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SAN DIEGO COUNTY

Perspective

from the office of the Chief Administrative Officer

VOLUME 1, NUMBER 2 JULY, 1975

IPO, LUER

Planning function split into two units

Residents of a small outlying community in San Diego county think it would be beneficial to have a general aviation airport located in the unincorporated area adjacent to the town.

The function of the County's new Integrated Planning Office is to determine if an airport in that particular location is the best possible choice, what alternatives are available, and what amendments to the general and community land use plans are necessary before the airport can be built.

IPO is responsible for long-range, systems-level planning like our airport example. Project-level planning, such as approval of the design of the airport terminal and building permits for construction of the facility, is handled by the new office of Land Use and Environmental Regulation (LUER) (for more on LUER, see the story on page 3).

IPO initially will recommend goals, objectives, and policy alternatives for the physical development of San Diego county, as well as complete planning tasks such as work on developing community plans for land use. Areas of concern for IPO are long-range planning for environmental protection, land use sanitation and flood control, transportation, and long-range capital facilities programming.

The Integrated Planning Office brings together engineers, environmentalists, planners, analysts, administrative staff and outside consultants to work together to plan for the San Diego county region's needs—today and far into the future. This interdisciplinary approach and use of modern task force management techniques are seen as key advantages of IPO.

Creation of the Integrated Planning Office by the San Diego County Board of Supervisors in April split the traditional planning function into two working units, IPO and LUER. Board Chairman Dick Brown, author of the original proposal to establish IPO, sees the new office as a natural evolution of the planning process (for more on Dick Brown's view of IPO, see the story on page 2).

Officially implemented July 1, the Integrated Planning Office functions independently of the County government's four agencies as an adjunct to the Office of the Chief Administrative Officer. The CAO is, in turn, responsible to the five-member Board of Supervisors.

The office is arranged into four functional core groups: Capital Facilities Planning; Transportation Planning; Environmental Planning; and Land Use Planning. In addition, there are four support units—Research, Technical Support, Administrative Unit, and Interjurisdictional Coordination which includes public information.

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New budget policies set

After three days of intensive hearings, the Board of Supervisors adopted a $441,836,024 1975-76 budget which will represent no increase in tax levy (tax dollars) for the support of County services to most property owners in San Diego County.

The Board accomplished this by cutting some $20 million from the proposed budget. Although the actual tax rate will not be known until final year-end carryover and revenue amounts are computed, the Board's action will result in a tax rate reduction of about 4-6 cents.

The reduction should offset a portion of the increase in assessed valuation due to inflation.

As welcome as this new policy may be to County taxpayers, other Board actions can be expected to have equally important effects. The Board indicated as a matter of policy that future budgets would be treated the same way—and that the Board would review them with an eye towards reducing tax rates in relation to the increases in assessed valuation due to inflation.

In addition, the Board directed that beginning next year, County administration would submit a "zero base budget". Under this type of budgeting, staff would have to justify all programs and expenditures, rather than having to justify only the increases or the new programs compared to the preceding year.

Other policy decisions with long-term implications include hiring any proposed new positions based on estimated workload increases as temporary positions subject to review during the year if the estimates don't hold up, and exploring the possibility of pilot projects to put human care services programs out to bid – and allowing County departments to bid on the same basis.

Board members individually expressed concerns over the increasing costs of government and stressed the need for greater productivity in order to avoid additional tax burdens on local taxpayers.

Actually, this year's budget process got underway last autumn with the establishment of a budget process task force. That group aided in the development, for the first time in San Diego County, of a program format for the budget. In November and December, Supervisors held a series of public meetings in their districts at which the public was invited to submit their ideas about priorities and goals for County government.

A more detailed look at the $441.8 million budget, how it will affect San Diego County, and what Board actions mean for the future will be featured in a subsequent issue of *Perspective*.

In this issue. . .

Dick Brown

In the second in a continuing series of conversations with decision-makers within County government, *Perspective* talks with Board Chairman Dick Brown about the new Integrated Planning Office. See page 2 for story and photographs. In future issues, *Perspective* will feature interviews with other Board members and County administrators.

Conversation with Board Chairman

Dick Brown talks about IPO

On July first, IPO — the Integrated Planning Office — came into being in San Diego County. A long-term, systems-level planning organization, IPO brings together an inter-disciplinary team to provide the Board of Supervisors and the Chief Administrative Officer with alternatives as well as the implications of those alternatives in setting priorities for the physical planning of the County. In this conversation with *PERSPECTIVE*, Dick Brown, Chairman of the San Diego County Board of Supervisors, discusses how IPO will serve the Board in its policy-setting responsibilities.

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PERSPECTIVE: In describing IPO, the term "systems planning" is used extensively. How would you describe systems-level planning?

BROWN: Systems-level planning is looking at overall systems that inter-relate and inter-react with other systems or subsystems. Transportation, for instance, has a direct and inseparable relationship with land use. And the same with air quality and with energy consumption and all of those things must be planned concurrently because they inter-relate and there are trade-offs. And unless you plan them as a single unit, you simply cannot make the trade-offs.

PERSPECTIVE: How would you differentiate systems-level decisions from project-level decisions?

BROWN: I think the distinction can be made rather easily. Again, using transportation: the mode of transportation is a systems-level decision. So is the capacity of the system, the approximate location, the phasing, the technology and operating characteristics, the access points. On the other hand, the precise location of a station, the specific design of the station, the structure of the bridge, — these are project-level decisions and they flow directly from the systems-level decisions. But, if the point of access is placed by the transportation planner where the land use planner has open space, there is obviously a conflict. The two must be planned together.

PERSPECTIVE: Is it correct to say that from the point of view of the Board of Supervisors, systems-level planning relates to the establishment of policy, while project-level planning relates to the implementation of policy already established?

BROWN: Yes, that's exactly right. At the systems level you have major policy considerations — it involves the broad spectrum of matters over which the Board has responsibility.

PERSPECTIVE: Let's look at this matter of Board responsibility. What is the Board's responsibility — both in the unincorporated areas and countywide.

BROWN: In certain areas, we have a regional responsibility — in health, criminal justice, welfare, and so on. On those things, the Board's responsibility is very clear — we supply the service without regard to city boundaries. In other areas, our responsibility extends only to the unincorporated area — in land use and physical developments. In the area covered by the county's 13 cities, the cities themselves have sole jurisdiction for land use and physical developments within their corporate boundaries. There is an obvious need to coordinate with the cities. However, it must be kept in mind that even here, the Board has certain regional responsibilities that require effective coordination. We have the responsibility for air quality, for instance, although the things that affect air quality, such as transportation and land use, are under the cities' jurisdiction — we have no jurisdiction at all.

PERSPECTIVE: How would IPO help the Board, particularly in coordinating with these local jurisdictions?

BROWN: Coordination is the function of the Comprehensive Planning Organization — CPO — set up specifically for the purpose of coordinating all local jurisdictions. Now, IPO will allow us to be much more effective in this coordination effort because for the first time we will be doing systems-level, comprehensive planning in the unincorporated area which is the exact same thing that CPO is doing on a regional basis.

PERSPECTIVE: At this point, IPO is related to physical planning. You indicate that much of the Board's countywide responsibility deals with human care services. Will IPO be expected to get involved with social and economic planning as well as physical planning?

BROWN: We really are not doing economic and social planning at this time. The reason is we really don't know how. The state of the art simply has not been developed sufficiently to allow us to do these things. When we learn how to do economic planning and social planning, they are natural things to be included in IPO. IPO should be viewed as an evolutionary sort of office.

PERSPECTIVE: The organization chart shows IPO with a direct relationship to the Board and the CAO's office. Is there any significance to this placement?

BROWN: I think it's the same sort of relationship that the proposed Office of Management and Budget is going to have. Those two offices, Integrated Planning and Management and Budget are critical to the Board in terms of setting policy and to the CAO in carrying out Board policy. IPO will give us a handle on the future, while OMB will give us a handle on the present — what's happening right now and short term. Both are obviously necessary, so they both occupy a very unique position in the County structure.

PERSPECTIVE: Let's move back to land use planning in the unincorporated area. How is IPO going to deal with community

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"IPO will give us a handle on the future — allow the Board to plan for the future, while OMB will give us a handle on the present . . ."

"IPO should be viewed as an evolutionary sort of office."

"The IPO concept will actually result in more 'real world' decisions, since IPO will be a truly multi-disciplinary staff."

IMPLEMENTATION — Implementation Team members Mike McNamara (left) and Dave Nielsen explain a section of the Board report to student worker Greg Moser. Other members of the Implementation Team were John B. Sauvajot, Bud Gray, Dave McCullough and Herm Rosenthal.

NEW STAFF — Briefing new IPO Administrator Neil Dunham (seated) on staff assignments is Assistant Administrator John B. Sauvajot as Bud Gray and Lila Borchard look on. More than 100 County employees were transferred to the new office July 1 as part of the County's reorganization.

Planning function split

(continued from page I)

The task force approach to completing projects makes use of people with differing backgrounds working together and pooling their knowledge and abilities to produce a plan which takes into account all the disciplines dealing with the long-range planning process.

For instance, a typical task force team assignment might bring together engineers, planners, and an environmentalist to work on a community plan. Traditionally, planning has been done by groups of people with the same backgrounds, with their input being coordinated by administrators. The task force approach integrates the various disciplines at the initial phase instead of attempting to merge them at the completion of the project.

Five initial goals have been established for IPO. They are:

1. Identify long-range physical and environmental planning needs.
2. Find feasible options to carry out long-range physical plans.
3. See that long-range capital facilities plans are coordinated with community objectives.
4. Provide strategies for completion of long-range physical plans.
5. Ask for and assist in participation of citizen groups in the formulation of long-range planning alternatives which affect the community.

The task force approach is designed to eliminate the kinds of "pecking-order" constraints that a traditional organizational structure sometimes imposes on the free flow of ideas from all levels of the staff. Ideas and professional opinions are solicited from every strata at all stages of the project to produce the most efficient and effective end product.

Task force teams are coordinated by the IPO policy team. This group is composed of the Assistant Chief Administrative Officer, IPO; Deputy Administrator; Core Group Directors; and the head of Administrative Services. One goal of the policy team is to see that the activities of the individual task force teams match the overall County goals, principles, concepts and policies as well as accomplish basic assignments.

The Integrated Planning Office provides coordination and information exchange with other government entities such as the 13 city governments within the county, regional agencies like the Comprehensive Planning Organization (CPO), Water Quality Control Board, the Coast Regional Commission, and state and federal bodies.

Within the Assistant Chief Administrator's Office, the Interjurisdictional Coordination Unit maintains the link between the County, planning groups, and regional agencies. It coordinates governmental programs, reviews legislative proposals and provides public information.

The Research Unit provides a centralized information resource for economic, planning and environmental data; it also monitors IPO's research activities. Technical Support performs drafting and map graphics services as well as collection of mapping data from field surveys.

Although the four core groups within the IPO are concerned with long-range planning, each has a particular function. The Land Use Planning group is charged with the lead responsibility for systems-level planning including revision of the planning elements of the County's general plan and preparation of a growth policy and community plans.

County-wide proposed public works projects are reviewed for conformance to the general plan by IPO's Capital Facilities core group. In addition, this group helps communities plan for public and private facilities.

Transportation Planning prepares transportation-related elements of the general plan as well as community plans and coordinates with other agencies concerned with regional transportation planning.

Long-range environmental protection comes under Environmental Planning. This core group is responsible for environmental elements of the general plan and preparation of alternative environmental policies and legislation. Environmental Planning also participates in regional planning for air quality and water management.

IPO is systems-level planning performed with an interdisciplinary, action-oriented process. Its charge is to create a feasible planning guide for San Diego county, work in cooperation with rather than in competition against other government agencies, and help insure that the many planning efforts throughout the region are compatible.

Perspective

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Conversation with Board Chairman

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planning groups?

BROWN: What we've been doing is to go out to a community and organize a meeting and say, "Hello, what would you like to have your community look like?", and everybody starts designing the use of somebody's else's land. I think that's a very inappropriate way to proceed. What I hope IPO will be able to do is go to a community with a variety of alternatives and say, "Here's Plan A and if you adopt this, here's probably what will happen in terms of growth, in terms of services, social implications, and so on. And if you adopt Plan B, here's probably what will happen" — and by displaying three or four alternatives, the people can select one or make a combination of them. Most communities say they want lots of open space, low density development, and good public transit. Those things are simply incompatible — you cannot have them, and you have to demonstrate to people what the trade-offs are. I hope the IPO process will provide some good, professional assistance to community groups, show them alternatives and the probability of future development if one of the alternatives is adopted.

PERSPECTIVE: How would you respond to the concern that the separation of IPO planners from the operational problems at the department level can inhibit their ability to develop practical plans that reflect real world issues?

BROWN: I don't see there's any problem at all. IPO is going to be close to the real world through development of the community plans, through working on the three amendments per year of the general plan and the hearings on the proposed amendments, through the environmental review process that is ongoing and continuous. The IPO concept will actually result in more "real world" decisions, since IPO will be a truly multi-disciplinary staff. The planner will have to listen to the concerns of the engineer, the engineer to the concerns of the planner, and both of them to the environmentalist and the economist. All of the disciplines will sit down at one table and will have to listen to each others' particular concerns and problems.

PERSPECTIVE: How do you think the Board of Supervisors will use IPO in policy-making decisions?

BROWN: We will have alternatives to deal with instead of a single recommendation and we will have an explanation of what those alternatives will probably produce. I think that's significant. If the Board looks at the very broad picture rather than the narrow one, and understands what the alternatives are, and the impact — economic, social, environmental — of those alternatives, I think we can make better decisions.

HOW IT WORKS . . . An IPO Task Force Team at work: (left to right) Ira Cotton, Senior Civil Engineer; Mary Grana, Environmental Management Specialist; and Mike Brown, Associate Planner, discuss progress of the Santee/Lakeside/Alpine Growth Policy project.

LUER 'one-stop' centers planned

IPO is the County's answer to the need for systems-level planning as a basic aid to policy-setting and decision-making.

LUER is the County's answer to the need for project-level planning — the implementation of land use and growth policies in the unincorporated area.

LUER — the Department of Land Use and Environmental Regulation — will combine elements of what used to be the Department of Building Inspection and the Planning Department into a one-stop center for the issuance of land use permits.

The new Department, located organizationally in the new Community Services Agency, is designed to solve two of the major problems and sources of citizen complaints in the land development permit and approval process. These, according to Chief Administrative Officer D. K. Speer, are geographical dispersal of the elements that play a role in the process, and a lack of uniform interpretation and decision among those elements.

With the formation of IPO as a catalyst, Speer recommended to the Board of Supervisors on April 2nd that all of these elements be consolidated within the new department as part of a major reorganization of County structure.

The Board approved the concept, and on May 27th adopted the ordinance formally establishing the Department of Land Use and Environmental Regulation, which became effective July 1st.

As recommended by Speer and approved by the Board, LUER will administer three one-stop centers — one at the County Operations Center in Kearny Mesa, a second serving North County citizens in Vista, and the third covering the East County service area in Lakeside.

Citizens contemplating land use or construction projects will be able to process applications, receive permits, or discuss questions with staff on a wide variety of regulatory subjects at the Central Permit Processing Centers.

The one-stop centers will be a major step in centralizing access to County programs and services in regional offices for the convenience of all residents of San Diego County. Residents will, however, still be required to complete some regulatory planning requirements, such as appearance before the Planning Commission, at the County Administration Center on Pacific Highway.

LUER Dir., Bruce Warren

Expansion of the regional centers to include initial contact with representatives of other functions such as Health Department Sanitarians is being explored.

IPO and LUER represent a new concept designed to improve County services at both ends of the land use planning spectrum: systems-planning to aid in the development of policy, and project-planning to assure fair and efficient implementation of policy.

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SAN DIEGO COUNTY
Perspective
from the office of the Chief Administrative Officer

VOLUME 1, NUMBER 3 OCTOBER 1975

County takes 'program' approach to budget

Traditionally, government agencies have developed and adopted budgets that are referred to as "line item budgets". These budgets, or proposed spending programs for a specific period of time, divide all expenditures into three categories — salaries and wages, services and supplies, and fixed assets. They are usually organized along departmental lines, indicating costs for each of the categories within each department or functional unit.

Students of the budget process have for some time pointed to inadequacies in this approach for policy-making bodies seeking to make rational decisions about the expenditure of resources.

Out of this concern has come the concept of the "program budget". This process of dividing limited resources in money, materials, and manpower has as its underlying principle the attempt to clearly identify the purposes of each program expenditure proposed by the agency in terms of the service the program provides to the public.

Once programs are identified, and purposes clearly stated, it is possible under the program budget approach to develop methods of measuring whether the purposes — or objectives — are being met.

To accomplish this, it is necessary that each program reflect the full costs incurred in its implementation. To illustrate, a major expenditure item for any large organization is utilities. This item involves the cost of lighting, heating, cooling, and providing water and waste disposal services at the various facilities operated by the governmental agency.

But this expenditure is not necessarily equally spread among all departments, nor among all the activities administered by the agency.

A highly specialized institution — such as a maximum security jail or the intensive care ward in a hospital — will require a much greater expenditure of money on utilities (such as lighting, heating and cooling) than a typical office complex. Yet the traditional line item budget would not necessarily indicate this to the decision-making body, or for that matter, to budget analysts, since these costs are usually lumped together as part of the budget of the department responsible for providing utility support.

Other examples of costs not reflected in departmental budgets under the traditional line item approach were personnel administration, legal services, central administrative services, and, for that matter, the cost of legislative bodies and advisory and quasi-judicial boards and commissions.

Equally difficult was the task of determining full cost of a public service whose delivery cut across departmental lines. For example, if a public agency wished to know *exactly* how much is proposed to be spent in the treatment of mentally ill persons, it is not enough just to know the budget for the organizational unit responsible for direct treatment of the mentally ill. Other elements of cost may be found within the court system budget, where conservatorships are adjudicated; or in the budget of the unit responsible for administration of hospitals, where inpatient mental health services may be funded; or in the welfare department where social service programs to the totally disabled may include services to mentally disabled persons.

Yet a logical decision on the distribution of available fiscal resources is much more possible if the total cost of a

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County mails current tax bills; Information copies give details

Property tax bills covering nearly half a million parcels are now being mailed by San Diego County Tax Collector James Jones. But this year, there is a difference. Informational copies of the tax bills are also being sent to the many homeowners whose property taxes are paid directly by their lending institution and who in the past have not learned of increases or decreases in their property taxes until the lending agency advised them of changes in monthly house payments.

These informational bills are *not* bills to be paid — the lending agency will continue to pay the taxes. But they will provide homeowners for the first time with complete copies of their tax bills.

The tax bill that property taxpayers pay is generally referred to as the "county tax bill". And while it is true that the bills are sent out by the county, the fact is that the bill also includes charges for the operation of cities, special districts, and school districts.

This is because the county acts as tax collector for hundreds of other agencies — a process which has proved to be much more economical (and therefore a savings of tax dollars) than having each agency send out its own tax bill.

It is our hope that PERSPECTIVE will help its readers understand the county's budget process and will provide important information on how the county sets its priorities, adopts its spending program, manages the budget, and seeks and responds to public input.

In this issue. . .

ELMER KESHKA

On June 20, 1975, the San Diego County Board of Supervisors adopted a $426.8 million budget. This issue of PERSPECTIVE is devoted to an in-depth review of the budget — including a conversation with the man responsible for its development, Elmer Keshka, the Director of Budget and Finance. A special supplement surveys tax levies on a community-by-community basis.

Conversation with Budget Director

Keshka outlines 1975-76 budget

PERSPECTIVE went to the County's Director of Budget in the Office of Management and Budget to learn about the 1975-76 budget. Elmer Keshka, a 15-year veteran of County budget and fiscal affairs, talks about present and future problems, the impact of the economy, and the Board of Supervisor's actions in this conversation.

PERSPECTIVE: The Board of Supervisors has adopted a 1975-76 budget. How much does it come to?

KESHKA: The budget for the current fiscal year is some $426.8 million. That represents an increase of about $48 million over 1974-75, or approximately 11 percent.

"The Board made a major decision to utilize some $15 million of revenue sharing funds to help finance the budget."

PERSPECTIVE: How does that 11 percent increase compare with increases over past years?

KESHKA: Generally, it is somewhat greater than the average over the past five years. Say, two or three percent. For the general fund, however, the increase comes to nine percent. That's important to remember, since it is the general fund that has about one-third of its requirement financed by local property taxes.

PERSPECTIVE: What was the picture as far as financing sources are concerned?

KESHKA: Earned revenues are running at a somewhat higher level than expenditures, while the percentage increase for general revenues and fund balances were significantly lower than the total appropriation figure.

PERSPECTIVE: What is the significance of this comparison?

KESHKA: Well, earned revenues have minimal impact on the property tax requirements. These are revenues that come to the county from state or federal sources and are tied directly to a program, or revenues from fees or charges for particular services. General revenues, on the other hand, are not tied to a particular program, and as a result have a more significant impact on the property tax. Any fluctuation in the general revenue picture will be reflected in the requirement for property taxes, all other things being equal.

PERSPECTIVE: What caused general revenues to increase more slowly than earned revenue?

KESHKA: The economy. The recessionary condition of the economy impacted sales tax collections and motor vehicle in lieu tax collections, as examples. And the result was a significant financing problem for us.

PERSPECTIVE: How so?

KESHKA: Well, anytime a source of revenue stumbles, we are left with two alternatives — either reduce services or go to our final revenue source which is, of course, the property tax itself.

PERSPECTIVE: Did the economy have any other effects on the budget?

KESHKA: Certainly. Costs were up in two major ways. We were subject to inflationary pressures, and were also impacted by increased demands for services directly affected by the recession.

PERSPECTIVE: Let's look at inflation first. How did that affect the budget?

KESHKA: Inflation directly impacts labor dollars not only in government, but in the private sector. The county must pay its employees at a level that is equivalent to that in the private sector. This is not only because we are competing in the same labor market, but more importantly, because our charter requires it. Inflation added some $17 million to the county's budget, partly for added labor costs, but a substantial part of that increase came in the increased cost of services and supply items.

PERSPECTIVE: County employees received an average 7.2 percent salary/fringe benefit increase. How does that compare to other increases in both the public and private sector?

"The County could have collected an additional three-and-a-half million dollars in property taxes if it had adopted the same tax rate."

"We are going to continue to be faced with a fairly substantial financing problem next year."

KESHKA: If anything, salary increases in San Diego County government were somewhat lower by a small margin.

PERSPECTIVE: With the effect of the economy on revenues and costs in mind, let's look at the expenditure side. Were there any areas of significant increase?

KESHKA: Yes. In public assistance alone we experienced a $31 million increase. In public protection, the increase was $11 million. Those two areas alone account for $42 of the $48 million increase. Looking at it another way — the budget increase overall was 11 percent. Public assistance costs increased 24 percent, while public protection increased 13 percent.

PERSPECTIVE: Why these particular increases?

KESHKA: The role of the modern urban county is increasingly one of the delivery of health care and human care services, as well as the provision of facilities and support of the justice systems of the community. In times of economic distress high unemployment occurs, and income for many is difficult to obtain or severely diminished. At these times, the role of the county as the direct provider of social services, of public assistance, of health care, becomes most important. There is an added phenomena. As the economy worsens and income in the form of taxes or other payments declines, the county's obligations increase because we are responsible for providing services that people need most acutely as their own ability to provide for themselves diminishes.

PERSPECTIVE: To summarize what you've said so far: The recessionary economy caused a reduction in general revenue increases, high costs due to inflation, and greater pressures for services in public assistance and public protection. How did the county deal with these problems?

KESHKA: The Board took an extremely austere approach. The preliminary budget called for an increase of about $84 million. This increase was reduced to $77 million when the proposed budget

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Perspective
SPECIAL SUPPLEMENT

Tables show taxes for various areas

Each homeowner's property tax bill depends upon two variables. The first is the amount of property taxes required by all local governments (taxing authorities) within whose jurisdiction his property lies. The second is the value of his property. Most tables comparing property taxes simply show increases or decreases in *tax rates*. These tax rate tables, while valuable indicators of local government budget actions, do not reflect the other half of the equation — changes in value. The tables published in this PERSPECTIVE supplement reflect both sides of the equation. Using tax rate data supplied by the County Auditor and Controller, and *average* assessed value changes in each of the 13 cities and seven unincorporated communities supplied by the Assessor, these tables will provide a more accurate picture of the impact of budget actions and property value increases in each of the areas surveyed.

Please note that these tables are not intended to tell you what your actual tax bill is. They merely reflect the taxes on a residence valued at $40,000 last year on which the assessed value increased this year from less than one percent in Del Mar to just over 50% in National City. (This percentage increase is listed in the heading of each individual community table.)

A word about "services": Three categories were used to simplify an otherwise complex table.

School Services are those provided by school or community college districts, as well as bond redemption charges and a number of specialized educational services such as those for physically handicapped or mentally retarded youngsters.

Countywide Services include the services provided only by county government in the areas of public protection, public assistance, courts and court-related services, and health care.

Other Services include those provided by city governments in the tables covering the 13 cities, as well as those provided by special districts. Within the unincorporated area, special districts provide many of the "municipal" services provided by city governments within their boundaries; such services as fire protection, domestic water, sanitary sewers. It should be noted that with the exception of the City of Coronado, special districts exist and provide services within each of the other 12 cities within the county.

Average assessed value increases used in these tables include both increases resulting from re-assessment a:.d from new construction. This results in some overstatement of the 1975-76 tax levy amounts.

COMMUNITY OF ALPINE
Tax Code Area 51008 - Average AV increase - 12.2%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 545.66	$ 632.60	$ 86.94
Countywide Services	222.01	248.21	26.20
Other Services	262.93	309.57	46.64
Total	**$1,030.59**	**$1,190.38**	**$ 159.79**

CITY OF CHULA VISTA
Tax Code Area 01000 - Average AV increase - 2.2%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 481.14	$ 500.49	$ 19.35
Countywide Services	222.01	222.01	—
Other Services	132.83	136.37	3.54
Total	**$ 835.97**	**$ 858.86**	**$ 22.89**

CITY OF DEL MAR
Tax Code Area 11001 - Average AV increase - 0.16%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 375.54	$ 425.80	$ 50.26
Countywide Services	222.01	216.49	(5.52)
Other Services	135.22	137.20	1.98
Total	**$ 732.77**	**$ 779.50**	**$ 46.73**

COMMUNITY OF ENCINITAS
Tax Code Area 73001 - Average AV increase - 17.9%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 406.40	$ 512.54	$ 106.14
Countywide Services	222.01	263.15	41.14
Other Services	114.35	122.09	7.74
Total	**$ 742.75**	**$ 897.78**	**$ 155.03**

CITY OF CARLSBAD
Tax Code Area 09000 - Average AV increase - 4.7%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 416.87	$ 444.89	$ 28.02
Countywide Services	222.01	228.55	6.54
Other Services	236.86	244.86	8.00
Total	**$ 875.74**	**$ 918.30**	**$ 42.56**

CITY OF CORONADO
Tax Code Area 02000 - Average AV increase - 2.0%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 340.40	$ 376.62	$ 36.22
Countywide Services	222.01	221.47	(.54)
Other Services	169.95	174.07	4.12
Total	**$ 732.35**	**$ 772.16**	**$ 39.81**

CITY OF EL CAJON
Tax Code Area 03001 - Average AV increase - 48.7%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 539.80	$ 855.16	$ 315.36
Countywide Services	222.01	343.88	121.87
Other Services	154.61	240.49	85.88
Total	**$ 916.41**	**$1,439.53**	**$ 523.12**

CITY OF ESCONDIDO
Tax Code Area 04000 - Average AV increase - 1.4%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 473.47	$ 519.17	$ 45.70
Countywide Services	222.01	219.90	(2.11)
Other Services	157.16	157.48	.32
Total	**$ 852.64**	**$ 896.56**	**$ 43.92**

COMMUNITY OF FALLBROOK
Tax Code Area 75002 - Average AV increase - 14.9%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 343.18	$ 439.57	$ 96.39
Countywide Services	222.01	255.29	33.28
Other Services	210.05	267.36	57.31
Total	**$ 775.24**	**$ 962.21**	**$ 186.97**

CITY OF LA MESA
Tax Code Area 05002 - Average AV increase - 6.0%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 548.54	$ 598.08	$ 49.54
Countywide Services	222.01	231.95	9.94
Other Services	125.32	159.22	33.90
Total	**$ 895.87**	**$ 989.25**	**$ 93.38**

CITY OF NATIONAL CITY
Tax Code Area 06000 - Average AV increase - 50.3%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 462.33	$ 762.67	$ 300.34
Countywide Services	222.01	348.06	126.05
Other Services	150.97	243.02	92.05
Total	**$ 835.31**	**$1,353.76**	**$ 518.45**

COMMUNITY OF POWAY
Tax Code Area 64003 - Average AV increase - 43.2%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 454.74	$ 671.11	$ 216.37
Countywide Services	222.01	329.46	107.45
Other Services	180.10	314.38	134.28
Total	**$ 856.85**	**$1,314.95**	**$ 458.10**

CITY OF SAN DIEGO
Tax Code Area 08001 - Average AV increase - 12.3%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 444.59	$ 538.08	$ 93.49
Countywide Services	222.01	248.47	26.46
Other Services	144.62	164.29	19.67
Total	**$ 811.22**	**$ 950.84**	**$ 139.62**

COMMUNITY OF SANTEE
Tax Code Area 86003 - Average AV increase - 5.3%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 532.29	$ 600.46	$ 68.17
Countywide Services	222.01	230.12	8.11
Other Services	144.95	162.60	17.65
Total	**$ 899.25**	**$ 993.19**	**$ 93.94**

CITY OF IMPERIAL BEACH
Tax Code Area 14009 - Average AV increase - 37.7%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 478.25	$ 759.00	$ 280.75
Countywide Services	222.01	314.52	92.51
Other Services	197.84	289.44	91.60
Total	**$ 898.10**	**$1,362.96**	**$ 464.86**

COMMUNITY OF LEMON GROVE
Tax Code Area 85002 - Average AV increase - 5.9%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 545.90	$ 590.16	$ 44.26
Countywide Services	222.01	231.70	9.69
Other Services	131.58	140.91	9.33
Total	**$ 899.49**	**$ 962.77**	**$ 63.28**

CITY OF OCEANSIDE
Tax Code Area 07000 - Average AV increase - 3.4%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 441.12	$ 475.63	$ 34.51
Countywide Services	222.01	225.14	3.13
Other Services	238.09	242.24	4.15
Total	**$ 901.23**	**$ 943.01**	**$ 41.78**

COMMUNITY OF RAMONA
Tax Code Area 65002 - Average AV increase - 18.1%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 431.39	$ 549.02	$ 117.63
Countywide Services	222.01	263.93	41.92
Other Services	224.15	263.63	39.48
Total	**$ 877.55**	**$1,076.58**	**$ 199.03**

CITY OF SAN MARCOS
Tax Code Area 13001 - Average AV increase - 8.4%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase or (Decrease)
School Services	$ 434.94	$ 496.13	$ 73.21
Countywide Services	222.01	238.25	16.24
Other Services	182.49	255.70	61.19
Total	**$ 839.44**	**$ 990.08**	**$ 150.64**

CITY OF VISTA
Tax Code Area 12004 - Average AV increase - 1.3%

	1974-75 Tax Levy	1975-76 Tax Levy	Increase (Decrease)
School Services	$ 507.54	$ 528.11	$ 20.57
Countywide Services	222.01	219.64	(2.37)
Other Services	152.79	153.52	.73
Total	**$ 882.34**	**$ 901.27**	**$ 18.93**

A review of the levies in the tables shows an average $1,027.70 in total property taxes and a range between $772.16 (Coronado) and $1,439.53 (El Cajon). The average increase over 1974-75 amounts to $173.15 with a range of between $18.93 (Vista) and $523.12 (El Cajon).

In examining a tax bill, several points should be kept in mind. First, the levy for school services typically accounts for more than half of the total tax bill. In the examples listed in the tables, school services account for an average 54.8% of the total levy, countywide services account for 24.8%, while other services make up the remaining 20.4%.

Second, increases in assessed valuation reflect increases in market value of property which are dictated by the market place.

Finally, the total tax bill represents the property owner's share of the cost of local government borne by property taxes. Determining his "share" is a function of the value of his property and the results of a combination of decisions made by as few as three independently-elected governing bodies (a board of supervisors for the countywide services, a city council for other services, and a unified school district board of trustees for school services) or as many as 10 or 12 independently-elected governing bodies (as would be the case where all other services are provided by special districts and several school districts provide school services). The structure (number of governmental agencies providing services) is determined by the preferences of voters within a geographical area.

Keshka outlines new budget

(continued from page 2)

was submitted in early June. That first reduction was partly the result of additional review by the administration and partly the result of Board direction. When the Board made its detailed review during final budget hearings, it cut a total of $20 million more from the budget, of which $16 million was directly related to the local property tax.

PERSPECTIVE: Where were these reductions made?

KESHKA: The $20 million involved some $5 million in welfare caseloads, about $8 million in capital improvements, and $7 million in the reduction of service levels in many program areas. In addition, the Board ordered manpower freezes and reductions in spending during the 1974-75 fiscal year. This had the effect of improving our year-end balance position and providing additional funds to help balance the budget.

PERSPECTIVE: Did these actions balance the budget?

KESHKA: No, the Board also acted to increase revenues. Most significant was the action the Board took in relation to revenue sharing. The county has available some $45 million in revenue sharing during 1975-76. Of this amount, the Board had committed about $6.5 million for human care service programs. Another $16 million had been allocated for capital improvements. This left over $22 million unallocated. The Board made a major decision to utilize some $15 million of these revenue sharing funds to help finance the budget.

PERSPECTIVE: What did that mean in terms of property taxes?

KESHKA: Well, the combination of spending reductions and use of federal revenue sharing had the result of reducing the amount of property tax dollars required. By these combinations of actions, the Board was able to hold down the increase in the property tax levy.

PERSPECTIVE: What does that mean to the property taxpayer?

KESHKA: Of course, it depends upon what happened to his individual property value this year. But in general, the total assessment roll increased about 13 percent. The total tax levy to support county government only increased 10 percent. This resulted in a seven-cent tax rate reduction in the basic county tax rate. From the point of view of the individual property owner, if his property value stayed the same, his tax levy to support county services would be reduced by about three percent. Another way of looking at it is that the county could have collected an additional three-and-a-half million dollars if it had adopted the same rate using the entire increase in assessed valuation.

PERSPECTIVE: Now that a budget has been adopted, how does the county manage the budget during the fiscal year?

KESHKA: The detailed management takes place at the department level. There are additional controls on a broader scale which are the responsibility of the Office of Management and Budget. And then the Auditor and Controller has a legal requirement to insure that appropriations are not overexpended.

PERSPECTIVE: What's the outlook for next year?

KESHKA: Not much better than this year. If you relate the requirements to maintain essential public services to the history of the past five years, there is a potential funding gap of some $17 million for 1976-77. That's where the Board's action in keeping some $8 million in revenue sharing unallocated is significant. If the Congress continues to fund revenue sharing, we can anticipate an additional $14 million next year. This means we'll have between $22 and $23 million in revenue sharing. If the Board continues to fund human care services out of revenue sharing at the $6.5 million level, that will leave between $12.5 and $13.5 million towards closing the $17 million gap we anticipate for next year. But that does not leave us any room for financing essential capital improvements next year out of revenue sharing. So you can see we are going to continue to be faced with a fairly substantial financing problem next year as well.

PERSPECTIVE: What are we doing about that?

KESHKA: For one thing, the Board directed that a number of manpower freezes be continued, both in relation to salary increases and in relation to accumulating savings from this year's budget to improve our financial position at the year's end. Beyond that, the economy will again be an important factor for the reasons I've already outlined. In any event, you can be sure that the Board will take another very austere approach to the 1976-77 budget.

Special Budget Policies

During deliberations into the 1975-76 budget, the San Diego County Board of Supervisors took several policy actions with major implications to future budgets. PERSPECTIVE summarizes the policies and their purposes in this article.

POLICY: Prepare the budget document in a program format.
PURPOSE: A program format shows full cost of programs, states program objectives, and can provide output data to measure a program against the objectives, leading to better data and information on which Board decisions can be made regarding priorities, levels of service, staffing, and funding.

POLICY: Relate tax rate directly to increases in assessed valuation.
PURPOSE: To limit the property tax as a source or revenue to present levels plus that amount needed to offset increases in the cost of living. Other factors being considered now in implementation of this policy include exempting assessed valuation increases due to new construction rather than increases in property value; a method of treating mandated cost increases not covered by additional state or federal funding; and the effect of possible ending of federal revenue sharing as a source of revenue.

POLICY: Prepare program budget on a "zero budget" format.
PURPOSE: Zero budget format forces complete evaluation of each program rather than justification for increases in budget requests and program levels from current year, leading to a better data base for judging existing programs.

POLICY: Fill new positions based on workload or caseload estimates with temporary positions.
PURPOSE: Provides additional control over staff increases by assuring that workload or caseload estimates prove out before committing to a permanent position.

POLICY: Require county departments to enter competitive bids with private providers on selected pilot projects in human care services.
PURPOSE: Gives the competitive bid process which has proved successful in controlling cost and quality of public facility and physical improvement projects an opportunity to prove itself in human care service programs, with the added factor that county departments (the public sector) would have an opportunity to enter into a competitive bid.

SAN DIEGO COUNTY
Perspective

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Anatomy of a Budget

The San Diego County budget — that massive volume of figures, charts, tables, and graphs — is not easy to come by. Hundreds of hours are used in developing its caseload and workload statistics, its staffing estimates, and its totals of program costs and revenues. From the beginning assessment of needs to the final action by the Board of Supervisors adopting the document as the county's program for a fiscal year, the budget travels a long and painstaking way.

The development of the budget starts with citizen input, involving public assessment of key issues affecting county services and programs. This initial step also includes a more sophisticated polling process to determine public desires on these issues.

All of this information is given to the Board of Supervisors, which establishes a set of guidelines reflecting the public's views and Board members' own analysis of the county's fiscal condition and service needs.

Meanwhile, each department has been examining its programs and has been taking an initial look at needs in order to develop basic requirements for the coming fiscal year. Once departments are provided with the Board-adopted guidelines, budget requests are drawn up based on those guidelines. The requests are then submitted by the departments to their agency heads.

Agency analysts do a detailed review of the budgets. In addition to reviewing accuracy and justification, analysts match the requests with the Board guidelines to assure conformity. The agency goes one step further — taking an overview of the economic situation as it applies to its own broad, functional area. Once this review is completed, the requests — almost invariably modified during this review — are forwarded to central county administration: The Office of Management and Budget (OMB).

OMB analyzes the requests from the point of view of the county's overall requirements and financial situation. Together with the Chief Administrative Officer, OMB looks at all of the requests and for the first time packages a total county budget in a program framework.

This package is submitted to the Board as a proposed program budget. The Board approves the proposed budget, but only for the purpose of formally adopting a document for public and Board review.

At this point, the Board schedules public hearings into the budget, hearings that provide the Board additional input from the public as well as further information from the administration.

The public hearing process is limited by law to no more than ten calendar days. At the end of the hearing process, the Board closes the hearings and begins deliberations. At this point, no additions may be made to the budget unless the requests were filed with the Board in writing before the hearings were closed.

Now begins a process of initial decision-making based on the latest data available. The Board frequently votes on individual reductions within the total budget. Money and positions may be frozen — a technique which forces additional justification during the year. While a freeze does not affect the level of appropriations, it can result in greater year-end savings, thereby easing the following year's financing problem.

Finally, the Board reaches a point where it feels the revised budget will meet essential public needs and carry out the responsibilities of county government. The Board then adopts the appropriation figure — the total amount that can be spent during the fiscal year.

The Auditor and Controller with OMB again reviews the proposed financing of the county budget. Final estimates of revenue are established, and the road ends in late August when a resolution is adopted setting the tax rate. The tax rate is computed to derive the necessary amount in property taxes to make up the difference between balances and revenues on the one hand, and the total appropriation on the other.

And since the adoption of a budget is a cyclical process, administrators find the end of the road is really the beginning — of the preparation of the county budget for the ensuing fiscal year.

County uses program format

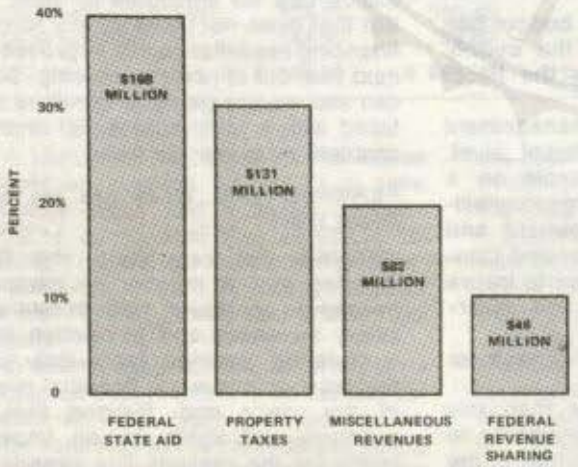
(continued from page 1)

program is known.

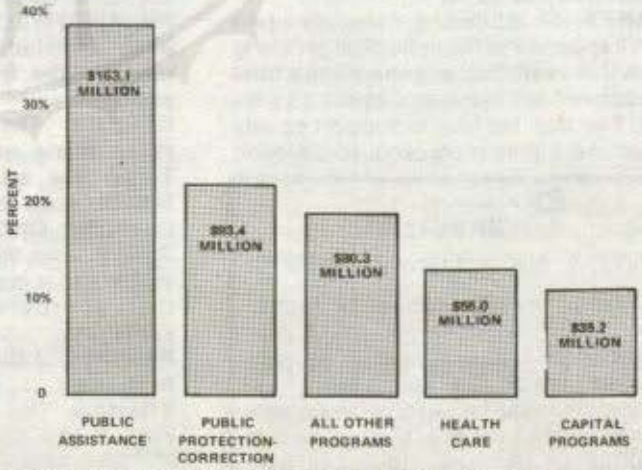
Last year, San Diego County decided to adopt the program budget format. The job of developing the program budget fell to the Program Development Agency — since reorganized into the Office of Management and Budget. With the help and cooperation of county agencies and departments, a comprehensive list of "functions", "services", and "programs" was developed to permit all costs and revenues to be applied to a program rather than a department.

Given a clearly-defined program, and established program goals, program objectives, and program outputs that can subsequently be evaluated in terms of the stated goals and objectives, not only is it possible to make more rational decisions about the "prioritizing" of an agency's total resources, it is also possible to more carefully evaluate the results of the use of these resources.

San Diego County's program is only a year old, and is still undergoing refinement, but officials credit it with being of significant help to the Board of Supervisors in their budget deliberations which led to a reduction of $20 million in the proposed budget and permitted a seven-cent tax rate reduction.



Where the money comes from to finance the $426,836,024 budget for 1975-76.



How the $426,836,024 County budget for 1975-76 is proposed to be spent.

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SAN DIEGO COUNTY
Perspective

from the office of the Chief Administrative Officer

VOLUME 2, NUMBER 1 FEBRUARY 1976

HRA focuses on people

The Human Resources Agency (HRA) is the people agency. The poor, the handicapped, the old, the underprivileged, and ethnic minorities are some of the people who seek and receive help from HRA.

Nearly 40 per cent of the County's total budget goes to support HRA social service programs for people in need. The majority of HRA's $172.9 million budget is spent by the County within the cities where the urban concentrations are located.

HRA's Department of Public Welfare, Probation Department, Department of Special Manpower Services, Office of Senior Citizens Affairs, the Human Care Services Program, and Community Action Program exist to help people help themselves or to help people who can't help themselves.

The Probation Department and Public Welfare are the major HRA budget recipients, together accounting for 98 per cent of the agency funds. Those two departments contain the bulk of the Agency's State or Federal mandated programs. In Public Welfare, 99.85 per cent of the department's budget supports 11 mandated programs and 60 per cent of the Probation budget goes to support its five mandated programs.

Carmen Boaz, patient advocate, helps a young woman at the Chicano Community Clinic of the County's Human Care Services.

The Human Care Services program, set-up in 1974 under HRA, is budgeted with $6.5 million revenue sharing funds to provide direct human care services to County residents. The Human Care Services program presently administers 95 contracts with community based agencies to deliver social services directly to residents.

Child day care centers, community health clinics, youth diversion programs, and nutrition programs are a few of the services utilized by at least 15,000 persons every month.

The Human Care Services program is governed by a six-member advisory board which sets priorities for allocation of funds. The program is administered by County staff which identifies community needs, the most appropriate service to satisfy these needs, and the best suited contractor to deliver the service.

The staff also negotiates contracts, monitors, and evaluates program performance and control compliance. A shift from categorical grants to specific contract programs and monthly reviewed budgets has resulted in financial savings and more efficient performance.

The Community Action Program was assumed by the Agency in November, 1975, as the official anti-poverty agent in San Diego County. With nearly a $2.1 million budget, the Community Action Program is projected to help over 52,000 people this year through its network of contracting agencies. The programs provide services and create opportunities for the poor to participate in community life through education, employment and training, legal aid, better health, and constructive recreation. Some of the agencies currently working with Community Action are the Neighborhood House Association, Seniors in Action, Servicios de Inmigracion - Impact, Imperial Beach Senior Services Program, Youth for Progress Inc., Project JOVE, North County Community Action Program, Oceanside Community Action Program, and the Metropolitan Area Advisory Committee.

The Commission On The Status of Women and the Human Relations Commission are also under the umbrella of the HRA to service people living in San Diego County.

Lydia Dickson, a teacher at Head Start, relaxes along with the children. Head Start is one of the delegate agencies working with the County's Community Action Program.

The 14-member Commission on the Status of Women was created in September of 1975 by the County Board of Supervisors. The primary objectives of the commission are to identify the needs and problems of women in the County that are affected by public policy decisions and to uncover practices of sexual discrimination within the County.

The Human Relations Commission since 1970 has attempted to reduce tension and to open lines of communications among racial, religious, nationality, age, cultural, and economic groups in the County. The commission was formed by a joint powers agreement between the County of San Diego and the cities of San Diego, El Cajon, Escondido, Imperial Beach, and La Mesa within the County. Although the Commission draws its operating funds from the HRA budget ($316,000 for 1975-76), the commission is a public entity separate from the County. Thirty-nine elected members and nine government appointees from all walks of life sit on the governing board of the commission to set policy and review progress of current cases and programs.

Conversation with Human Resources Administrator

Dominguez outlines mandates

Ruben Dominguez, the County's Assistant Chief Administrative Officer — Human Resources Agency, was interviewed by PERSPECTIVE on the current programs that fall under his jurisdiction, their costs, and what he foresees for those programs in the coming fiscal year.

PERSPECTIVE: How many programs in your agency are Federal or State mandated and what is the cost to the County?

DOMINGUEZ: There are a total of 16 mandated programs — 11 in Welfare and 5 in Probation. Even though mandated, we retain a good degree of flexibility. General relief is 100 per cent funded by the County. The Welfare and Institutions Code requires each County to set up a general relief program but doesn't dictate what the level of payments should be. If the Board of Supervisors decides that it wants to establish a $120 monthly maximum for a single employable it has that discretion. The Probation Department's Juvenile Hall is a comparable mandated program, but the capacity of the facility is determined by the Board. In Probation, it costs the County about $14.8 million dollars in mandated programs. Welfare, I would estimate, costs us approximately $40 million dollars.

"I think the senior citizen area will experience a continuing growth... the needs are going to continue to escalate."

PERSPECTIVE: What are the major mandated programs?

DOMINGUEZ: Some of the main ones are Aid to Families and Dependent Children, Medi-Cal, General Relief, Food Stamps, Social Services, Adoptions, Protective Services to Children, Adult Protective Services, and Family Planning. Dependence on such systems as Welfare, Probation, Manpower, and so forth is getting greater because of the depressed state of the economy. There is also a trend in Washington to shift some costs from Federal to State and local governments. Through block grants, many categorical programs that formerly were singly funded are being combined in a block form. Unfortunately, often in the transition from categorical to block, the dollar shrinks, so local government is faced with the task of delivering comparable services with fewer funds. Now that gives us some options. Either we try to develop different systems for delivering the services, we cut back services, or we attempt a combination of both. I suspect where we are heading is a combination of both.

PERSPECTIVE: Which program do you feel accounts for the largest share of County funds?

DOMINGUEZ: Well, in net County costs, the Aid to Families and Dependent Children program. General Relief is also a large County cost. In Probation you have some substantial costs that relate to the Courts and to the operation of the juvenile and adult facilities.

PERSPECTIVE: Do you see a decrease or increase in the number of mandated programs in the next fiscal year?

DOMINGUEZ: I see the number of mandated programs staying pretty much the same, but there will be an impact in terms of available dollars. If we are required — with the same amount of money — to provide a variety of social services, we are going to have to make some adjustments. Inflation and increased labor costs are going to consume more money. We will not cut back on the quantity of services. We may have social workers carry bigger caseloads. We really need to look at the methods by which we operate these programs.

PERSPECTIVE: What do you foresee in the coming fiscal year for manpower programs in terms of Federal funding?

DOMINGUEZ: There is a lot of activity on the Federal level in the whole area of manpower. It does not seem reasonable to anticipate that the public employment programs will not be extended at approximately the same level as they have been operating in this fiscal year. I think we can look forward to the CETA program being left intact for the next fiscal year. There is a bill right now that has a very excellent chance of passing which is a Special Works Impact bill to provide something like $6 million dollars to this region for special public works programs for areas that have unemployment rates in excess of certain percentage. This County has had from 10 per cent to 11 per cent unemployment for the last several months. We are one of the impact areas.

PERSPECTIVE: Can senior citizen assistance programs be maintained at the same levels or do you think that Federal and State funding will shrink?

DOMINGUEZ: I think that the senior citizen area will experience a continuing growth. Even if we have a slight increase in the present allocation of resources, the needs are going to continue to escalate. These programs, I feel, will have an increasing commitment on the part of the Federal government.

PERSPECTIVE: Do you see any significant changes in funding or administration of income maintenance programs?

DOMINGUEZ: Not this year. I have been participating on National Association of Counties steering committee on welfare. The information I get from that participation and from our Washington office is this year we should not expect any major welfare reform. It is a real confused system that does not really meet the basic intent of what the benefit payments are all about. The forms and requirements both of the Federal and State are almost unworkable. I think our Welfare Department does an amazing job considering the myriad of regulations to which it must conform on a daily basis.

"If we are required — with the same amount of money — to provide a variety of social services, we are going to have to make some adjustments... We will not cut back on the quantity of services."

Food stamp receptionists start the paperwork for food stamp applicants at the Welfare office in Mission Valley.

Laws dictate Welfare services

The Department of Public Welfare is responsible for the operation of income maintenance and social services programs mandated by Federal and State governments and authorized by the County Board of Supervisors.

Programs included in the income maintenance category are: Aid to Familes with Dependent Children, Food Stamps, Medi-Cal eligibility, General Relief, and boarding homes and institutions.

Programs under the social services designation include: protection of children; protection of adults (elderly, disabled, mentally disturbed); foster care; employment preparation and placement; health counseling; foster home licensing; housing service; family planning counseling; household management counseling; adoptions; and supervision of dependent children of the Court.

With the 1975-76 budget of some $144 million, the Department helps approximately 100,000 persons a year. Some 2,300 people are employed by the Department and they work from 10 branch offices throughout the County.

According to Homer Detrich, Department director, almost all of the Department's programs and activities are mandated (required) by Federal or State laws.

Detrich says the Department doesn't have much leeway in terms of what services are provided.

"Our leeway seems to come not in what we do, but in how we do it," he said.

One innovative service the Department is especially proud of is the Employment Services Program (ESP) which has been in operation about 10 years.

ESP is a cooperative effort of the Department, the San Diego County Hospital Council, and the adult education division of the San Diego Community Colleges.

Educational classes and on-the-job training at local hospitals have resulted in a job placement rate of 90 per cent for the program, with 75 per cent of the people still on the job one year after placement.

"One of the reasons the program was started was to provide job training and placement services for women. When ESP began almost all of the training programs were geared to men," Detrich said. "There was a lack of services geared to women and ESP with its high success ratio helps fill that gap."

The County is required by law to administer a food stamp program. San Diego's system is not materially different from other systems, according to Detrich, but is more efficient in terms of maintaining control and auditing of the program. This system was revamped administratively after a study by the County's Office of Program Evaluation.

"The food stamp distribution system is a good example of how a program can be administered - we have to do it - but we're doing it more efficiently than most," Detrich said.

County coordinates services for seniors

The Office of Senior Citizens' Affairs (OSCA) coordinates nutritional, recreational, employment, and other services for a San Diego County senior citizen population which nearly equals the combined number of residents in the cities of Oceanside, El Cajon, Chula Vista, and San Marcos.

There are currently about 200,000 seniors residing here, the second largest senior population in California, and it is estimated the number will grow to 322,000 by 1995.

OSCA performs a two-armed function. It is a County office and it is one of the 15 Area Agencies on Aging for the State of California.

OSCA has received approximately $1.7 million of federal money funneled through the State Office on Aging and $300,000 from the County general fund for a budget total of approximately $2 million for fiscal year 1975-76.

County services available to seniors include nine nutrition centers which provide about 1,000 hot meals per day; a hot-line information and referral service for seniors; a part-time employment program for older persons; a home helps service which employs seniors to help homebound seniors; and a nursing home ombudsman.

Direct services are provided to seniors by 18 local contracting agencies. Thirty-nine other contracting agencies are also delivering direct services to seniors such as legal aid and nutrition services until June of this year.

The Human Resources Agency Advisory Board gives citizens a voice in agency policies and programs. Members of the board are: James Ashcraft, Donald Duffault, William Fitzpatrick, Albert Garcia, Terry Hughes, David Martinez, Jimmy Phelps, Ralph Rendon, R. R. Richardson, and Robert L. Varner.

Probation sponsors diversion programs

Bureaus help youths stay out of trouble

The County's Probation Department has the distinction of being the second largest of its kind in the state, serving the third largest (population) County in the state. The Department's purpose is twofold: to provide protection for the community and to rehabilitate the offender.

The Department is composed of four major elements including adult probation services; juvenile probation services; juvenile and adult institutional services; and special services.

Ken Fare is the County's Chief Probation Officer and manages the Department's 1975-76 budget of $25 million and 1,400 employees.

At present the Department has some 14,000 adults and 2,200 juveniles under its jurisdiction. In addition, Department personnel conduct some 25,000 adult investigations and over 10,000 juvenile investigations annually.

The Department is responsible for the management of the County's juvenile institutions including Juvenile Hall, Rancho Del Campo, Rancho Del Rayo, and Las Colinas.

The Department also operates the adult institutions programs including the six honor camps and two work-furlough centers.

Department staff, 850 of whom are probation officers, investigates applications for probation referred by the courts; supervises those individuals placed on probation; and assists in the rehabilitation of adults on probation and juveniles who are wards of the court.

Another Department responsibility involves diversion of adults and juveniles — which means keeping adults and juveniles out of the judicial system.

A system of Youth Service Bureaus is a big plus in the area of juvenile diversion, according to Fare. The Bureaus provide counseling, therapy, and job placement for juveniles who are referred by schools, parents, or law enforcement personnel.

Probation officers work with those individuals being placed on probation and assist in their rehabilitation.

"The purpose of the Bureaus is to help juveniles get on a positive track, to keep them out of detention and out of trouble," Fare said.

On the adult end of the spectrum, Fare cites the adult deferred prosecution project.

"Through the agreement of all the law enforcement personnel concerned, adults who have committed minor property crimes, like theft, are placed in a counseling program rather than going through the court system," he said. "In most minor criminal cases like this, the adult going through the court system would be placed on summary probation with no counseling. The deferred prosecution program keeps the courts from getting too jammed up and at the same time, provides the adult offender with some needed counseling designed to keep them from becoming criminally involved again."

Manpower uses federal funds to ease unemployment woes

The Department of Special Manpower Services, while relatively small with 24 permanent employees and a 1975-76 budget of $500,000, has the responsibility of managing millions of dollars of Federal money for employment and training programs.

The Department is divided into three sections — manpower, community liaison, and contract compliance.

The manpower unit of the department works to alleviate the problems of unemployment in the County by job development, job counseling, and job placement activities; administering or coordinating with various County-related manpower training programs; and working in cooperation with other area planning groups toward the development of a regional comprehensive manpower plan.

The community liaison division is assigned the task of providing communication between various community groups and County agencies and departments. This unit serves as advisor to both community and County leaders with regard to the operation of ongoing and proposed or planned programs. Emphasis is placed on communication between minority organizations and County administrators.

The contract compliance program is designed to monitor affirmative action policy compliance by vendors and contractors that do business with the County.

Acting Department Director William Montepagano is especially pleased with his Department's efforts in the manpower programs.

"We administer CETA Title II and VI money granted by the Federal government for manpower programs," he explained. "These programs involve the public service jobs where unemployed people are put to work for local governmental units like the County, the cities, school districts, or water or fire districts. These jobs are temporary in nature, but they give people experience and the chance for a more permanent position should jobs become available."

CETA I funds are also managed by the Department. Montepagano thinks the Department's program here is innovative.

"This money is used for what we call on-the-job training programs involving private enterprise," he said. "This program is operated in conjunction with the Welfare Department. We take unemployed welfare recipients and place them in jobs in private enterprise."

From May 1, 1975 through Sept. 30, 1976, the Department expects to spend $13 million in Federal funds for all three CETA programs and provide services to approximately 2,500 people.

Montepagano is looking forward to receiving Federal money for a new neighborhood beautification project which would hire disadvantaged people over 45 years of age to clean up areas of the County.

"This new program will hire about 50 people for one year and will not only provide jobs but will also help clean up our County communities," said Montepagano.

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