

S C R

38



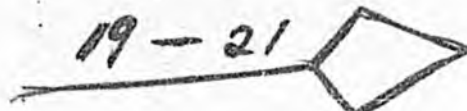
Senate Health, Education and
Social Services Committee

Senator Paul Fischer, Chairman

Senator:

You will note that I did a very thorough job on the fiscal notes on this. Last year, when Senator Uehling developed the Family and Youth Task Force, they asked for and got zero fiscal notes. The money for the task force ended up coming from leadership.

DCM 3/7/90

19-21 
Children's Commis.

SENATE COMMITTEE REPORT
FIRST COMMITTEE OF REFERRAL

DATE: January 10, 1990

FURTHER: Finance

Date of 5-Day Notice: 3/1/90
(in accordance with Uniform Rule 23)

DATE TURNED INTO OFFICE: 3/8/90

H E S S Committee considered SENATE CON RES NO. 38

Establishing a task force on adolescent pregnancy and parenthood issues.

and recommended:

- replace with _____ CS _____ same title
- attached amendment(s) new title
- _____ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to _____

ATTACHES NEW FISCAL NOTE(S):

Department(s)/Date:

Department(s)/Date:

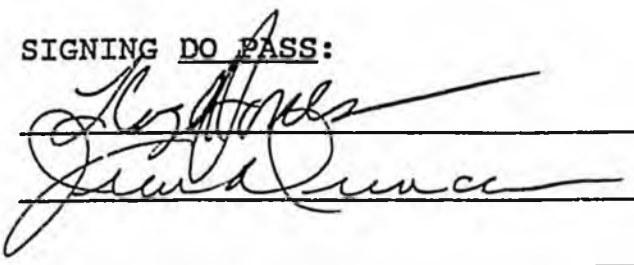
fiscal note(s) _____
Leg. Affairs Agency
Education

zero fiscal note(s) _____
Health & Social Services
Community & Regional Affairs

appropriation-no fiscal note

Governor's bill w/fiscal note

SIGNING DO PASS:



OTHER RECOMMENDATIONS:

Carl Fish De Pau
Chair: Signature and Recommendation

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: Establishing a task force on
adolescent pregnancy and parenthood issues.
Sponsor: Senator Pearce
Requestor: Senate HESS

Affected Agency: Legislative Affairs Agency
BRU: Legislative Operating Budget
Components: Legislative Operating Budget

EXPENDITURES/REVENUES: (THOUSANDS OF DOLLARS)

OPERATING	FY91	FY92	FY93	FY94	FY95	FY96
Personal Services	36.5	0	0	0	0	0
Travel	39.6	0	0	0	0	0
Contractual	3.5	0	0	0	0	0
Supplies	0	0	0	0	0	0
Equipment	0	0	0	0	0	0
Land & Structures						
Grants, Claims						
Miscellaneous						
TOTAL OPERATING	79.6	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
---------	---	---	---	---	---	---

REVENUE	0	0	0	0	0	0
---------	---	---	---	---	---	---

FUNDING: (THOUSANDS OF DOLLARS)

General Fund	79.6	0	0	0	0	0
Federal Fund	0	0	0	0	0	0
Other	0	0	0	0	0	0
TOTAL	79.6	0	0	0	0	0

POSITIONS:

Full-Time	0	0	0	0	0	0
Part-Time	1	0	0	0	0	0
Temporary	0	0	0	0	0	0

ANALYSIS: (ATTACH A SEPARATE PAGE IF NECESSARY)

SCR 38 establishes an Adolescent Pregnancy & Parenthood Task Force.
The following is requested to adequately support the Task Force:

Prepared By: Pamela Stoops, Director
Division: Administrative Services

Pamela Stoops

Phone: 465-3850
Date: 3/5/90

Approved By: Warren Endicott, Executive Director
Agency: Legislative Affairs Agency

Warren Endicott

Date: 3/5/90

DISTRIBUTION (BY PREPARER)
LEGISLATIVE FINANCE
LEGISLATIVE SPONSOR

REQUESTOR
OFFICE OF MANAGEMENT & BUDGET
AGENCY (IES)



CONTINUATION OF FISCAL NOTE: SCR 38

PERSONAL SERVICES

A staff member is requested to assist the Task Force.

Professional Assistant - Range 21A		
\$3,831 x 7 months =	\$26,817	
\$26,817 x 36% benefits =	\$9,654	
	<u>\$36,471</u>	

12 A

36.5

TRAVEL

It is anticipated there will be 6 meetings of the Task Force. It is assumed that the travel for the 3 Commissioners will be absorbed within their own department budgets.

6 meetings x 12 members (6 Legislators, 6 public members) at 2 days each		
airfare - 6 meetings x 12 members = 72 airfares		
72 airfares x \$390 =	\$28,080	
per diem - 6 meetings x 12 members = 72		
72 x 2 days per diem = 144		
144 x \$80 =	\$11,520	
	<u>\$39,600</u>	39.6

CONTRACTUAL

Advertising - advertising in local newspapers		
for public notice of meetings =	\$3,500	
	<u>\$3,500</u>	3.5
		<u>79.6</u>

It is assumed that the cost of printing a report, supplies and equipment will be absorbed within the existing budgets of the agency and the Legislative Operating Budget.

FISCAL NOTE

REQUEST:

Revision Date: _____ Agency Affected: Health & Social Services
 Title: Relating to Establishment of BRU: _____
a Task Force on Adolescent Pregnancy.
 Sponsor: Senator Pearce Components: _____
 Requestor: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-
CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
REVENUE	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME	-0-	-0-	-0-	-0-	-0-	-0-
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-

ANALYSIS : (Attach a separate page if necessary)

FY 90 Fiscal impact is "0."
 Commissioner's Office travel required by SCR 38
 will be absorbed by the Department of Health and
 Social Service's budget

Prepared by: Yvonne Chase Deputy Commissioner Phone: 465-3030
 Division: Office of the Commissioner Date: _____

Approved by Commissioner: Myra M. Munson Date: 1/23/90
 Agency: Department of Health & Social Services

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

FISCAL NOTE

REQUEST: _____

Revision Date: _____
 Title: Establishing a task force on
adolescent pregenancy
 Sponsor: Sen Pearce, Sturqulewski, etc
 Requestor: _____

Agency Affected: Community & Regional Affairs
 BRU: _____
 Components: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

There is no fiscal effect for FY 90.

Prepared by: Jim Resman Phone: 465-4750
 Division: Municipal & Regional Assistance Date: 1-22-90
 Approved by Commissioner: Harold Bellman Date: 1-22-90
 Agency: Community & Regional Affairs

Distribution (by preparer):

Legislative Finance
 Legislative Sponsor
 Requestor
 Office of Management and Budget
 Impacted Agency(ies)

FISCAL NOTE

REQUEST:

Revision Date: 1/18/90
 Title: Establishing a task force on adolescent pregnancy and parenthood
 Sponsor: Pearce
 Requestor: Pearce

Agency Affected: Education
 BRU: Executive Administration
 Components: Executive Administration

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	1.0					
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	1.0	0	0	0	0	0
CAPITAL						
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND	1.0	0	0	0	0	0
FEDERAL FUNDS						
OTHER						
TOTAL	1.0	0	0	0	0	0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

This fiscal note reflects one trip to the Second Judicial District for the Commissioner or designee (travel & per diem). It assumes that participation in all other meetings can be coordinated with other required state travel.

Prepared by: Mary Hakala Phone: 465-2800
 Division: Commissioner's Office Date: 1/18/90

Approved by Commissioner: William G. Demmert Date: 1/18/90
 Agency: Education

Distribution (by preparer):
 Legislative Finance
 Legislative Sponsor
 Requestor
 Office of Management and Budget
 Impacted Agency(ies)

Alaska State Legislature 09 1990

3111 C Street, Suite 150
Anchorage, Alaska 99503
(907) 561-2038



During Session:
P.O. Box V
Juneau, Alaska 99811
(907) 465-4993

Senator Drue Pearce
District G

MEMORANDUM

TO: Senator Tim Kelly

FROM: Senator Drue Pearce *Drue Pearce*

RE: Senate Concurrent Resolution 38
Teen Pregnancy Task Force

DATE: March 8, 1990

Yesterday in Senate HESS Committee you asked if there is a separation of powers problem with the way appointments are to be made to the Task Force.

Terri Lauterbach of Legislative Legal Services tells me that there is no problem with the way the resolution is worded since the Task Force would be advisory in nature. The problem of separation of powers occurs only when a legislator serves on a body that executes law.

I hope this helps answer your question.

DP:jf

cc: Senator Paul Fischer, Chair, HESS
Senator Jim Duncan, Vice-Chair, HESS
Senator Al Adams
Senator Lloyd Jones

SCA THOLIC SOCIAL SERVICES

NOV 3 1989

225 CORDOVA STREET, BLDG. B.
ANCHORAGE, ALASKA 99501
(907) 277-2554

November 2, 1989

Senator Drue Pearce
Alaska State Legislature
3111 C Street
Anchorage, Alaska 99503

Dear Senator Pearce:

We are very grateful for the copies of Three a Day, with which you provided us. I have studied it and was most impressed by the up-to-date statistics and the thought provoking financial tables in the appendix. We will use it as a text for the work done by our Prematernal Services' advisory committee during the coming months.

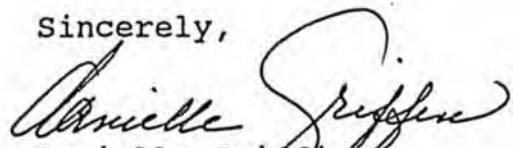
You may not be aware that we are recipients of a pregnancy grant from the state. Services through this grant include: prevention work; talks at schools, etc.; prevention of recidivism which is so frequent among pregnant teens; encouragement of continuing education to prevent dependence on welfare system; childbirth education which includes nutrition, medical and parenting information, and support. Hopefully, we will be of some help in reducing the numbers of low birthweight babies and decreasing infant mortality figures.

Another program initiated by the agency is a "Young Moms' Group," in which women who choose to parent can receive the support and education which will help them give an infant a positive start in life, prevent child abuse situations, and increase the possibility of positive bonding which has such far reaching effects on an individual.

When appealing for help, whether monetary or volunteer hours, the text will be our primary source book because of its accuracy and breadth of coverage. During the next six months, we hope to make a decision on whether to embark on an effort to establish a maternity home in the state. This would be a major, ongoing financial burden, but as shown by your statistical tables, would actually be a great saving in terms of dollars, and more importantly, of human lives.

Thank you for your commitment to the problems of the pregnant women in our state. If we can be of assistance, please call.

Sincerely,



Danielle Griffin
Director, Professional Services

DG:jw



A United Way Agency

Choosing Friends

Part of good judgment is choosing friends. You spend a lot of time with the people you enjoy. You learn from them, have fun with them, and want them to like you.

Hang on to friends who have attitudes and values you admire. Seek out those with healthy interests. Share adventures with people who want to make the most of themselves.

However, don't limit your opportunity to meet someone new just because he or she is not exactly like your other friends. Differences of race, culture, and language can be the basis of many close bonds. Some people are shy, so it may be up to you to open the door to friendship. Visit with them at school. Invite them to join in with Scouting events, ball games, and neighborhood activities. You will be surprised how eagerly others respond to your offers of friendship.



SEXUAL RESPONSIBILITY

As you grow into manhood, your friendships will change. People around you are also changing. Girls you know are becoming young women. They are growing both physically and emotionally. Your relationships with them will become closer and more meaningful to you and to them.

You are maturing sexually, too. As a young man, you are capable of becoming a father. That is a profound responsibility with powerful consequences in your life and the lives of others. It is a responsibility that requires your very best judgment.

Sex is not the most important or most grown-up part of a relationship. Having sex is never a test of maturity. True manliness comes from accepting the responsibility for your actions toward others and yourself in the following ways:

★ *Your responsibility to women.* Whenever you like someone, you want the best for that person. A healthy relationship is supportive and equal. You owe it to the women in your life to keep their best interests in mind. You can have a terrific time together enjoying life and growing emotionally. However, the difficulties created by a pregnancy can be enormous. Don't burden yourself and someone you care for with a child neither of you is ready to bear.

The Boy Scout Handbook

1989 Printing

10th Edition



ANCHORAGE
SCHOOL DISTRICT

4600 DeBarr Avenue
P.O. Box 196614
Anchorage, Alaska 99519-6614
AREA CODE [907] 333-9561

SCHOOL BOARD

William Frick
President

Sharon Richards
Vice President

Carol Stolpe
Clerk

Darryl Jordan
Treasurer

Betty Bruckman

Jean Buchanan
Past President
1983-84, 1986-87

Betty Davis
Past President
1985-86

SUPERINTENDENT

William Coats, Ph.D.

February 20, 1990

The Honorable Paul Fischer
Alaska State Senate
P.O. Box V
Juneau, Alaska 99811

Dear Senator Fischer:

It is my understanding your Health, Education and Social Services Committee is considering the formation of a task force to address the problem of teen pregnancy and teen parenting and to search for solutions to this problem.

I urge your support of the formation of this task force. A recently published report places the public cost of teen parenting at \$20 billion annually. The cost in human terms is incalculatable. I believe the problem to be particularly acute in Alaska. "At-risk" youth has been variously defined but surely includes young women and men in their teens who are facing the responsibility of becoming parents.

Thank you for your interest and I will look forward to meeting with you on my next trip to Juneau.

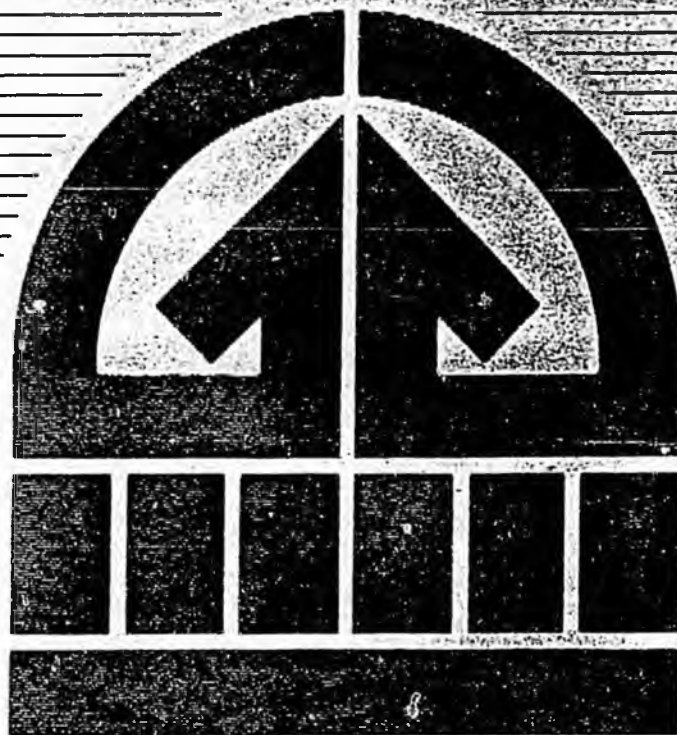
Sincerely,

Carol Stolpe
Carol Stolpe

lw

cc: Senator Drue Pearce

STATE LEGISLATIVE REPORT



TEENAGE PREGNANCY
PROJECT

YOUTH AT-RISK: TARGETING TEEN-AGERS FOR PREGNANCY PREVENTION

by

Susan C. Biemesderfer, Senior Research Analyst

Patrick D. Bustos, Senior Research Analyst

Vol. 14, No. 10 August 1989

An Information Service of the National Conference of State Legislatures
1050 17th Street, Suite 2100, Denver, Colorado 80265. William T. Pound, Executive Director

YOUTH AT-RISK: TARGETING TEEN-AGERS FOR PREGNANCY PREVENTION

Psychiatrists generally agree that adolescence, the period between childhood and adulthood, is a tumultuous and difficult time. Adolescents undergo many physical and emotional changes, and they are increasingly exposed to external, societal turmoils. They struggle with self-definition, interpersonal relationships and new social situations. In addition, they face many opportunities to experiment and to make important decisions. In this process, teen-agers develop new behaviors (1, p. 12, 13).

Recent statistics show that teens are increasingly developing high-risk behaviors that include running away from home, engaging in unprotected sex, abusing alcohol and drugs and becoming involved in criminal and gang activities (1, p. 14). Teen-agers who exhibit these behaviors often have backgrounds that include poverty, learning disabilities, academic failure and families made dysfunctional by drug and alcohol abuse. In addition, characteristics that typically develop in these "at-risk" teens are feelings of low self-esteem, lack of social and economic power, low educational aspirations, loneliness and hopelessness about their futures.

At-risk behaviors can have long-term implications for both the adolescents involved and society at large. Some consequences include dropping out of school, teen-age pregnancy, drug and alcohol addiction, unemployment and incarceration. These consequences, in turn, typically result in an economic burden for taxpayers and lost productivity from youth.

Whether a particular at-risk behavior involves drugs, alcohol, criminal activity or sex, experts identify this category of behaviors as the possible result of several factors. Just as youth substance abuse, gang activity and teen homelessness are problems attributed to teen-agers' struggles with multiple pressures and disadvantages, adolescent pregnancies are often the result of any number of unaddressed risk factors. Viewed from this perspective, teen pregnancy is not an isolated problem, but rather one possible outcome of the larger problem of youth at-risk.

This state legislative report thus examines teen-age pregnancy and parenting from the broader perspective of youth at-risk with a particular focus on comprehensive approaches to teens at-risk for pregnancy and parenting. The report is divided into two major sections: 1) background on the youth at-risk problem with a special focus on teen-age pregnancy; and 2) a review of corresponding state legislative and program responses. These responses will be described from the three perspectives of: 1) primary risk prevention, that is, preventing teen-age pregnancy in the first place; 2) secondary risk prevention, which entails preventing teen-agers who have already been affected by one risk-taking behavior from taking subsequent risks, such as dropping out of school or becoming pregnant again; and 3) comprehensive programs that address facets of both primary and secondary prevention.

BACKGROUND

Many youths live with stressful home situations that affect their behavior or place them "at-risk." For example, teen-agers who become pregnant often have common environmental characteristics that include having mothers who were teen-age mothers, low socio-economic backgrounds, basic educational skills deficiencies, low self-esteem and no hope for breaking out of poverty (2, p. 2).

While the impact of various risk factors is not always clear, the outcomes are well-documented: one in four teen-agers drops out of high school (2, p. 14), one in seven contracts a sexually transmitted disease (3), one in 10 is unemployed and one in 10 girls gets pregnant in her teen-age years. Moreover, in the last 30 years the teen-age homicide rate has doubled and the suicide rate has tripled (2, pp. 14-33).

Teen-age pregnancy is one outcome of at-risk behavior that is of particular concern to legislators, because it often results in dependency on state services. Large amounts of public resources, time and energy are expended to meet the educational, health and social needs of many pregnant and parenting youth.

TEEN-AGE PREGNANCY: AN OVERVIEW

As researchers are better able to identify the factors that may lead a teen-ager to engage in at-risk behavior, legislators use these findings to develop public policy. They are examining primary prevention programs and policies that reach teen-agers before they become pregnant, hoping to educate and influence them to make responsible choices about their sexuality. Secondary prevention initiatives are also gaining the attention of legislators who seek to help pregnant or parenting teens obtain a high school diploma and prevent subsequent pregnancies. In addition, comprehensive programs that address both primary and secondary prevention have been developed by state agencies, school districts and community organizations.

PRIMARY RISK PREVENTION

During the past 10 years, programs and initiatives have increasingly addressed both the environmental characteristics that correlate with teen-age pregnancy and at-risk behavior in general. These efforts are occurring at the federal, state and local level with funding from the public and private sector.

Legislative Initiatives. Primary prevention programs generally fall into two categories: 1) those that impart knowledge or increase awareness of at-risk behaviors, and 2) those that help teens to develop their self-esteem and decision-making skills. Initiatives developed to impart knowledge include health education courses, family communication programs to increase parent-child discussions about sexuality, and public media campaigns designed for teens in need of support and services (4, p. 141). Programs that focus on helping teens to develop self-esteem and decision-making skills include family life education, outreach programs that target teen males, role modeling and mentoring efforts, and youth counseling and crisis centers (4, pp. 97-104).

Legislative initiatives that aim to impart knowledge frequently focus on health education in the schools. These statutes sometimes use language that refers to "family life education," a more broadly based prevention model that focuses on teens' abilities to develop healthy relationships with family members and peers. But the laws classified here as "health education" initiatives place their primary emphasis on teens' knowledge about reproductive health, as opposed to their abilities to communicate and make decisions. For example, 1988 Miss. Laws, Chap. 512, Sec. 3, mandates that "reproductive health education and referral to prevent teen pregnancy and sexually transmitted diseases" be provided under the "school nurse intervention program." The statute specifies that "the teaching of total abstinence" be part of reproductive health instruction and requires parental consent prior to instruction.

Other recent health education laws that attempt to prevent teen-age pregnancies primarily by imparting knowledge include:

- o 1988 Ga. Laws, p.36, Secs. 1-2. Requires local boards of education to prescribe a course in sex education and AIDS prevention; authorizes but does not mandate supplemental instruction regarding peer pressure, self-esteem, local community values and abstinence as an effective prevention method; and
- o 1987 Nev. Stats., Chap. 714. Mandates that each county school district provide instruction on AIDS, the human reproductive system, related communicable diseases and sexual responsibility.

In addition, primary prevention initiatives that attempt to impart knowledge to teens through means other than school-based health education include:

- o 1988 Tenn. Pub. Acts, Chap. 1005, Secs. 1-9. Establishes a teen-age pregnancy information clearinghouse within the Department of Health and Environment;
- o 1988 Tenn. Pub. Acts, Chap. 1012, Sec. 1. Requires that a media campaign about the social and economic costs of teen-age pregnancy be developed and implemented; and
- o 1988 Va. Acts, H.J.R. 103. Expands services for teenagers to increase access to family planning services, crisis hotlines and directories of available services.

The family life education (FLE) model is the most common type of educational approach to helping teens develop self-esteem and decision-making skills. FLE is now mandated by 15 states and provides a distinctly comprehensive method of teaching human sexuality. The curriculum typically covers not only the topics of human development and reproduction, but also includes instruction and discussion about family planning, interpersonal relations, decision-making skills and positive role-modeling.

For example, the New Jersey Board of Education started requiring in 1980 that all public school districts provide FLE for junior high and high school students (5). This initiative, which has received wide acceptance and support, addresses four areas of instruction: interpersonal relationships, human sexual development, responsible personal behavior and the creation of strong families. Local school boards maintain full responsibility for the development of curriculum and all students receive FLE instruction. Parents have the option to excuse their children from these classes, but the great majority do not. In one recent follow-up survey of a 9,000-student school system in Essex County, New Jersey, less than one percent of all parents reported excusing their children from even one lesson (6, p. 3).

The FLE program in New Jersey was initiated by the board of education, and it has served as a model for states that now have legislative mandates to provide FLE. Among them are:

- o 1988 Ky. Acts, Chap. 147, Sec. 1. Orders local school districts to plan and implement "parenting and life skills education" in grades K-12. Requires instruction on a range of related topics that include: self-esteem, determining values, setting goals, decision-making, communication skills, peer pressure, substance abuse prevention, family violence, sexually transmitted diseases, sexual responsibility and parenting skills;
- o 1988 Iowa Acts, Chap. 1018, Sec. 3. Requires that human growth and development be taught in grades K-12 and specifies that the topics covered include human sexuality, self-esteem, interpersonal relationships, life skills, and "discouragement of premarital sex;"
- o 1988 Vt. Acts, Chap. 270. Mandates that schools' health education programs include instruction on sexuality and human development, as well as "instruction which (sic) promotes the development of responsible personal behavior involving decision making about sexual activity including abstinence; skills which (sic) strengthen existing family ties involving communication, cooperation, and interaction between parents and students"; and
- o 1987 Va. Chap. 371. Requires the state board of education to develop curriculum guidelines for a comprehensive, sequential family life education program for grades K-12; instruction must be age appropriate and include "family living and community

relationships, the value of postponing sexual activity, human sexuality, human reproduction, and the etiology, prevention and effects of sexually transmitted diseases."

SECONDARY RISK PREVENTION

High schools lose 25 percent of their potential graduates each year (7, p. 1). The dropout rate among teens who become pregnant during high school is even higher, with an estimated 51 percent to 74 percent dropping out and only half of these women returning to complete their educations by their mid-20s (5, p. 17). Research also shows that women who become mothers as teens are less likely to go on to college than women who bear children in their twenties. In addition, more than 31 percent of teen mothers have a repeat pregnancy within two years (4, p. 203).

One third of teen-age mothers are single heads-of-households, and their earning capabilities are often inadequate to provide for a family (4, pp. 41-42). Just as early childbearing can lead to school drop-out, less education can in turn lead young women to lower-status occupations, lower wages and less job satisfaction. This places many teen mothers at-risk for poverty and dependency on public assistance to support their families (2, p. 11).

Programs and initiatives that help keep teen parents in school have been shown to decrease the likelihood of those teens becoming pregnant again. Staying in school or returning later also increases a teen-ager's chances of becoming employed and avoiding poverty or welfare (6, p. 130). For example, a 17 year follow-up study of 300 inner-city teen-age mothers showed that more than half eventually escaped poverty altogether and that education--for women who remained in school and those who returned in their twenties or thirties--was the most significant contributing factor to their economic recovery (10, p. 39).

Given the positive impact of teen parents becoming further educated and employed, secondary prevention programs focus on ways to facilitate teen parents' schooling and employability. Three common legislative approaches involve job training; providing child care for teen parents while they work or go to school; and promoting the benefits of delaying second pregnancies.

Job Training Initiatives. Legislative proposals aimed at providing job training for teen parents include:

- o Virginia House Rescution 281 (1987). Requests that the Department of Education provide work-study and training opportunities for teen-age parents and other at-risk youth. Students identified as at-risk for dropping out of school are paired with a local business owner who helps provide motivation and an example of the value of a high school education; and
- o 1988 Minn. Laws, Chap. 689. Requires that minor parents receiving AFDC attend school and cooperate with a social services plan that includes job training and developing work skills.

Child Care Initiatives. Legislative initiatives that recommend or mandate assistance for teen parents in need of child care in order to attend school and job training include:

- o Rhode Island House Resolution 123 (1987). Requests that the Department of Human Services, Department of Elementary and Secondary Education, and the Rhode Island Health Center Association provide local child care information to all teen parents who wish to continue their educations; 1987 R.I. Pub. Laws, H.R. 124 requires the Department of Elementary and Secondary Education to study the "feasibility of establishing and supporting on-site child care programs" for teen parents who want to stay in school;

- o 1988 Tenn. Pub. Acts, Chap. 1006, Sec. 2. Requires the departments of Education and Human Services to assist local educational agencies in establishing school-based preschool and parenting learning centers; centers are to provide day care and parent training and must work to reduce teen-age drop-out rates; and
- o 1988 Wash. Laws, Chap. 43. Orders an executive committee to submit to the legislature "a child-care plan, which may include creative solutions" to assist teen parent enrollees in an employment, training and education program in making child-care arrangements.

Initiatives to Promote the Benefits of Delaying Second Pregnancies. Recent legislation in Tennessee is serving as a model for states now targeting teen parents at-risk for repeat pregnancies. 1987 Tenn. Pub. Acts, Chap. 442 requires the directors of the departments of Children's Services, Education, Health and Environment, and Human Services to jointly develop and execute a plan to encourage teen-age parents who are enrolled in public assistance programs to postpone a second pregnancy. 1988 Tenn. Pub. Acts, Chap. 960 further requires the Commissioner of Labor to develop a plan to prevent repeat pregnancies among teen parents and specifically targets teen-agers receiving federal job training assistance.

COMPREHENSIVE PREVENTION PROGRAMS

Legislative roles with regard to comprehensive prevention programs include those of authorizing, financing and evaluating prevention programs. Services and programs can be authorized through a legislature's mandate for a program or from recommendations of a legislative task force or study. Prevention programs are affected by a range of state legislatures' financing roles that include earmarking federal pass-through funds, directly allocating state funds and setting fee-for-service charges. In addition, state legislatures are often responsible for oversight and evaluation functions, such as evaluating program progress or determining an initiative's impact on a target population.

An increasing number of programs around the country are comprehensive in their approaches, addressing facets of both primary and secondary prevention with a target group of at-risk teens. These programs are developed and implemented by state agencies, school districts, community organizations and combinations thereof. Some examples include:

Maryland's Family Support Centers. The Family Support Center sites provide services for young families with children under three years of age. The prevention-oriented programs help teen parents avoid additional un-planned pregnancies, complete their education, acquire job skills and become better parents. Maryland's four pilot centers were started in 1985 with a \$500,000 budget--\$400,000 in legislative allocations through the Maryland Department of Resources and \$100,000 in private donations. Continued legislative support has helped the program grow to a total of 11 centers, with a legislative allocation of \$1,375,000 and a total budget of \$2 million. Program evaluations for the 1986-87 and 1987-88 school years show that 50 percent of participants returned to educational programs within six months, and 75 percent returned within 18 months. In addition, the repeat pregnancy rate for program participants was 9.5 percent, less than a third of the national average. The employment rate for participants increased from 11 percent at intake to 31 percent within six months (11).

Teen Father Collaboration. This multi-site initiative provided comprehensive services for teen fathers and prospective teen fathers in eight cities from 1983 to 1985. Client services included counseling, vocational training, employment placement, educational services, parenting skills, prenatal training and legal advocacy. A total of 395 teen-age males attended programs in Bridgeport, Connecticut; Poughkeepsie, New York; Philadelphia, Pennsylvania; Louisville, Kentucky; St. Paul, Minnesota; Minneapolis, Minnesota; Portland, Oregon; and San Francisco, California. Evaluation data show that two out of three participants were unemployed upon entry to the program, with 148 of

them obtaining full or part-time jobs as a result of their enrollment in vocational training and employment placement classes. Of the 155 males who had not graduated from high school upon entry, nearly one half either returned to school or obtained a high school equivalency degree. The Ford Foundation funded the coordination and evaluation of the initiative, with local foundations contributing to the direct services costs for each of the eight sites. Five of the sites continue to operate with funding from local, private sources (12).

The New Jersey School-Based Youth Services Program. The New Jersey Department of Human Services established 29 community program sites in 1988 with the mandate that each program coordinate its services with existing community organizations. Individual sites are managed by selected middle schools, high schools and non-profit agencies that demonstrate sufficient support from local parent organizations, youths, teachers, industry and human service providers. Since April, 1988, more than 10,000 teen-agers have received 37,000 program services that include job training, child care, health care, family counseling, instruction on parenting skills and substance abuse counseling services. The program's original budget was \$6 million for grants of up to \$250,000 per site. The program has gained considerable legislative and executive support because of its comprehensive approach, and state funding for 1989 was renewed at \$6 million (13).

The Summer Training and Education Project (STEP). STEP demonstration projects in five cities were initiated in 1985 with funding from the U.S. Department of Labor and the Ford Foundation. These summer employment and remedial education programs are designed to help 14- to 15-year old students remain at grade level and provide them with information to prevent unwanted pregnancies. Students receive a half-day of work experience, a half-day of intensive remedial education and 18 hours of life-planning instruction; schools provide academic credit and follow-up on STEP activities during regular academic year. Boston, Massachusetts, Seattle, Washington, Portland, Oregon, San Diego, California, and Fresno, California are the original project sites and have served a total of more than 3,000 teen-agers. Preliminary results show that participants, when compared with a control group, retained more reading gains made during the school year and gained more on math skills, with Black and Hispanic students showing the most improvement. In addition, participants demonstrated increased knowledge about contraceptive practices and reported less sexual activity. Eleven replication projects were implemented in 1988 with funding from the U.S. Department of Labor, state allocations and private contributions.

CONCLUSION

Teens at-risk for early or unwanted pregnancy are part of a larger group of youth who are at-risk for a number of self-destructive behaviors that include running away from home, abusing drugs and alcohol and taking part in criminal activity. Common consequences of all at-risk behaviors are high school drop-out and subsequent poverty or welfare dependency.

Lawmakers, administrators, teachers, parents and students are concerned about the economic and social costs that may be caused by adolescents at-risk for an early or unwanted pregnancy. Legislators are therefore proposing policies that seek to provide students with early, accurate information that they can use to make decisions concerning their sexual behavior. School administrators are making curriculum changes that provide students with information about the potential consequences of particular risks. Parents are working with teachers, community agencies, and private businesses and industry to bring jobs and support programs to their communities. Students have begun to educate and organize themselves to avoid at-risk behavior and provide their peers with positive alternatives, such as "just-say-no" to drugs and sex campaigns.

Although these are positive steps, many at-risk behaviors are linked to much larger problems such as poverty, learning disabilities and dysfunctional families. These larger problems can, however, be overcome with education, cooperation and a concerted effort by legislators, teachers, students and

parents. This recognition of the problems faced by teens at-risk is the first step in finding more and better ways to help our youths.

This document was prepared under a grant from the Ford Foundation. Heather Maggard, Senior Project Manager, Teenage Pregnancy Project, contributed to this State Legislative Report.

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Teen pregnancy: A quiet epidemic

Teen-age girls in a Denver, Colorado neighborhood are participating in an unusual social experiment. They are being paid a dollar a day not to get pregnant.

It's one of many tactics used in the campaign against the nation's teen-pregnancy epidemic — an epidemic that should be a special concern in Alaska.

Our teen pregnancy rate is the nation's second highest. One in eight Alaska teens becomes pregnant. One in 17 has a baby.

Among Alaska Natives, the figures are more alarming. At double the state average, the Native teen birth rate exceeds that in every developed country and all but a handful of Third World nations.



Teen pregnancies sink a generation in poverty and help perpetuate a cycle of despair. One half of teen moms never finish high school. One third end up on welfare. Another third have a second baby within two years. Alaska spends some \$51 million a year to support families begun by a teen mother.

These fractured family lives put the children at great risk of abuse. The children score lower on development tests and risk repeating the cycle of early parenthood and poverty.

Denver's experimental program may not offer any answers to Alaska's epidemic. Different conditions and different cultures call for different approaches.

Experts' recommendations vary. Some promote early sex education. Some support giving contraceptives to sexually active teen-agers. Others suggest efforts to drive home the sometimes harsh realities of parenting. Still others urge building self-esteem as an alternative to getting attention by having sex and making babies.

No effort to reduce teen pregnancies will escape controversy. But the inevitable controversy can't become an excuse to duck the issue. To do nothing is to create another generation of impoverished, undereducated and underachieving families.

FEB 28 1990



American Association of University Women
Alaska Division

Box 33977
Juneau, AK 99803

February 27, 1990

The Honorable Paul Fischer
Alaska State Legislature
Post Office Box V
Juneau, AK 99811

Dear Senator Fischer:

As I'm sure you're aware, the problem of teenage pregnancy has reached epidemic proportions nationwide. In Alaska, we sadly rank among the highest rates of teen pregnancy in the United States: One of every eight teenage females becomes pregnant and three adolescent women become mothers every day.

The Alaska Division of the American Association of University Women (AAUW) is very concerned about this problem. AAUW seeks to promote positive societal change as part of our mission statement, and we feel that the alarming statistics of teen pregnancy can and must be turned around. One way to begin work in this effort is to raise immediate public consciousness of the problem, for it is only when people think about a problem that solutions are sought.

AAUW is conducting a blue ribbon campaign to promote public awareness of the problem of teen pregnancy the week of March 4 - 10, 1990 and Governor Cowper has proclaimed this week as "AAUW Teen Pregnancy Awareness Week". We would like to invite you and your staff to join us in wearing a blue ribbon during the week of March 4 - 10 so that together we may take the first steps in addressing the problem of teenage pregnancy in Alaska.

Sincerely,

A handwritten signature in cursive script, reading "Marcia Lynn McKenzie", is written over a large, stylized flourish that extends from the signature down towards the typed name below.

Marcia Lynn McKenzie
Public Information Officer

POSITION PAPER

SENATE CONCURRENT RESOLUTION NO. 38

For a Resolution Entitled: Establishing a task force on adolescent pregnancy and parenthood issues.

Senate Concurrent Resolution No. 38 proposes the establishment of an Adolescent Pregnancy and Parenthood Task Force to gather evidence and testimony on adolescent pregnancy and parenthood in the state, to recommend a statewide plan with implementation guidelines for reducing the rates of adolescent pregnancy, to recommend improvements in the delivery of information and services relating to adolescent pregnancy, to examine relationships between adolescent pregnancy and alcohol and drug abuse, and to recommend ways of informing children and young adults about the consequences of early parenthood.

The task force would be composed of three Senate members, three House members, the commissioners of the Departments of Health and Social Services, Community and Regional Affairs, and Education, and six public members representing business, public classroom teachers, Native health organizations, religious organizations, and health care providers.

Background: In recent years, a number of studies have addressed one or more aspects of the problem of pregnancies in teenagers in Alaska. Reports include the June, 1987 "Report of the Alaska Teen Pregnancy Task Force", the January, 1988 report of the Governor's Interim Commission on Children and Youth, and the August, 1989 Senate Advisory Council report entitled "Three a Day: Children Having Children in Alaska". All of these reports help to document the factors which contribute to Alaska's rate of teen pregnancy and the personal, familial, societal, and economic effects of teen pregnancy.

In the view of the Department, the extent of the problem has probably been reasonably well defined, however there is still be a need to expand knowledge of public perceptions of the problem and its consequences for the individual and community. As a result of these reports and the recommendations contained in them, a number of efforts have been undertaken or strengthened including emphasis on early and high quality prenatal care for teenagers, improved access to prenatal care, and increased access to family planning services. A review of results to date and future directions would be in order. Because of the nature of the problem, its contributory causes and the controversial nature of some possible solutions, the creation of a task force to recommend public policy and a comprehensive strategy for policy implementation is appropriate.



Position: The Department supports the creation of a task force on adolescent pregnancy and parenthood. The Department particularly welcomes the emphasis on a statewide plan for program implementation as a function of the task force. The composition of the task force would be particularly appropriate since it would assure representation of legislative, political, and community points of view which are necessary for the formulation of an implementable plan.

Recommended by: *Katherine A. Kelley*

Katherine A. Kelley, Dr.P.H.
Director
Division of Public Health

Date: 1/27/90

Approved by: *Myra M. Munson*

Myra M. Munson
Commissioner
Department of Health and
Social Services

Date: 2/15/90

POSITION PAPER / Department of Health and Social Services