments, CETA regulations provide that in the event of any layoff of regular local governmental employees comparable CETA positions must also be terminated.[6]

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[5]Salzman, California Journal, Volume 8, page 6.

[6]United States General Accounting Office, Will Federal Assistance to California be Affected by Proposition 13?, (Washington, D.C.: Government Printing Office, 1978), page 1-5.

Although there was no documentation presented to confirm their claims, supporters of the tax cut measure cited the need to control ever growing governmental spending; the need to levy lower taxes; the theory that the lowered property tax revenues could provide for the same level of police, fire, schools, and other community services; and the suspicion that a huge surplus of monies was available to be used to provide the most vital services to communities. Although California in 1978 had a booming economy, some economists such as Neil Jacoby of the University of California at Los Angeles (UCLA) Graduate School of Management predicted that the passage of Proposition 13 would mean even greater economic gains for the state's businesses and agriculture. The originator of the tax cut measure, Howard Jarvis, predicted the Proposition would: make it possible for owners of property, home owners, and businesses to make improvements at lower costs; provide lower rents for tenants; create thousands of new jobs in the private sector; lower mortgage payments; and, above all, vent public frustration upon spendthrift politicans and pressure groups which boost the expenditures of tax dollars without regard for the general citizenry.[7]

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[7]Los Angeles Times Editorial, "Jarvis-Gann Property Tax Amendment," Los Angeles Times, June 3, 1978, Part II, page 5.

Proposition 13 was presented to the California electorate by Howard Jarvis, head of the United Organization of Taxpayers and an official of the Apartment House Association of Los Angeles County, and Paul Gann, a retired realtor who directs an organization known as People's Advocate, Incorporated. Relatively few statewide organizations announced formal support of the measure but among the supporters were the Farm Bureau, the Santa Barbara County Taxpayers Association, and Republican gubernatorial candidates Ed Davis and John Briggs.

Among the opponents of the measure were the following individuals and organizations: California Taxpayers Association, California Tax Reform Association, California Fire Services Coalition, State Board of Education, California Labor Federation AFL-CIO, League of Women Voters of California, California Teachers Association, Common Cause, League of California State Employees Association, Sierra Club, Governor Edmund Brown, Superintendent of Public Instruction Wilson Riles, and Assembly Speaker Leo T. McCarthy.[8]

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[8]Salzman, California Journal, Volume 8, page 7.

When in June, 1978, the California electorate approved Proposition 13, many disappointed opponents voiced their concern, such as Peter Galiano, General Counsel for the State Teacher's Association, who stated:

> The changes affected by Proposition 13 are so profound, so fundamental, and so basic that they touch the entire social fabric of this state.[9]

Proponents heralded the passage of the measure as a movement toward strict government and relief from an excessive tax burden. Neil Jacoby, UCLA Graduate School of Management, informed the Joint Conference Committee of the California State Legislature following the passage of the measure:

> Adjustments to Proposition 13 will provide manifold benefits to California: more efficient government, more equitable taxation, less social tension, an improved business climate with rising investment and less price inflation.[10]

It appeared that both those for and against the passage of Proposition 13 were aware that the passage of such a broad tax cutting measure reducing an important

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[9] Ron Soble, "Riles Seeks to Eliminate Summer School Sessions," Los Angeles Times, June 7, 1978, Part I, page 1.

[10] Neil Jacobv, "An Economic Stimulant," Center Magazine, November/December, 1978, Volume 11, page 30.

revenue base for local governments would have some effect on the general health and welfare of all citizens of the state. What citizens would be most effected? The poor? The elderly? What would be the extent of reduction of services? Social planners and public administrators expressed concern over the potential impact on such programs as food stamps, housing assistance, Medicare, Medicaid, federal matching requirements, maintenance of effort provisions of federal regulations, and many other areas.[11] Mark E. Keene, in Public Management, pointed out:

> California had pioneered in local human service programs. It has been the envy of our profession and had wide public support. But with Jarvis-Gann, the biggest single preference among the measure's supporters for service cuts was in human service programs.[12]

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[11]Arthur Blaustein, "Proposition 13=Catch 22: California's Rush for Fool's Gold," Harper's, November, 1978, Volume 257, pages 18-20; Edward Gerber, "Life After Jarvis: the New Political Climate," California Journal, September, 1978, Volume 8, pages 291-292.

[12]Mark E. Keene, "The Crumbling Consensus or the Politics of the Shrinking Pie," Public Management, August, 1978, Volume 60, page 2.

Senior citizens, senior citizen organizations and agencies, planners and administrators of programs for senior citizens throughout the state were particularly concerned over the impact Proposition 13 would have on programs and services for senior citizens. Existing on fixed incomes, dependent on local services to provide transportation, recreation, and cultural activities, health and social services, senior citizens represented a particularly vulnerable group to the reductions Proposition 13 might require. Therefore, immediately following the passage of Proposition 13, senior citizens flocked to the California State Legislature in Sacramento, to local county boards of supervisors, and city councils to protest any proposed reductions that would affect the level of services provided to senior citizens.[13] One month after the passage of Proposition 13, senior citizens converged on the Los Angeles County Board of Supervisors to urge the Board to reconsider proposed reductions within the County Department of Senior Affairs. The Los Angeles

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[13] William Wong, "Sacramento Here I Come!" Wall Street Journal, June 19, 1978, Volume 191, pages 1-9; Samuel Wood, "Statewide Planning's Chance to Work," Cry California, Fall, 1978, Volume 13, page 7; Jerry McCaffery, and John H. Bowman, "Participatory Democracy and Budgeting: The Effects of Proposition 13," Public Management Review, November/December, 1978, Volume 38, pages 530-531.

County Board of Supervisors had proposed the elimination of eight department positions which were responsible for outreach and coordination of nutrition programs, health screening programs, transportation programs, and information and referral programs. This department of county government provided $7 million worth of services to the senior citizens of Los Angeles County.[14]

Thus, following the statewide mandate of Proposition 13, Los Angeles County government had proposed to reduce the social services provided to the county's senior citizens through the County Department of Senior Affairs. Were there other proposals for reductions of services to senior citizens? The purpose of this study is to investigate and document the effects of Proposition 13 on social services for senior citizens in Los Angeles County.

Problem Statement

The action of the Los Angeles County Board of Supervisors may represent a pervasive effect of Proposition

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[14]Sid Bernstein, "Elderly Urge Board Not to Trim Seniors Department," Los Angeles Times, July 13, 1978, Part IV, page 1.

13. Immediately following the passage of the Proposition, the Los Angeles County government had proposed slashes in the county budget of one of its primary agencies for services to senior citizens. The problem this study addresses, therefore, is to determine if such a move by the local government constitutes a pattern of reduction as a result of the passage of Proposition 13. The basic research issue of this study is to determine whether Proposition 13 has resulted in reduction of social services to the senior citizens of Los Angeles County. Specifically this study will address the following questions:

1. Has Proposition 13 resulted in the reduction of social service budgets?
2. If so, has this budget reduction caused a reduction in social services to senior citizens in Los Angeles County?
3. If so, has this reduction in services reduced the number of senior citizen clients served by Los Angeles County social service agencies?

For the purpose of this study "social services" is defined in the broadest sense including, but not limited to, the following services: transportation, nutrition, information and referral, case management, outreach, escort, homemaker, recreation, legal aid, shopping

assistance, geriatric aide, health screening, counseling, telephone reassurance, and employment. The definition of "social services" is presented in Appendix B for review.

Importance of the Study

In general the senior citizen population of the United States as a whole has consistently increased over the century, both in terms of total numbers and as percentage of the population. In 1900, the number of men and women aged 65 and over totaled almost 3.1 million or only 4.4 percent of the population. In 1980, there are 23 million senior citizens nationwide which represents 10.8 percent of the total population.[15] California contains 13 percent of the 23 million senior citizens living in the United States. The escalating growth of California's older population defined as over 65 years of age currently numbers 3,070,841 and represents 12 percent of the total state population.[16]

The increased visibility of senior citizens in California has been met by a growing social and political

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[15]R. Weg, The Aged: Who, Where, How Well (Los Angeles: Andrus Gerontology Center, 1979), pages 26-29.

[16]State Committee on Aging, The Advocate (Sacramento: State Committee on Aging, 1979), pages 1-3.

awareness of their special needs and problems. Los Angeles County has a population of 949,719 persons over the age of 65 which represents approximately 13 percent of the total county population. There has been an increase of 7.8 percent since 1970.[17]

Women make up the majority of senior citizens in Los Angeles County. In 1975 there were 134 women aged 60 and over for every 100 men of the same age, and by 2000 the proportion is expected to grow to 144:100. Women aged 75 and over who constituted only one-tenth of the older population in 1900 will constitute one-fifth of the population by 2000. This disparity reflects the progressive effect of high death rates for men than for women over the entire age range.[18]

This burgeoning senior citizen population requires the county to plan for age-related concerns--inadequate retirement income, health and nutritional needs, adult day care needs, transportation and other services. Planning agencies and service providers must

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[17]Population Research Unit, Statistical Report Sacramento: California State Department of Finance, 1979), pages 1-12.

[18]Ibid., page 13.

address the needs of senior citizens. Currently there is no tool available for the monitoring of the efforts being expended by the local service organizations to continue to provide services in the threatening atmosphere of future resource reduction. Since no organization for senior citizens in the county of Los Angeles has undertaken a study to assess the effects of Proposition 13 of the scope of services for senior citizens, this study will provide such a tool for planners.

Methodology of the Study

The methodology of the study will consist of the following elements: one, a literature review of public documents, studies, and current literature; two, structured interviews with selected social service agencies providing social services to the senior citizens of Los Angeles County. The following criteria have been established to determine the agencies to be interviewed:

1. Scope of services: Agencies must provide a minimum of three social services to senior citizens in Los Angeles County.
2. Geographical distribution: Agencies must

serve senior citizens on a countywide basis or serve a minimum of 3000 senior citizens within their service area.

3. Length of service: Agencies must have provided services before and after the passage of Proposition 13.
4. Fiscal year: Agencies must operate on a fiscal year from July 1 to June 30 to provide a single, consistent time frame for the comparison of budgetary information.

Structured interview schedules were administered to agency directors, project coordinators, and financial personnel who have knowledge of the agency's services, budgets, and personnel. The interview instrument was designed to gather data on the following variables: budget, personnel, clients served, and the number and types of services provided.

Summary

The passage of Proposition 13 has social, political, and economic ramifications for all levels of governments in California. Prior to its becoming law, critics of the proposition predicted that Proposition 13 would have a substantial impact on social services across the

state. Such predictions applied to senior citizen social service agencies which served the state's growing senior citizen population.

In Los Angeles County, when the Board of Supervisors proposed a reduction in the budget of the County Department of Senior Affairs it appeared that the predicted reduction in services was beginning to take effect. Although the proposed reduction occurred in 1978, there has been no formal study of the actual effects of Proposition 13 on senior citizen social services in Los Angeles County. Therefore, this study explores the issue of what effects have occurred in social services for senior citizens in Los Angeles County as a result of Proposition 13.

CHAPTER II

LITERATURE REVIEW

Within one year after its passage, a volume of studies were conducted in an attempt to assess the impact of Proposition 13 in virtually every aspect of California government. The literature selected for review in this study pertains to an analysis of the legislative measures enacted by the state of California to reduce the initial impact of the tax cut initiative, a review of the impact of Proposition 13 on the Los Angeles County budget, and a review of the studies conducted on a statewide basis to assess the impact of Proposition 13 on the Area Agencies on Aging.

Legislative Measures

During the transitional period in the summer of 1978 which followed the passage of Proposition 13, local governments began to make budgetary reductions.[19]

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[19]Carey McWilliams, "California Earthquake," Nation, June 17, 1978, Volume 226, page 714.

In Los Angeles County summer school sessions were closed and the city and county governments announced layoffs.[20]

On June 24, 1978, the governor signed the first legislative measure, referred to as a "bail out" measure, SB 154. While the loss of revenue from Proposition 13 was estimated by the California State Department of Finance to be approximately $6 billion, the hurriedly enacted SB 154 provided for the equitable distribution of $4 billion among the large number of needy local jurisdictions.[21]

Assistance for local governments is not a new feature of intergovernmental finance in California. The state has always provided a wide assortment of aid programs for its cities, counties, schools, and special districts. However, the adoption of the emergency relief measure was an unprecedented step affecting the basic alignment of state-local fiscal and program responsibilities. The objective of the "bail out" was

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[20]Soble, page 1; William McPhillips and Bert Mann, "Cuts Seem Certain After Tax Vote Rebellion," Los Angeles Times, June 8, 1978, Part VIII, page 1.

[21]James Ring Adams, "Coping With Proposition 13," Wall Street Journal, October 10, 1978, Volume 192, page 22.

to maintain local services as closely to the pre-Proposition 13 levels as possible. Consequently, SB 154 made local governments more dependent on outside financing.

The second legislative measure, AB 8, approved during the summer of 1979 as a permanent rather than temporary measure, authorized several fundamental alterations in the status of state-local finances.[22]

This second "bail out" measure established four primary means to structure the transfer of human services funds to counties, the major organizing and delivery agents for social welfare programs in the state:

1. Health Service Grants: AB 8 created several new earmarked grants-in-aid to assist locally operated social welfare programs. For the counties, the most important of these provides permanent state support for local public health services. State "contributions," which prior to Proposition 13 comprised just

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[22]State of California Legislative Analyst, Final Summary of Major Financial Legislation Enacted During 1979 (Sacramento: State of California, 1979) page 148.

a small part of county health costs, were raised to insure coverage of at least 50 percent of all non-federal costs. In addition, a cost of living element was included in the allocation formula to protect future assistance from inflationary cuts.

2. Welfare Assumption: Under AB 8, the state promised to permanently fund all local welfare costs in two program areas: aid to the aged, blind, and disabled (SSI/SSP), and Medi-Cal (California's appellation for the Medicaid program).

The Supplemental Security Income (SSI) portion of the aid to aged, blind, and disabled continues to be fully funded by the federal government. Prior to Proposition 13, however, the State Supplementary Program (SSP) of the aid to aged, blind, and disabled was shared between state and county governments. When the state assumed the financing of this portion completely, counties were relieved of nearly $200 million in annual obligations.

The total non-federal cost of Medi-Cal was also assumed by the state under AB 8. Prior

to Proposition 13, each county's Medi-Cal cost was a function of assessed property value.

3. Increased Matching: AB 8 continued the pattern set in motion by SB 154 of increasing state financial participation in several intergovernmental programs. Aid to Families With Dependent Children (AFDC) grants, entirely assumed in 1978-79 by SB 154, are now formulated on a 89.2 percent state share and 10.8 percent local share ratio. AFDC and another program called Boarding Homes and Institutions (BHI), which provides foster care assistance, remains at the 95 percent state and 5 percent local ratio established under SB 154. This ratio will be in effect through the end of 1983. Prior to Proposition 13, the county share for these two programs was 33 percent for AFDC and 75 percent for BHI.

Administrative costs of the AFDC grant program which consists mainly of salaries for eligibility workers were reset by AB 8 to the 50-50 ratio that existed prior to Proposition 13. Since SB 154 had provided 100 percent

state funding, the return to cost sharing indicates the continuing importance of the county program administration. AB 8 established similar cost sharing arrangements for administering the Food Stamp Program.

4. County Cost Waiver: Finally, AB 8 continued the provisions of SB 154 which waived the county's 10 percent share for mental health and substance abuse programs funded through the Short-Doyle Program. Counties may eliminate local matching without jeopardizing state financial assistance, at least through fiscal year 1982.[23]

In addition to these provisions relating directly to the human services, AB 8 shifted the distribution of local property tax revenues to provide greater amounts of revenue for cities and counties, and lesser amounts for school districts.[24]

A "deflator" mechanism was also attached to the bill to control the magnitude of future state obligations should state revenues be less than expected. This

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[23]Ibid., pages 149-153.

[24]Ibid., pages 154-155.

provision is implemented when general fund revenues drop below a certain level ($20.5 billion in 1980-1981). The deflator automatically cuts state aid to local general governments and school districts by a combined amount equal to the shortfall.[25]

With California's fiscal climate in a period of great flux, the deflator provides a measure of protection to the state aganist potential reductions in revenue. On the other hand, it promises localities continuing uncertainity. This second legislative measure, AB 8, insures the burden of economic slowdowns will be intergovernmentally shared by coupling local assistance with state revenues.

The effort of the state to control costs is also evident in other provisions of AB 8. Heavy use is made, for example, of the Consumer Price Index to establish spending limits on county welfare efforts. AFDC grants, as well as BHI rates paid to foster families, group homes, and institutions, are limited to increases in the level of the state's Consumer Price Index.[26]

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[25]Ibid., pages 156-157

[26]Albert S. Rodda, Fiscal Implications of Jarvis II for the State of California Local Government, Including the Schools, as Viewed from the Perspective of a Practical Politician (Sacramento: State Finance Committee, 1980), page 28.

The Vanishing Surplus

State spending since Proposition 13's passage has buffered the impact of lost property taxes on local government. In the process, however, increases in state expenditures have far outdistanced increases in state revenue. In both 1978-1979 and 1979-1980 state income was approximately $1 billion behind state spending. The deficit in each came out of the surplus accumulated prior to Proposition 13.[27]

As a result, the surplus has been significantly reduced. From $3.7 billion at the end of fiscal year 1977-1978, the surplus dropped to $2.7 billion at the end of 1978-1979, a result of expenditures exceeding revenues in that year. At the end of fiscal year 1979-1980, the surplus is expected to be $1.8 billion, another decrease due to operating deficits. The proposed state budget for 1980-1981 anticipates less than $400 million cushion at the end of fiscal year 1981.[28]

The implications of the vanishing surplus are clear--there will shortly be a severe reduction in

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[27]Ibid., page 5.

[28]Ibid., page 9-10.

the state's ability to provide offsetting emergency aid dollars to localities. A revenue expenditure "crunch" is likely to occur shortly after mid-1981. At that time, the alternatives will be somber. If the state budget is to be held in balance, either tax increases or substantial cutbacks will be required.

Budget Measures of Los Angeles County Government

The County of Los Angeles, consisting of 4083.21 square miles with a total population of 7,004,400, is governed by a Board of Supervisors representing five supervisorial districts. The county is an administrative extension of state government and can exercise no choice over the nature of the services or the level of services it provides for the state. In the case of welfare grants and food stamps, for example, the federal and state governments specify the criteria for eligibility and the amounts of the grants. The county has some control over the cost of administering the services. It establishes employment, organization, and compensation policies which have significant impact on administrative costs. In a few instances, it can exceed minimum standards.

In contrast, the Board of Supervisors has full political control over those municipal services the county delivers in unincorporated areas and over those countywide cultural services delivered. Police and fire protection, animal control, building code enforcement, sewer and road construction and maintenance, library and other services are delivered by city governments within the county as well as by the county government. Of the 81 incorporated cities in Los Angeles County, about half have organized to deliver such services themselves and the other half purchase the services from the county government.[29]

Los Angeles County government, like its counterparts throughout the state, draws its fundamental powers to tax, regulate, and spend from enabling acts of the state constitution. So it is that the constitution, as amended in 1978 by Proposition 13, severely limits the ability of cities, counties, school districts, and special districts within the state to finance their local operations.

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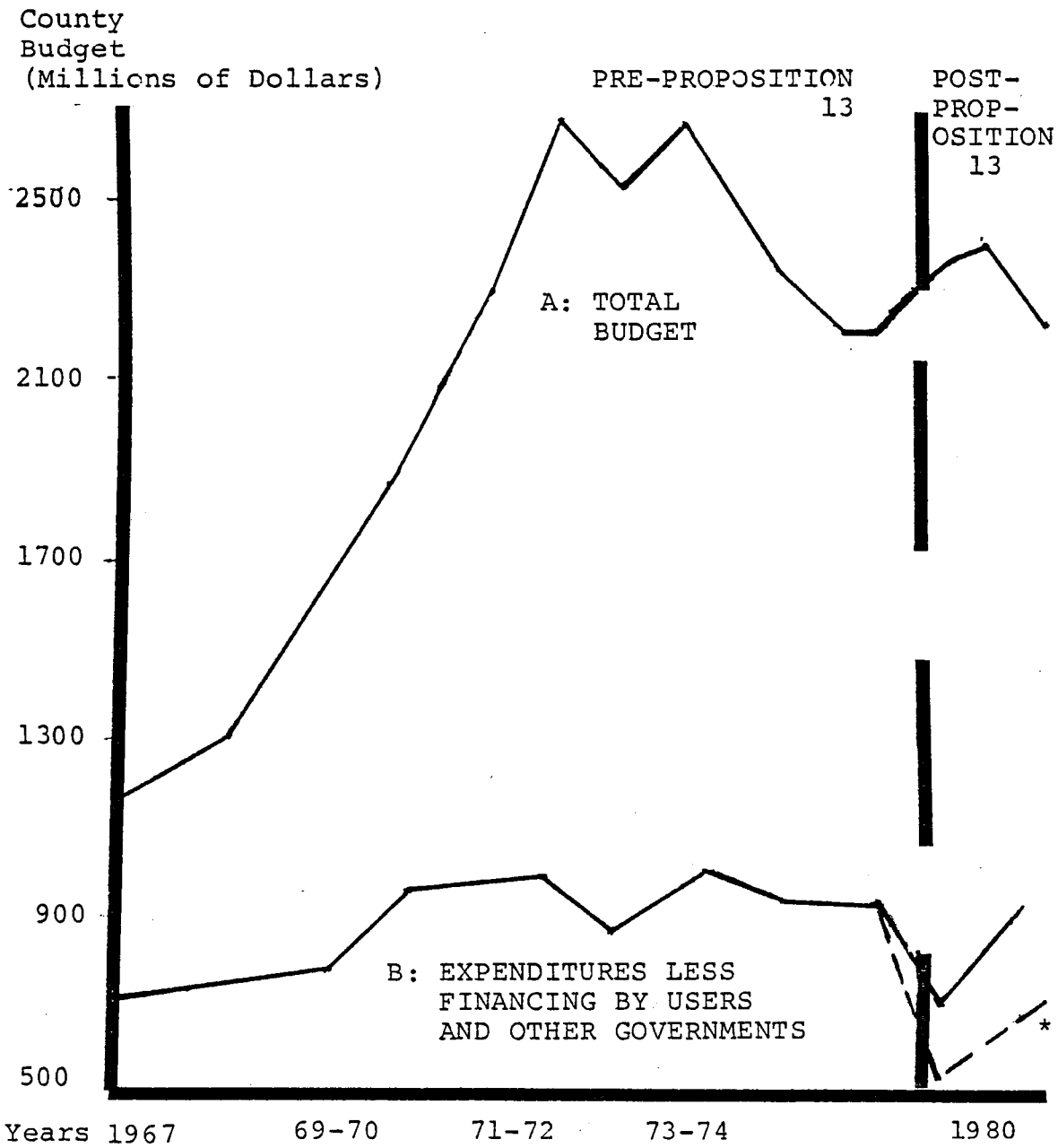
[29]Los Angeles County Economy and Efficiency Commission, Proposition 13 in Los Angeles County Government (Los Angeles: Los Angeles County Economy and Efficiency Commission, 1980), pages 31-34.

Figure 1 illustrates changes in the Los Angeles County budget since fiscal year 1967-1968, in constant 1967 dollars. The budgetary amounts are presented in constant 1967 dollars to eliminate the effects of inflation of the general economy, as measured by the Consumer Price Index in the Los Angeles area. The county's fiscal year begins July 1 and ends June 30 of the following year.

Line A of the figure illustrates changes in the county's total budget. Federal and state agencies provide approximately half of this total for such expenditures as grants to health and welfare recipients. County government acts as a custodian and distributor of such funds, but has little control over the amounts or over the criteria controlling their distribution. The total budget also includes amounts paid by cities and other users purchasing services from county government. These amounts are controlled jointly by the users, who establish required levels of service, and the county, which establishes such components as service cost, organization of the service, the number employed to provide the service, and employee compensation. Finally, the total budget includes amounts spent by special districts governed by the County Board of Supervisors. It excludes amounts spent by city government,



*Dashed line represents less state tax replacement

FIGURE 1.

BUDGETED COUNTY EXPENDITURES CONSTANT DOLLAR[30]

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[30] Ibid, page 22.

school districts, and special districts or agencies with independent governing bodies. Line A records the budgeted cost of the intergovernmental system managed by the Los Angeles County Board of Supervisors.

As Figure 1 indicates, the intergovernmental budget rose to peak levels in 1971-1972 and 1973-1974 both periods of generally poor economic conditions. In real terms, the budget fell to lows in 1975-1976 and 1976-1977 as the economy stablized and strengthened. In the period immediately preceding Proposition 13, the budget in real terms began to increase; since Proposition 13 it has declined.

Line B of Figure 1 reflects trends in budgeted costs, in constant 1967 dollars, of those county programs which are controlled principally by the Board of Supervisors. This is the budget for all county programs less grants from federal and state sources and user payments for services delivered by county government. Almost all of the effects of federal and state mandates are eliminated by this indicator. Approximately 70 percent of the cost reflects county employee salaries and benefits, which are controlled by the Board through the number of people the county employs, its compensation policy, and the organizational structure of county government.

The dashed line on Figure 1 reflects the additional effect of state financing to replace revenue lost for local county programs after Proposition 13. The budgets declined in 1978 after the passage of Proposition 13 but rose in 1979.[31]

The Los Angeles County Economy and Efficiency Commission's findings indicate that after the passage of Proposition 13 cultural, recreational, and educational services provided by the county were slashed 20 percent and the level of services in these areas have been reduced. The county imposed admission fees at museums, arboretta, and cultural activities. Public libraries deferred the acquisition of new books, reduced their hours of service, and closed several access points. The Los Angeles County Department of Parks and Recreation deferred the purchase of equipment and reduced the number of hours assigned to maintenance of equipment. Furthermore, the Commission pointed out that within the framework of the current city-county system additional resource declines could only result in further service reduction.[32]

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[31]Ibid., pages 21-24.

[32]Ibid., pages 30-32.

The Immediate Effects for Senior Citizens

Immediately following the passage of Proposition 13, Older American Reports, a national publication on aging, warned "the worst is yet to come" regarding the consequences the measure would have for California's senior citizens. Quickly responding to such concerns, the United States House of Representatives Select Committee on Aging requested the California Department of Aging analyze the potential impact of the Proposition.[33]

The California Department of Aging conducted a survey of agencies statewide which provided social services for senior citizens including 17 Area Agencies on Aging, 51 programs in direct services, and 80 nutrition projects. Approximately one third of those surveyed responded. Conducted in August, 1978, the results identified four "threats" that concerned most administrators: personnel, supportive services, facilities, and planned expansion.[34]

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[33]Anonymous, "California Official Estimates Impact of Proposition 13 on the Elderly," Older American Reports, August, 1978, page 1.

[34]California Department of Aging, Jarvis-Gann Initiative Impact on the Aging Network (Sacramento: California Department of Aging, 1978) page 1.

It was against this background in September 1978, the California Department of Aging announced:

> Many senior centers and nutrition sites will experience either total elimination or diminishing services as many are located in buildings supported by local parks and recreation departments. At a time when plans for expansion of aging programs have been proposed through reauthorization of the Federal Older Americans Act, it may be necessary to "hold the fort" at the state level through joint efforts of the inter-departmental planning and implementation.[35]

The somber forecast for senior citizens was based on the data collected in the Department of Aging's survey. Furthermore that survey reached the following conclusions:

1. Non-federal matching funds, either hard or soft, could not be maintained. Reduction of these matching funds would affect programs for senior citizens either directly through the loss of city/county revenue sharing or indirectly through the loss of supportive positions funded through other non-match resources. For programs entirely dependent upon public matching funds, curtailment of those funds could mean elimination.

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[35]California State Department of Aging, "Levy Pledges Full CDA Cooperation," ERA, September, 1978, Volume 3, page 1.

2. City and county governments might reprioritize services in their community. For example, local governments could offer to match Older Americans Act funds only if objectives were consistent with new local government priorities.
3. Personnel loss and reassignment could be "across the board" from directors to van drivers.
4. Supportive services such as transportation, escort, nutrition, education, recreation, health care, and information and referral could be "in jeopardy."[36]

In July, 1979, the California Legislature Assembly Office of Research undertook a similar survey of the 17 statewide Area Agencies on Aging. A summary of this study indicated the following findings:

1. There was no major impact on funding for the present level of operations.
2. Planned expansion of new services or development of new services was curtailed.

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[36]California Department of Aging, "Jarvis-Gann Initiative Impact on Aging Network," pages 2-9.

3. Other public entities that provided services within the local senior citizens network of programs had begun to reduce services.[37]

Summary

One year after the passage of Proposition 13, the Los Angeles Times reported there had been "changes but not disaster." Local governments had survived relatively unscathed mainly because of the state surplus which provided $4 billion in financial assistance to replace the $6 billion in lost revenues. However, as the State Treasurer, Jesse Unruh, pointed out the effect of Proposition 13 on local governments had been largely masked by the huge state surplus thrown into the breach.[38] While county governments, including Los Angeles County, assessed the impact of the Proposition, local governments were aware that change would occur gradually.

The effects on senior citizens and the services provided for them has not been fully investigated. The

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[37]Lydia Mendoza, Report Presented to Henry Mello, Chairperson of the California Assembly Committee on Aging, on the Impact of Proposition 13 on State Services to the Elderly (Sacramento: Committee on Policy Research Management, April, 1980), pages 1-3.

[38]Robert Fairbanks, "Proposition 13: Change But Not Disaster," Los Angeles Times, June 3, 1979, Part I, page 1.

California Department of Aging first reported in their survey conducted in August 1978, that a trend of social service reductions would result across the state. However, a similarly executed study conducted by the California Legislature Assembly Office on Research in July 1979, revealed that Proposition 13 had no effect on services for senior citizens at the present time. The contrast between the initial response to the passage of the measure and the response one year after its implementation indicates that there exists an uncertainity about what actual effects of the measure are and will be in the future. While the second study determined there was no effect in 1979, the study did indicate that the development of new social services had been curtailed by the agencies surveyed and that some supportive services were gradually being reduced.

CHAPTER III

METHODOLOGY

The methodology of this study consisted of a survey of selected agencies which provide social services to senior citizens in Los Angeles County. A structured interview schedule was utilized to collect data on each agency's budget, services, and personnel.

Research Environment

The research environment of this study consisted of the social service system for senior citizens in Los Angeles County. This is an informal system which provides social services directly or indirectly through the allocation of funds for services to senior citizens through a network of approximately 750 governmental and non-governmental agencies.[39] Some services are delivered by private profit making agencies which charge for their services and others are provided by not-for-profit agencies for a nominal fee or no charge to the client.

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[39]United Way, INFO (Los Angeles: United Way, Incorporated, 1980), pages 45-60.

For the purpose of this study, the social service agencies serving senior citizens of Los Angeles County have been categorized into three major areas:

1. County-based agencies affiliated with the Los Angeles County government.
2. City-based agencies affiliated with the incorporated cities of Los Angeles County.
3. Community-based organizations serving the senior citizens of Los Angeles County.

Selection of Agencies to be Interviewed

In selecting the interview agencies, it was essential to identify those who would be the most appropriate subjects. The following steps were implemented:

1. Agencies were screened based on the following criteria presented in Chapter I of this study:
   A. must administer a minimum of three social services
   B. must serve the geographical area of Los Angeles County
   C. must operate on a fiscal year beginning July 1 and ending June 30

2. Agencies providing social services to senior citizens and affiliated with the Los Angeles County government were screened to determine what agencies met the criteria presented in step 1.
3. Agencies providing social services to senior citizens in the incorporated cities of Los Angeles County were screened with reference to the criteria determined in step 1 of the selection process. It was determined that the cities selected must contain a significant percentage of senior citizens within its total population. Only cities with a minimum population of 50,000 persons and a minimum of 5,000 senior citizens which represents 10 percent of the total population were screened.
4. Agencies providing social services to senior citizens and established as not-for-profit community-based organizations were screened with respect to the criteria defined in step 1 of the selection process.

The selection process consisted of the screening of fifty agencies within the County of Los Angeles. Of those agencies screened, twenty-one agencies met the stated criteria and were selected for this study.

Agencies Interviewed

The following county-based agencies were selected to be interviewed:

1. Los Angeles County Department of Senior Citizens Affairs, established in 1949 and designated the Area Agency on Aging for Los Angeles County in 1975, provides direct social services and administers the allocation of federal funds for social services for the 546,719 senior citizens residing in Los Angeles County. As an Area Agency on Aging, the Department of Senior Citizens Affairs receives federal dollars allocated through the California Department of Aging.
2. Los Angeles County Department of Parks and Recreation, Senior Citizens Programs, provides recreation, nutrition, transportation, information and referral, and outreach services to the senior citizens residing in Los Angeles County.
3. Los Angeles County Department of Public Social Services receives federal dollars with state matching funds on a prescribed formula basis

to provide social services to the citizens of Los Angeles County. Specific programs which pertain to the senior citizen population also include assistance to the blind and disabled of all ages. These programs are: Title XX Social Services, Homemaker Chore Program, Protective Services, and Supplemental Security Income/State Supplementary Program. The county is responsible for the administration of these programs. Funding is provided totally by federal and state allocations.

4. Los Angeles Unified School District provides nutrition, recreation, transportation, and educational services to the senior citizens of Los Angeles County. The agency provides congregate meals in at twenty sites throughout the county of Los Angeles.

City-based agencies selected for interviews were as follows:

1. City of Los Angeles Department of Community Development, Aging Division, was designated the Area Agency on Aging for the city of Los Angeles in 1975. As an Area Agency on Aging, this department serves only the 403,000 senior citizens residing within the city of

Los Angeles. The department receives federal dollars allocated through the California Department of Aging for the provision of social services. The department maintains 60 nutrition sites, one Multipurpose center, information and referral services, transportation, and crime prevention programs.

2. City of Los Angeles Department of Parks and Recreation, Senior Citizens Units, provides recreation, volunteer services, outreach, information and referral, advocacy, and senior companion programs to the senior citizens of the city of Los Angeles. The department maintains 23 senior centers and 13 nutrition sites.
3. El Monte Senior Multipurpose Center was established by the city of El Monte to provide social services to the 6393 senior citizens of the city. The center is maintained through federal and city allocations and private donations.
4. Gardena Senior Multipurpose Center was established by the city of Gardena to provide social services to the 5018 senior citizens of the city which

represents 12 percent of the total population of the city. The center is funded through federal and city allocations.

5. Ingelwood Senior Multiservice Center provides social services to the 15,244 senior citizens of the city of Inglewood and is maintained by federal and city allocations.
6. Joslyn Carter Senior Center is operated by the city of Burbank to provide social services to the 14,561 senior citizens within the city of Burbank. The center receives federal and city funding.
7. City of Long Beach, Department of Senior Citizens, serves the 68,058 senior citizens of the city of Long Beach with social services jointly funded by city and federal allocations.
8. Paramount Senior Multipurpose Center operated by the city of Paramount provides social services to its 5200 senior citizens by combining the resources of city, state, federal, and private sources.
9. Arcadia Multipurpose Senior Center established by the city of Arcadia provides social services to the 7207 senior citizens within the city. The center is maintained through city, federal, and private donations.

10. Culver City Multiservice Senior Center is operated by the city of Culver City to provide social services to the 5936 senior citizens in the city. The center receives city, federal, and private funding.

Seven community-based agencies were selected to be interviewed. These agencies operate within the county of Los Angeles to provide social services to all the senior citizens of the area. The agencies receive funds from federal allocations, state programs, private sources, and the cities in which each is located. The agencies and their locations are as follows:

1. Los Angeles County Regional Human Services Agency is located in the city of Carson.
2. Westside Senior Multiservice Center is located in the city of Santa Monica.
3. Van Nuys Multiservice Senior Center is located in Van Nuys.
4. Freda Mohr Senior Multiservice Center is located in West Hollywood.
5. Andrus Gerontology Center is located in the city of Los Angeles. This agency receives no city allocations.

6. Felicia Mahood Multipurpose Center is located in Santa Monica.
7. Senior Care Action Network is located in Long Beach.

Research Design

Since the purpose of this study is to determine what effect, if any, the passage of Proposition 13 had on social services for senior citizens in Los Angeles County, the research design is a comparative analysis prior to and following the passage of Proposition 13. Twenty one sample agencies which met selection criteria were interviewed to collect data on the time period from 1975 to 1980, a five year span. The survey research utilized an interview schedule for collection of data. Personal interviews were conducted with each of the twenty one agencies.

Interview Schedule

The interview schedule, containing a total of 13 questions, requested information related to budget, personnel, and programming prior to and subsequent to the passage of Proposition 13. Five of the questions are designed to ascertain responses that indicate indirect effects of the measure as perceived by planners or administrators of their respective agencies.

In addition, there are questions related to changes in the number of clients served, size of budget, and sources of funds over the five year period to illustrate budgetary and funding trends. Further data was collected on actual dollar amount reductions in budgets, numbers of personnel reductions, and other conditions that were perceived by agency administrators to be as a result of Proposition 13. The interview schedule is presented in Appendix C for review.

Interview Process

Personal interviews were conducted with each of the twenty one agencies. Persons interviewed within the agencies were those with knowledge of administration, financing, and program planning. There were ten interviews with Executive Directors, sixteen with program directors, and twenty one with financial personnel. In ten of the agencies three separate interviews were conducted to collect the data for completion of the interview schedule.

Limitations of the Study

A major limitation which was encountered while implementing the research design was the lack of

consistency in the internal reporting systems of individual agencies. Agencies did not utilize a uniform internal accounting system for different programs operated by them.

Since one of the objectives of this study was to determine what indirect effects Proposition 13 may have had on the services and programs of the agencies interviewed, the researcher elicited subjective information from the persons interviewed by maintaining an atmosphere conducive to idea exchange to produce responses of greater depth. Subjective data of this type can interject the study with a degree of bias since exactly comparable information is not necessarily obtained from all parties. For this study it was determined that the sacrifice was small compared to the importance of the data to the research effort.

CHAPTER IV

FINDINGS

The research findings of this study address the following research questions presented in Chapter I:

1. Has Proposition 13 resulted in the reduction of social service budgets?
2. If so, has this budget reduction caused a reduction in social services to senior citizens in Los Angeles?
3. If so, has this reduction in services reduced the number of senior citizens served by Los Angeles County social services agencies?

Effects on Social Service Budgets

Table I presents the total social service budgets for agencies by category and the percent of budgetary change from fiscal year 1975-1976 to fiscal year 1979-1980. This table provides a comparison of the social service budgets prior to and following the passage of Proposition 13 in fiscal year 1978-1979.

The figures presented in Table I indicate total budgets for each year from 1975 to 1980 increased for all categories of agencies. However, although a continuing dollar increase is indicated over the five

TABLE I

TOTAL SOCIAL SERVICE BUDGETS OF AGENCIES
(IN MILLIONS OF DOLLARS) AND PERCENT OF
CHANGE FROM PREVIOUS FISCAL YEAR

Category of Agency	1975 to 1976	1976 to 1977		1977 to 1978		1978 to 1979		1979 to 1980		Five Year % Change
		Total $	% Change	Total $	% Change	Total $	% Change	Total $	% Change	
County-based*	$4.4	$ 4.6	+ .5%	$ 7.6	+65%	$12.8	+68%	$15.0	+17%	+241%
City-based	$4.6	$ 9.9	+115%	$15.3	+55%	$23.5	+54%	$28.1	+20%	+511%
Community-based	$0.5	$ 0.7	+ 40%	$ 0.8	+14%	$ 1.5	+88%	$ 2.0	+33%	+300%
TOTAL	$9.5	$15.2	+ 60%	$23.7	+56%	$37.8	+59%	$45.1	+19%	+375%

*Excludes the Los Angeles County Department of Public Social Services

year period, the percentage of change from year to year indicates a sharp decline in growth one year following the passage of Proposition 13 in fiscal year 1979-1980.

The county-based agencies indicated an overall budget increase of 17 percent in actual dollars for fiscal year 1979-1980. The previous fiscal year, 1978-1979, the county-based agencies had experienced an overall budget increase of 68 percent. Therefore, one year following the passage of Proposition 13 the county-based agencies reported a decline of 51 percent in the growth rate of their budgets. Since the Consumer Price Index reported an inflation rate of 18.5 percent for Los Angeles County in 1979-1980, when the budgetary increase for 1979-1980 is adjusted for inflation the county-based agencies actually experienced a decrease of 1.5 percent in the purchasing power of their budgets.

Furthermore, although these agencies reported an overall budgetary increase of 241 percent growing from $4.4 million total budget in 1975 to a $15 million total budget in 1980, the county-based agencies experienced the lowest rate of change among the three categories of agencies for 1975 to 1980.

The city-based agencies reported an overall increase in their budgets of 511 percent between the years 1975 and 1980. This category of agencies experienced the highest percentage of increase over the time span studied. Between the years 1975 and 1979, the city-based agencies showed an average yearly increase of 75 percent.

One year following the passage of Proposition 13 in fiscal year 1979-1980, the city-based agencies indicated a budgetary increase of only 20 percent as compared to the previous yearly budget increase of 54 percent. Comparison of the rate of budget increase between the fiscal years 1978-1979 and 1979-1980 indicates the city-based agencies had declined in growth rate 34 percent. When adjusted for inflation the budget increase in fiscal year 1979-1980 had actually only increased purchasing power by 1.5 percent.

Community-based agencies reported fluctuations in their overall budgets between 1975 and 1980. This indicated an increase of 40 percent in their budgets between fiscal years 1975-1976 and 1976-1977. This percentage of increase declined to a 14 percent

increase between the fiscal years 1976-1977 and 1977-1978. In fiscal year 1978-1979, this category of agencies experienced its largest increase of 88 percent. However, supporting the same pattern of declining growth rate established by the county-based and city-based agencies, the community-based agencies also experienced a sharp decline in growth rate one year after the passage of Proposition 13. The agencies reported an overall budget increase of 33 percent for 1979-1980 which represents a decline of 55 percent from the previous year's increase of 88 percent. In terms of actual purchasing power the budgets of the community-based agencies increased 14.5 percent when adjusted for inflation.

All three categories of agencies indicated gradual budgetary increases for the fiscal years 1975-1976 through 1979-1980. Reflecting the same trend established in the individual categories, the rate of increase for all categories of agencies sharply declined one year after the passage of Proposition 13. The rate of increase for all categories of agencies in 1979-1980 was 19 percent. When compared to the previous year's budgetary increase of 59 percent, the 19 percent increase in 1979-1980 represents a decline of

40 percent. Finally, when adjusted for inflation the rate of change for fiscal year 1979-1980 indicates an increase in actual purchasing power of 0.5 percent for total budgets of agencies in all categories. Table I indicates that one year following the passage of Proposition 13 social service budgets experienced a decline in growth rate.

The Los Angeles County Department of Public Social Services is deleted from Table I and all subsequent tables pertaining to budgetary information presented in this study. This agency which serves not only senior citizens but also the blind and disabled of all ages was unable to extrapolate what portion of the agency's budget was related to social services for senior citizens only.

Table II presents the social service budget changes of the county-based agencies by funding source between the fiscal years of 1975-1976 and 1979-1980 and the percent of change over those five years. The purpose of this table is to provide a comparison of the level of funding received from federal, local, and other sources prior to and following the passage of Proposition 13.

Federal allocations of county-based agencies

TABLE II

SOCIAL SERVICE BUDGET CHANGES OF COUNTY-BASED AGENCIES*
BY FUNDING SOURCE (IN MILLIONS OF DOLLARS)

Source of Funds	1975 to 1976	1976 to 1977		1977 to 1978		1978 to 1979		1979 to 1980		Five Year % Change
		Total $	% Change	Total $	% Change	Total $	% Change	Total $	% Change	
Federal	$3.10	$3.40	+ 1%	$6.30	+85%	$11.50	+83%	$13.70	+19%	+342%
Local (County)	$1.30	$1.20	- 8%	$1.30	+ 8%	$ 1.30	0%	$ 1.30	0%	0%
Other	$0	$0	0%	$0	0%	$0	0%	$ 0	0%	0%
TOTAL	$4.40	$4.60	+ 5%	$7.60	+65%	$ 12.80	+68%	$15.00	+17%	+241%

*Excludes the Los Angeles County Department of Public Social Services

experienced an increase of 85 percent in fiscal year 1977-1978 just one year prior to the passage of Proposition 13. One year following the passage of Proposition 13 in fiscal year 1979-1980, the increase of federal funds declined to a 19 percent increase. Federal dollars which represented 90 percent of the total budget for the county-based agencies in fiscal year 1978-1979 were not directly affected by the reduction of property tax revenue which was the result of Proposition 13. However, indirectly the federal allocations could have been affected if the local governments were unable to provide the required matching grants in order to receive the federal allocations. None of the agencies surveyed indicated a reduction in their matching funds from local sources.

Table II reports that the county allocations (shown as local source of funds) have remained constant since fiscal year 1977-1978. Prior to that time, in 1976-1977 fiscal year, the county-based agencies did experience an 8 percent decrease in local funds. Referring to Chapter II of this study, it is noted that fiscal year 1976-1977 was a period of general decline for the overall County of Los Angeles budget.

The Los Angeles County government, which is responsible for providing the county-based agencies with funds for the matching of federal grants and the provision of such services as recreation, advocacy, and outreach to senior citizens of the county, receives approximately 40 percent of its revenue from property taxes. Therefore, the local funds received by the county-based agencies should be the most dramatically affected by the passage of Proposition 13. Table II indicates the County did not slash the budgets of its senior citizens programs but neither did the county provide sufficient funds to keep abreast with inflation. These county-based agencies actually experienced, in terms of purchasing power of their local funds, a decline of 18.5 percent in their local allocations.

Table III presents the social service budget changes of the city-based agencies by funding source between the fiscal years 1975-1976 and 1979-1980 to provide a comparison of the levels of funding source prior to and following the passage of Proposition 13.

Federal allocations to the city-based agencies fluctuated over the five year span. In fiscal year 1979-1980, however, the federal increases declined to a rate of 29 percent which represented a decline

TABLE III

SOCIAL SERVICE BUDGET CHANGES OF CITY-BASED AGENCIES
BY FUNDING SOURCE (IN MILLIONS OF DOLLARS)

Source of Funds	1975 to 1976	1976 to 1977		1977 to 1978		1978 to 1979		1979 to 1980		Five Year % Change
		Total $	% Change	Total $	% Change	Total $	% Change	Total $	% Change	
Federal	$4.20	$8.80	+109%	$12.30	+40%	$19.08	+ 55%	$24.61	+29%	+486%
Local (City)	$0.39	$1.09	+179%	$ 3.00	+175%	$ 4.40	+ 47%	$ 3.45	-22%	+785%
Other	$0.01	$0.01	0%	$0	0%	$ 0.02	+100%	$ 0.04	+150%	+300%
TOTAL	$4.60	$9.90	+115%	$15.3	+55%	$23.50	+54%	$28.10	+20%	+511%

of 26 percent from the previous year. These federal dollars, which were not directly affected by the loss of property taxes, represent an average of 85 percent of the total budget of the city-based agencies. Many of the critics of Proposition 13 had predicted that the loss of property tax revenues would affect the federal allocations in direct means. However, any decline in federal allocations could also be associated with a number of variables.

Table III does indicate a reduction in the level of local funds received by the city-based agencies one year after the passage of Proposition 13. Local allocations decreased 22 percent in fiscal year 1979-1980. This category of agencies was the only category to report an actual decrease in the budget received from local sources. The city-based agencies receive local allocations from their respective city governments for the matching of federal grants and the provision of such services as recreation and transportation.

Furthermore, Table III depicts an increase in the other funds received by city-based agencies in the same year the local funds were reduced. This indicates the loss in local funds may have been offset by acquiring other funds from private or state sources.

Table IV presents the social service budget changes of the community-based agencies by funding source from fiscal year 1975-1976 to 1979-1980. The table provides a comparison of the different funding sources prior to and following the passage of Proposition 13.

Federal allocations received by the community-based agencies followed the same pattern established by the county and city-based agencies. There was a trend of increasing federal dollars which sharply declined in 1979-1980. The community-based agencies experienced a decline of 73 percent in their budget growth rate from 1978-1979 to 1979-1980. In 1979-1980, the federal allocations increased by 97 percent; but, in 1979-1980 the budget increased by only 24 percent.

Local allocations received from the respective cities where the community-based agencies are located maintained the same level of funding for 1978-1979 to 1979-1980. Other funds increased by 190 percent in 1979-1980. Community-based agencies fearing a possible reduction as the result of Proposition 13 solicited other funds to offset the loss of local allocations. The local funds allocated did not keep abreast of inflation and declined 18.5 percent in purchasing power.

TABLE IV

SOCIAL SERVICE BUDGET CHANGES OF COMMUNITY-BASED AGENCIES
BY FUNDING SOURCE (IN MILLIONS OF DOLLARS)

Source of Funds	1975 to 1976	1976 to 1977		1977 to 1978		1978 to 1979		1979 to 1980		Five Year % Change
		Total $	% Change	Total $	% Change	Total $	% Change	Total $	% Change	
Federal	$0.47	$0.63	+ 34%	$0.66	+ 5%	$1.30	+97%	$1.61	+24%	+243%
Local (City)	$0	$0	0%	$0.06	+100%	$0.10	+67%	$0.10	0%	+100%
Other	$0.03	$0.09	+200%	$0.08	- 11%	$0.10	+25%	$0.29	+190%	+867%
TOTAL	$0.50	$0.72	+ 40%	$0.80	+ 14%	$1.50	+88%	$2.00	+ 33%	+300%

Table V presents the social service budget changes of all categories of agencies by funding source from fiscal year 1975-1976 to 1979-1980 to provide a comparison of the overall budgetary prior to and following the passage of Proposition 13.

Table V indicates that local funds received from city and county sources decreased 16 percent one year after the passage of Proposition 13. Other funding sources and federal allocations continued to increase but at a declining rate. The total increase of all budgets in 1979-1980 actually increased only 0.5 percent when adjusted for inflation.

Table V indicates three significant findings:

1. There was a decline in the growth rate of the federal allocations for social services one year following the passage of Proposition 13.
2. There was a decrease in the local allocations for social services one year after the passage of Proposition 13.
3. There was an increase in funds received from other sources one year after the passage of Proposition 13.

Table VI depicts the number of agencies which experienced budget reductions as a result of Proposition

TABLE V

SOCIAL SERVICE BUDGET CHANGES OF ALL CATEGORIES OF AGENCIES* BY FUNDING SOURCE (IN MILLIONS OF DOLLARS)

Source of Funds	1975 to 1976	1976 to 1977		1977 to 1978		1978 to 1979		1979 to 1980		Five Year % Change
		Total $	% Change	Total $	% Change	Total $	% Change	Total $	% Change	
Federal	$7.77	$12.83	+ 65%	$19.26	+ 50%	$31.88	+ 66%	$39.92	+ 25%	+414%
Local (City and County)	$1.69	$ 2.29	+ 65%	$ 4.36	+ 90%	$ 5.80	+ 33%	$ 4.85	- 16%	+249%
Other	$0.04	$ 0.10	+150%	$ 0.08	- 20%	$ 0.12	+ 50%	$ 0.33	+175%	+725%
TOTAL	$9.50	$15.22	+ 60%	$23.70	+ 56%	$37.80	+ 59%	$45.10	+ 19%	+375%

*Excludes the Los Angeles County Department of Public Social Services

TABLE VI

AGENCIES EXPERIENCING BUDGET REDUCTIONS
AS A RESULT OF PROPOSITION 13

Category of Agency	Agencies With Reductions		Reductions Fiscal Year 1978-79		Percent of Total Budget*	Restoration of Funds
	Number	% of Total	Amount	Source		
County-based	1	25%	$225,740	county	2% (FY 78-79)	Federal grant
City-based	2	20%	$110,000	city	.5% (FY 78-79)	Federal grant and user fees
Community-based	2	29%	$ 60,000	city	4% (FY 78-79)	Federal grant and Private sources
TOTAL	5	24%	$395,740		1% (FY 78-79)	

*All agencies reported the budget reductions for Fiscal Year (FY) 1978-1979

13. These reductions in budget were instituted by the agencies involved in fiscal year 1978-1979 and were specifically identified as the result of Proposition 13. Agencies indicated the amount of the dollar reductions and what measures were taken to restore the lost funds.

Table VI indicates that 25 percent of the county-based agencies interviewed, 20 percent of the city-based agencies interviewed, and 29 percent of the community-based agencies interviewed experienced budget reductions in fiscal year 1978-1979 which were attributed to the passage of Proposition 13. Of the total twenty one agencies interviewed, 24 percent had experienced a budget reduction. The total amount of the reductions was $395,740 which represented 1 percent of the total social service budgets for all agencies in fiscal year 1978-1979.

The agencies that did experience a budget reduction indicated that steps were taken to replace the lost funds. The city-based agencies reported that user fees were implemented for some services to reduce the effect of the lost revenues. The community-based agencies indicated that additional private funds were solicited. All agencies acquired federal grants to defer the impact of the lost funds.

Effects on Social Services

As Table VII indicates, 52 percent of the agencies interviewed experienced effects on personnel as a result of Proposition 13. Eleven agencies reported a total of 103 staff positions were to be reduced as a result of Proposition 13. This number represented 25 percent of the total staff of these eleven agencies.

The county-based agencies reported that 75 percent of their agencies and 16 percent of their total staff were affected by the personnel reductions. The city-based agencies reported that 50 percent of their agencies and 26 percent of their total staff were affected by the reductions. Finally, the community-based agencies indicated that 43 percent of their agencies and 32 percent of their total staff were affected by the personnel reductions.

The positions affected by the personnel reductions were the following types: recreation, advocacy, outreach, mainteance, and clerical. These positions are funded by local funds received through county or city sources by the agencies interviewed. The areas of recreation and maintenance were cited by all agencies which indicated personnel reductions.

TABLE VII

AGENCIES EXPERIENCING EFFECTS ON PERSONNEL
AS A RESULT OF PROPOSITION 13

Category of Agency	Agencies		Number of Positions Affected	Total Staff of Agencies*	Percent Staff Affected	Types of Positions Affected	Personnel Action Taken
	Number	% of Total					
County-based	3	75%	24	150	16%	Recreation Advocacy Maintenance Clerical Outreach	Reduce by attrition; froze hiring; transfers
City-based	5	50%	56	216	26%	Recreation Advocacy Maintenance Outreach	Reduce by attrition; froze hiring; transfers
Community-based	3	43%	23	72	32%	Recreation Maintenance Clerical	Reduce by attrition; froze hiring
TOTAL	11	52%	103	438	25%		

None of the agencies reported that any personnel were terminated as a result of the personnel reductions. As Table VII indicates, the agencies reduced the personnel by attrition. Attrition means the natural reduction of staff through retirement, resignations, and other personnel actions. Transfers to other programs where funds had not been reduced was one technique used to avoid layoffs. All agencies indicated that hiring was immediately frozen following the passage of Proposition 13.

The types of positions most cited for reduction--recreation, advocacy, and outreach--indicates a significant decline of these social services. Both the county-based and city-based agencies reduced the number of personnel responsible for recreation, advocacy, and outreach. The community-based agencies reduced the number of personnel responsible for recreation services. Such a reduction in personnel may affect the level of service the agencies provide to the clients who require these services.

Table VIII presents the number and percentage of agencies experiencing other effects on social services as a result of Proposition 13. The most significant effects were increased workload and reduction in the

TABLE VIII

AGENCIES EXPERIENCING OTHER EFFECTS
AS A RESULT OF PROPOSITION 13

Effects	Category of Agency							
	County-based		City-based		Community-based		TOTAL	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	%
Increased Workload	4	100%	6	60%	2	29%	12	57%
Lowered Staff Morale	4	100%	4	40%	2	29%	10	48%
Increased Demand for Services	2	50%	2	20%	4	57%	8	38%
Reduced Size of Services*	4	100%	5	50%	3	43%	12	57%
Increased Size of Services	0	0%	1	10%	1	14%	2	10%
Increased Financial Support	1	25%	2	20%	2	29%	5	24%
Increased Mandated Programs	2	50%	2	20%	0	0%	4	19%
Lost Programs	0	0%	0	0%	0	0%	0	0%
Other Effects	1	25%	0	0%	0	0%	1	5%

*Adult Education, recreation services, visits by public nurses

size of services provided by the agencies. Of the agencies interviewed, 57 percent reported an increased workload as a result of Proposition 13. Twelve agencies which represents 57 percent of all agencies interviewed indicated the services of Adult Education, visits by the county public nurses, and recreation services had been reduced. Two agencies noted that new programs designed to provide information to senior citizens on their rights as tenants had been added to the services provided by their agencies as a result of Proposition 13. One agency reported that the monthly newsletter distribution was reduced as a result of the passage of Proposition 13.

Ten of the agencies interviewed indicated that Proposition 13 had lowered staff morale. This effect was most apparent in the city-based agencies which reported that 40 percent of the agencies had been affected by lowered morale of staff and the county-based agencies which reported 100 percent lowered staff morale. The community-based agencies pointed out that their staffs were accustomed to providing more services with smaller revenues; and, therefore had not experienced lowered staff morale.

None of the agencies interviewed indicated that any programs had been eliminated due to the passage of

Proposition 13. The county-based agencies reported that 100 percent of their agencies had experienced reductions in recreational and health-related programs. The county public nurses did not make as frequent visits to local senior centers to provide health screening and counseling to the senior citizens. The county reduced the recreational services provided free of charge to senior centers. Adult Education programs provided by local colleges were reduced and increased fees were charged for remaining programs.

Effects on Number of Clients Served

Table IX presents the client population of agencies interviewed and the percent of change from fiscal year 1975-1976 to 1979-1980. The agencies have experienced a growth in the number of clients served over the period studied. Community-based agencies reported the largest increase of clients served from 1975 to 1980. Clients served by the community-based agencies increased 284 percent from fiscal year 1975-1976 to 1979-1980. The county-based and city-based agencies did not experience as large an increase as the community-based agencies. In fiscal year 1979-1980, the number of clients served declined sharply from the previous year.

TABLE IX

TOTAL CLIENT POPULATION OF AGENCIES
(IN HUNDREDS OF THOUSANDS) AND PERCENT OF
CHANGE FROM PREVIOUS YEAR

Category of Agency	1975 to 1976	1976 to 1977		1977 to 1978		1978 to 1979		1979 to 1980		Five Year % Change
		Total Number	% Change	Total Number	% Change	Total Number	% Change	Total Number	% Change	
County-based*	197	251	+27%	251	0%	343	+37%	344	+ .3%	+75%
City-based	134	198	+48%	261	+32%	366	+40%	382	+ 4%	+185%
Community-based	19	29	+53%	38	+31%	66	+74%	73	+11%	+284%
TOTAL	350	478	+37%	550	+15%	775	+41%	799	+ 3%	+128%

*Excludes the Los Angeles County Department of Public Social Services

This decline corresponds with the sharp decline in budget increases experienced by agencies in 1979-1980 and presented in Table I, page 48. The number of clients served in 1978-1979 increased 41 percent. One year after the passage of Proposition 13, in fiscal year 1979-1980, the increase of clients served was only 3 percent which represents a decline in rate of growth of 38 percent.

Table IX does not provide the number of clients served by the Los Angeles County Department of Public Social Services. This agency does not maintain statistics on the client population by age groups.

Effects on Planning

Table X presents the percentage of agencies responding to questions on the effect of Proposition 13 on citizen participation, planning, and coalitions. All the agencies interviewed indicated the Proposition had no effect on the citizen participation strategies used by the agencies in their planning process. All agencies indicated that advisory councils maintained for program input prior to the passage of Proposition 13 were retained following the passage of Proposition 13. However, these advisory councils were not consulted in reference to determination of staff or budget reductions.

TABLE X

AGENCIES RESPONDING TO QUESTIONS ON EFFECT OF PROPOSITION 13 ON CITIZEN PARTICIPATION, PLANNING, AND COALITIONS (IN PERCENT)

Question	Responses by Category of Agency							
	County-based		City based		Community-based		TOTAL	
	Yes	No	Yes	No	Yes	No	Yes	No
Were the citizen participation strategies of your agency affected ?	0	100	0	100	0	100	0	100
Was citizen participation used to determine any staff or budget reductions?	0	100	0	100	0	100	0	100
Was planning process modified?	100	0	0	100	100	0	0	52
Were any coalitions with social services agencies or interest groups formed to lobby on behalf of senior citizens?	25	75	25	75	100	0	0	76

The passage of Proposition 13 modified the planning process of 52 percent of the agencies interviewed. All county-based and community-based agencies reported that their planning process had been modified as a result of Proposition 13. These agencies indicated a greater emphasis on needs assessment and networking to fill service gaps. City-based agencies responded 100 percent that the planning process had not been modified by the passage of Proposition 13.

To the question pertaining to whether or not any coalitions had been formed with social services agencies or interest groups to lobby on behalf of senior citizens, 76 percent responded that coalitions had been formed. The community-based agencies responded 100 percent that coalitions had been formed with their agencies to lobby for the interests of senior citizens.

The agency personnel interviewed were requested to respond to an open-ended question which asked for the following opinion:

1. What are the overall effects of Proposition 13 on social services for senior citizens in Los Angeles County?
2. What will be the future effects of Proposition 13 on these services?

Respondents provided the following effects on planning programs for senior citizens and coping with

the reduction of resources in the future:

1. The planning process will require greater emphasis on needs assessment. Agency administrators and planners indicated that there are current movements to limit governmental spending and these movements will grow in the future. Therefore, planners must now consider the needs of the most needy senior citizens--the poor, the frail, the minorities--and design programs to serve their needs. The declining resources will not be sufficient to meet the needs of all senior citizens. Planners must target the needs.
2. Agencies must develop contingency support. Uniformly, agencies expressed disdain at being placed in a position of having to plan with inadequate resources. Therefore, all agencies repeated there will continue to be searches for new funding sources.
3. Agencies must develop networks which provide inter-agency sharing. All agencies indicated a desire to coordinate services and cooperate with other social services agencies to stop service gaps.

4. Agencies will develop program strategies to cope with reducing resources and increasing inflation through greater use of volunteer services.
5. Agencies must prevent the decline of such preventive social services as recreation, advocacy, and outreach.
6. Agencies anticipate a greater impact from Proposition 13 in fiscal year 1981-1982 or 1982-1983 when the state surplus funds are greatly reduced.

Summary

This study presents three major findings that identify the effects of Proposition 13 on social service budgets, social service clients, social service programming, and social service planning. The following are the three major findings of this study:

1. One year after the passage of Proposition 13, social service budgets for the provision of social services to senior citizens in Los Angeles County experienced a sharp decline in growth rate. Although all sources of funds declined in growth rate, local funds provided by county and city governments decreased 16 percent.

2. One year after the passage of Proposition 13, the number of senior citizens served by social services agencies in Los Angeles County experienced a sharp decline in growth rate.
3. Although no programs were eliminated, reductions in the level of services were experienced in recreation, advocacy, outreach, adult education, and health screening.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

The June 1978 passage of the tax cut measure, Proposition 13, had social, political, and economic ramifications for all levels of government in California. Before voters approved the measure, there were predictions by political leaders, public administrators, and concerned citizens that the Proposition would have a substantial effect on social services across the state of California. Such predictions were applied to the general spectrum of human services and included those social services provided for senior citizens.

To relieve the local governments which initially lost $6 billion in property tax revenues with the passage of Proposition 13, the state of California enacted two "bail out" measures. These bills, SB 154 and AB 8, provided the local government with additional funds from the state surplus of funds. With these funds local governments were able to maintain the same levels of services following the passage of Proposition 13 as prior to its passage. Therefore, many of the effects of Proposition 13 were masked by the state action.

This study was conducted to determine if any reductions were implemented in social services provided to senior citizens in Los Angeles County as a result of Proposition 13. Through interviews with twenty one agencies charged with the provision of social services to the senior citizens of that county, data was collected and analyzed pertaining to the Proposition's effect on budget, personnel, and programming.

The study's findings indicated that in fiscal year 1978-1979 when Proposition 13 was enacted there was no reduction of social service budgets or elimination of social services provided to senior citizens. However, the findings revealed that one year after the passage of the measure the social service budgets began to decline. The budgets declined in growth rate sharply. The local funds provided by county and city governments to social services agencies experienced a significant reduction of 16 percent.

Although no agencies were forced to terminate staff, 52 percent of the agencies interviewed instituted hiring freezes and reduced their staffs by attrition. Staff reductions and reductions in the levels of service provided were most frequently directed at recreational,

advocacy, and outreach programs. This finding is significant for it indicates a trend in the types of programs selected for reduction. These programs are designed to be preventive in nature and combat the barriers of isolation and loneliness often associated with the elderly--rich and poor. The gradual decline of such preventive services may lead to a need for more expensive programs in health and day care.

The gradual decline in the growth rate of the social service budgets is also reflected in a declining rate of numbers of clients served. Since Los Angeles County, according to the California Department of Finance, is experiencing a growth in its population of persons over the age of 65, the declining growth of social service budgets may indicate a critical situation in the future. Social services agencies may find there are not enough resources to provide services to all the senior citizens demanding them.

Implications for Planning

The state surplus funds will be reduced significantly by 1982, according to the agency personnel interviewed, which will pose a dilemma for local governments. If and when the state surpluses do begin to dwindle local governments will face the actual loss

of revenues as a result of Proposition 13. With this facing the future of social services, social planning must develop planning strategies that will ensure the survival of services for senior citizens in a time of resource reductions.

Coping with resource reductions does not mean merely maintaining existing programs. Rather, planners should explore the expansion of existing programs and the development of new programs to meet the needs of the growing population of senior citizens. However, planners must be aware of the fiscal restraints and work to provide cost efficient services.

Conclusions

Although senior citizens have long been a favored social welfare constituency in the United States, competitive pressures from other social welfare constituencies and political pressures on all levels of government to reduce spending may curtail the expansion of programs for senior citizens. Proposition 13, in reducing the property tax to less than half its previous level, represents a singularly critical variable on which to focus any inquiry into the future of social services for senior citizens.

According to this study, the effects of Proposition 13 on social services for senior citizens in Los

Angeles has been gradual. Over the next several years the effects of the measure may become more pronounced and easily identifiable. The social service budgets, the number of clients served, and the level of services provided did experience a sharp decline in growth one year after the passage of Proposition 13. If this trend continues, coupled with the increasing numbers of senior citizens in Los Angeles County, a critical shortage of social services may be experienced.

Population statistics reported by the California Department of Finance indicate the numbers of senior citizens will increase in the years to come. Since there are no statistics indicating a reduction in the inflation rate in the near future, the ever increasing numbers of senior citizens will be faced with personal budget reductions due to the increasing rate of inflation. When their personal budgets begin to decline, the senior citizens will be turning to government for services which they can no longer afford. At the same time agencies will be faced with reductions in their agency budgets due to the increasing rate of inflation. If the agencies are unable to retain budgets with adequate purchasing power, social services will be curtailed instead of meeting the demands of growing numbers of poorer senior citizens who require

such services. The future could present a serious dilemma for social services agencies and their clients.

Recommendations for Future Research

The findings of this study indicate that the effects of Proposition 13 may be more pronounced in the future. Therefore, it is recommended that future studies explore the same subject of social services for senior citizens in another time frame. The same variables of budget, personnel, and programming could be isolated in fiscal year 1982-1983 for study.

Furthermore, it is recommended an indepth study of such social services as recreation, advocacy, and outreach be fully explored to discover the impact of resource reduction on these services. A study of this type could focus on the effects encountered by the clients of such services. A study of this type could also explore whether or not a trend of reducing these types of services is being established where resource reductions are required of local governments.

Finally, the variables of this study could be applied to study similar tax reduction measures in other states. Many measures similar to Proposition 13 have been proposed in other states and additional reduction measures have been proposed for California. The variables of budget, personnel, and services can be applied to any of these measures.

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APPENDIXES

APPENDIX A

JARVIS-GANN INITIATIVE,

PROPOSITION 13

Section 1. (a) The maximum amount of any ad valorem tax on real property shall not exceed one per cent (1%) of the full cash value of such property. The one per cent (1%) tax to be collect by the counties and apportioned according to law to the districts within the counties.

(b) The limitation provided for in subdivision (a) shall not apply to ad valorem taxes or special assessments to pay the interest and redemption charges on any indebtedness approved by the voters prior to the time this section becomes effective.

Section 2. (a) The full cash value means the County Assessors' valuation of real property as shown on the 1975-76 tax bill under "full cash value," or thereafter, the appraised value of real property when purchased, newly constructed, or a change in ownership has occurred after the 1975 assessment. All real property not already assessed up to the 1975-76 tax levels may be reassessed to reflect that valuation.

(b) The fair market value base may reflect from year to year the inflationary rate not to exceed two per cent (2%) for any given year or reduction as shown in the consumer price index or comparable data for the area under taxing jurisdiction.

Section 3. From and after the effective date of this article, any changes in State taxes enacted for the purpose of increasing revenues collected pursuant thereto whether by increased rates or changes in methods of computation must be imposed by an Act passed by not less than two-thirds of all members elected to each of the two houses of the Legislature, except that no new ad valorem taxes on real property, or sales or transaction taxes on the sales of real property may be imposed.

Section 4. Cities, Counties and special districts, by a two-thirds vote of the qualified electors of such district, may impose special taxes on such district, except ad valorem taxes on real property or a transaction tax or sales tax on the sale of real property within such City, County, or special district.

Section 5. This article shall take effect for the tax year beginning on July 1 following the passage of this Amendment, except Section 3 which shall become effective upon the passage of this article.

Section 6. If any section, part, clause, or phrase hereof is for any reason held to be invalid or unconstitutional, the remaining sections shall not be affected but will remain in full force and effect.

Source: Los Angeles County League of Women Voters. Voters' Information Phamphlet. Los Angeles, California: Los Angeles County League of Women Voters, June 1978.

APPENDIX B

DEFINITION OF SOCIAL SERVICES

1. Adult Day Care is a program located in a central facility and is designed to provide a service to older persons needing personal physical care, social services and supervision. This service is delivered by skilled staff who assist and encourage participation in various activities which largely occur separate and apart from general activities associated with a senior citizens center.

2. Case Management is a method for ensuring that clients receive needed service, i.e. medical, social, income maintenance.

3. Escort is an activity designed to transport, assist and accompany older persons who are physically, mentally, or emotionally impaired.

4. Geriatric Aide is an in home program designed to provide services, such as companionship and personal attention--hairdressing, letter writing, assistance with medication and special diets, menu and budget planning, completing forms, reading and shopping--to reduce the possibility of inappropriate institutionalization. Geriatric Aides may provide light housekeeping for patients or homemaker chore services.

5. Health and Welfare Counseling is an activity provided by a trained counselor who will assist older persons in making decisions to solve problems and to relieve stresses that interfere with normal health and social functioning.

6. Health Screening consists of periodic examinations and evaluation which assesses an individual's need for medical care necessary to retain his capacity for self care and to maintain good health. Tests include health history, blood pressure, visual acuity, hearing tests.

7. Information and Referral is a service which informs older persons about appropriate human service resources and when necessary, helps link older persons with these resources.

8. Legal Services is an activity performed by an attorney or a trained non-lawyer, under those circumstances permitted by law, which provides representation or legal advice to older persons.

9. Nutrition Education is a formal program of regularly scheduled meetings for participants. It is designed to provide information about daily nutritional requirements to maintain good health and encourage good eating habits.

10. Outreach is an activity, through face-to-face contact, designed to seek out and identify the hard-to- reach isolated elderly individuals in greatest need of available social services and which facilitates delivery of those services.

11. Recreation is an activity designed to encourage the health and social well being of older persons through social interaction and satisfying use of leisure time.

12. Shopping Assistance is an activity which helps older persons to shop, select, and purchase proper food items to improve their nutritional intake.

13. Telephone Reassurance is a service provided by staff (volunteer or paid) through on a regular basis maintain supportive contact, by telephone, with potentially isolated older persons.

14. Services that allow the older person to remain within their community, independently residing in their own homes are important social services.

15. Transportation is a service which transports older persons to and from community facilities, needed supportive social services and recreational activities.

Source: County of Los Angeles Area Agency on Aging. 1981-82 Area Plan. Los Angeles, California: County of Los Angeles Area Agency on Aging, June 1980.

APPENDIX C

INTERVIEW SCHEDULE

Agency_____ Fiscal year_____

Community-based_____ County-based_____City-based_____

Budget:

1. What was the budget and funding source(s) for each of your agency's services or programs for senior citizens in the following years:

FY 75-76:
Services/Programs: Budget: Source:

Number of clients served:
FY 76-77:
Services/Programs: Budget: Source:

Number of clients served:
FY 77-78:
Services/Programs: Budget: Source:

Number of clients served:
FY 78-79:
Services/Programs: Budget: Source:

Number of clients served:
FY 79-80:
Services/Programs Budget: Source:

Number of clients served:

2. (a) Has your agency experienced budget cuts that are the result of Proposition 13?

(b) If so, please give the exact dollar amount of the cut.

(c) What types of cuts were made? Note all categories that apply to your agency.

services___private funds___federal funds____

CETA___revenue sharing funds___state funds___

special district funds____city funds_____

other (explain)_____

3. (a) If your agency has experienced budget cuts, do you plan to restore the funds?

(b) If so, how? user fees___fund raising events___

grants____private funds___other (explain)_____

4. (a) Were any of your services affected by Proposition 13 in ways other than budgetary cuts?

(b) If so, how? increased workload___staff morale___

increased demand for services (be specific)_____

size of services (larger or smaller)_____

increased financial support for programs/services (any source) _____

increased mandated services/programs_____

lost programs/services (be specific)_____

other effects (explain)_____

Personnel:

5. (a) Since the passage of Proposition 13 (FY 78-79), have any of your staff been terminated?

(b) If so, list the number and position(s).

6. (a) Since the passage of Proposition 13 (FY 78-79) have any of your staff positions been frozen or not refunded?

(b) If so, list the number and position(s).

7. Was your staff (personnel) affected by Proposition 13 in any other ways?

   attrition____ other(explain)_____

8. (a) Does your agency maintain volunteer staff?

   (b) If so, has there been an increase in the number of volunteers since the passage of Proposition 13?

Programming:

9. (a) Has the passage of Proposition 13 modified the planning of services/programs of your agency?

   (b) If so, explain.

10. (a) Has the passage of Proposition 13 affected the citizens participation strategies in your agency's planning process?

   (b) If your agency was required to make budget or staff cuts, what types of citizen participation was used to determine cuts?

   surveys___advisory groups___planning councils____

   community meetings___interviews with leaders_____

   other (explain)_____

11. If your agency was required to make budget or staff cuts, what criteria was used to determine the cuts?

12. Has your agency formed any "coalitions" with social service agencies or interest groups to lobby on behalf of senior citizens in Los Angeles County?

13. In your opinion, what do you feel have been the effects of Proposition 13 on services for senior citizens in Los Angeles County? What will the future effects be?

VITA

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