

SB 170

SENATE FINANCE COMMITTEE REPORT

DATE: 5/6/91

FURTHER:

DATE TURNED INTO OFFICE: 5-18-91

The Finance Committee considered SENATE BILL NO. 170

Directing the Dept of Health and Social Services to develop a statewide plan and conduct a statewide public awareness campaign relating to adolescent pregnancy prevention and services for adolescent parents and their children; and establishing a program to fund adolescent pregnancy and parenthood projects."

and recommended:

replace with _____ CS ~~5-170(1912)~~
 or adopt _____ CS _____
 attached amendment(s)
 _____ letter of intent adopted

same title
 new title
 technical title change (HB only)

- do pass
- do not pass
- no recommendation
- individual recommendations
- further referral to _____

ATTACHES NEW FISCAL NOTE(S):

APPROVES PREVIOUS:

fiscal note(s) Dept/Date: ~~10/1/88~~
 zero fiscal note(s) _____

fiscal note(s) Dept/Date: _____
 zero fiscal note(s) _____

appropriation-no fiscal note

SIGNING DO PASS:

OTHER RECOMMENDATIONS:

Al Adams
Bill Smith
Kenneth Hoff
Tom Samuels

1. *Tom Samuels* 2. *Ken Hoff* *Do pass*
Co-Chairs: Signatures and Recommendations

**STATE OF ALASKA
1992 LEGISLATIVE SESSION**

Bill Version:
Publish Date:

CS SB 170
5/17/91

REQUEST: FISCAL NOTE

Revision Date: _____ Agency Affects: Health & Social Services
 Title: Statewide adolescent pregnancy prevention program plan BRU: State Health Services
 Sponsor: Pearce, Uehling, Zharoff, Collins Components: Maternal, Child & Family Health
 Requester: Senate HESS

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
Personal Services	93.8	93.8	93.8	93.8	93.8	93.8
Travel	5.0	9.0	9.0	9.0	9.0	9.0
Contractual		80.0	70.0	60.0	50.0	50.0
Supplies	1.5	1.5	1.5	1.5	1.5	1.5
Equipment	7.5					
Land & Structures						
Grants, Claims		200.0	175.0	150.0	125.0	100.0
Miscellaneous						
TOTAL OPERATING	107.8	384.3	349.3	314.3	279.3	254.3

CAPITAL	0.0	0.0	0.0	0.0	0.0	0.0
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REVENUE	0.0	0.0	0.0	0.0	0.0	0.0
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FUNDING: (Thousands of Dollars)

General Funds	107.8	384.3	349.3	314.3	279.3	254.3
Federal Funds						
Other						
TOTAL	107.8	384.3	349.3	314.3	279.3	254.3

POSITIONS

Full-Time	2	2	2	2	2	2
Part-Time	0	0	0	0	0	0
Temporary	0	0	0	0	0	0

ANALYSIS: (attach a separate page if necessary)

Please see attached analysis.

Prepared By: Peter M. Nakamura, MD, MPH, Director
 Division: PUBLIC HEALTH

Phone: 465-3090
 Date: 05/17/91

Approved By Commissioner: Theodore Mala, M.D., MPH
 Agency: HEALTH & SOCIAL SERVICES

Date: 05/17/91

Distribution (by preparer):

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

May 17, 1991

Fiscal Note Analysis for CS-SB 170

FY 92

Personal Services: \$93.8

Permanent, fulltime Health Program Specialist II (Rg 19). This position will facilitate the involvement of all interested parties in the development of the statewide plan and will direct and coordinate the overall development, production, review and dissemination of the plan. Clerk Typist III (Rg 8) to provide support for all the activities related to development of the statewide plan.

Travel: \$5.0

Travel, as needed, to facilitate the involvement of all agencies and individuals who have expertise which will enhance the quality and comprehensiveness of the state plan.

Supplies: \$1.5

Office and computer supplies for the professional and clerical staff.

Equipment: \$7.5

Computers, printer and office furniture for the professional and clerical staff.

FY 93 thru FY 96

Personal Services \$93.8

Permanent full time Health Program Specialist II (Rg 19) to provide on-going technical assistance, training and support to the agencies and individuals delivering services and to provide overall direction for the implementation of the plan developed in FY 92. Clerk Typist III (Rg 8) to provide the clerical support needed to keep this project viable and the entire adolescent pregnancy prevention effort coordinated and delivering services to those in the field who need the materials and support.

Travel: \$9.0

Travel for the Health Program Specialist to provide training around the state, as needed, and to provide technical assistance and local level support.

Contractual: \$80.0 FY93 and reduced by \$10.0 each year

Staff operating costs associated with communications, materials reproduction and purchasing.

Professional contract services related to conducting a statewide awareness campaign, supporting the peer counselor program at the local level and support of local community projects.

Supplies: \$1.5

Office and computer supplies for the professional and clerical staff.

Grants: \$200 FY 92 and reduced by \$25.0 each year

Grants to local communities to fund a percentage of the startup costs for locally developed, targeted adolescent pregnancy prevention projects.

CS FOR SENATE BILL NO. 170 (FINANCE)
IN THE LEGISLATURE OF THE STATE OF ALASKA
SEVENTEENTH LEGISLATURE - FIRST SESSION

BY THE SENATE FINANCE COMMITTEE

Offered:
Referred:

Sponsor(s): SENATORS PEARCE, Uehling, Zharoff, Collins

A BILL

FOR AN ACT ENTITLED

1 "An Act directing the Department of Health and Social Services to develop a statewide
2 plan and conduct a statewide public awareness campaign relating to adolescent pregnancy
3 prevention and services for adolescent parents and their children; and establishing a
4 program to fund adolescent pregnancy and parenthood projects; relating to a peer
5 counselor program; and providing for an effective date."

6 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

7 * Section 1. AS 47 is amended by adding a new chapter to read:

8 CHAPTER 18. PROGRAMS AND SERVICES
9 RELATED TO ADOLESCENTS.

10 ARTICLE 1. COMPREHENSIVE PLANNING.

11 Sec. 47.18.010. DEVELOPMENT OF STATEWIDE PLAN. (a) With the advice of the
12 Alaska Commission on Children and Youth, the department shall develop a comprehensive
13 statewide plan to ensure the effectiveness and efficiency of state programs that relate to the

1 prevention of adolescent pregnancy and the provision of services to adolescent parents and their
2 children under AS 47.18.100 - 47.18.140, and to peer counseling under AS 47.18.200.

3 (b) The plan developed under (a) of this section must

- 4 (1) review and include existing programs and services of state government;
5 (2) examine and consider the achievements and experiences of projects that are
6 similar to those authorized under AS 47.18.100 - 47.18.140 and 47.18.200;
7 (3) give priority to the consolidation and improvement of existing programs;
8 (4) make recommendations with regard to the need for new or expanded programs
9 and services within the existing level of funding;
10 (5) consider the findings and recommendations of the Alaska's Adolescent
11 Pregnancy and Parenthood Task Force; and
12 (6) make recommendations concerning the incremental implementation of the
13 plan.

14 (c) The Department of Education, the Department of Community and Regional Affairs,
15 and the Department of Labor shall assist the department in developing the plan required under
16 (a) of this section. In addition, through appropriate means, the department shall solicit advice
17 from teens, parents, educators, school administrators, taxpayers, civic groups, community
18 organizations, Native organizations, officials of local governments, religious institutions, and
19 other concerned persons about how state programs can be coordinated and operated in a manner
20 that will enhance their effectiveness and efficiency in addressing the many needs associated with
21 adolescent parenting, the prevention of adolescent pregnancies, and the provision of adolescent
22 peer counseling.

23 ARTICLE 2. PUBLIC INFORMATION ABOUT PROGRAMS.

24 Sec. 47.18.050. PUBLIC AWARENESS CAMPAIGN. (a) The department shall develop
25 and implement statewide a continuing public awareness campaign, including appropriate public
26 forums and workshops, radio and television public service announcements, and press releases
27 designed to

- 28 (1) communicate to the public the scope and magnitude of the adolescent
29 pregnancy and parenthood problem in the state;
30 (2) encourage community activities that will educate adults and adolescents about
31 the importance of reducing adolescent pregnancy;

1 (3) enlist the active support and involvement of members of the public and
2 community organizations in the development and implementation of community based programs
3 and activities to reduce adolescent pregnancy and assist adolescent parents in obtaining needed
4 educational, vocational, and parenting skills.

5 (b) A primary policy and objective of the public awareness campaign required under (a)
6 of this section shall be to encourage adolescents to abstain from premarital sexual intimacy.

7 ARTICLE 3. ADOLESCENT PREGNANCY PROJECTS.

8 Sec. 47.18.100. STATE FUNDING AUTHORIZED. In order to encourage and support
9 community based initiatives to combat the many problems associated with adolescent pregnancy
10 and parenthood, the department shall, from appropriations for that purpose, give grants or award
11 contracts to fund a percentage of the cost of local projects designed to prevent adolescent
12 pregnancy and assist adolescent parents in obtaining needed educational, vocational, and
13 parenting skills.

14 Sec. 47.18.110. ELIGIBLE PROJECTS. (a) Projects funded under AS 47.18.100 shall
15 be designed with a holistic approach that recognizes the interconnectedness of adolescent
16 parenthood and a broad array of related circumstances, such as low self-esteem, domestic
17 violence, substance abuse, economic security, financial responsibilities of having a child, cultural
18 integrity, sources of adolescent stress, parenting skills, educational and vocational opportunities,
19 and access to reproductive health services.

20 (b) Projects funded under AS 47.18.100 may include one or more of the following types
21 of activities:

- 22 (1) family life education;
- 23 (2) counseling services for adolescents who are, or who may think they are,
24 pregnant or who want to avoid pregnancy;
- 25 (3) prenatal care for pregnant adolescents;
- 26 (4) job training and placement for adolescent parents;
- 27 (5) educational and support services for adolescent parents;
- 28 (6) other activities that, in the judgment of the department, are likely to have a
29 tangible effect on combating a problem associated with adolescent pregnancy or parenthood.

30 Sec. 47.18.120. APPLICATIONS FOR PROJECT FUNDING. (a) A person or group
31 seeking funding under AS 47.18.100 shall apply to the department on a form provided by the

1 department.

2 (b) When applying under (a) of this section, the applicant must demonstrate to the
3 satisfaction of the department that the proposed project

4 (1) has been designed with extensive assistance from local community members
5 who represent a variety of interests, cultures, and perspectives on adolescent pregnancy and
6 parenthood;

7 (2) is based on sound research, to the maximum extent possible;

8 (3) will maximize collaboration among all relevant agencies involved in the needs
9 being addressed by the project;

10 (4) includes an evaluation component to measure project effectiveness;

11 (5) includes a public awareness campaign component.

12 Sec. 47.18.140. PROMOTION OF PROGRAM AND PROJECTS. (a) The department
13 shall take appropriate actions to publicize the availability of funds under AS 47.18.100 -
14 47.18.140.

15 (b) The department shall annually conduct regional conferences or workshops across the
16 state to

17 (1) showcase the activities and achievements of projects funded under
18 AS 47.18.100 - 47.18.140 for which the evaluation components have shown a high level of
19 success;

20 (2) encourage and support the replication of these successful projects; and

21 (3) increase public awareness of the availability of state administered services and
22 programs to address the many problems associated with adolescent pregnancy and parenthood.

23 ARTICLE 4. ADOLESCENT PEER COUNSELING.

24 Sec. 47.18.200. PEER COUNSELOR PROGRAM. (a) The department shall develop
25 and implement a continuing statewide program of technical support and assistance to encourage
26 school districts, municipalities, and nonprofit corporations incorporated under AS 10.20 that
27 initiate implementation, or that are considering implementation, of adolescent peer counseling
28 groups under adult supervision for

29 (1) prevention of adolescent behavioral patterns that jeopardize physical and
30 mental health and that hamper social, educational, and personal development; and

31 (2) spreading information about services that are available to adolescents to help

1 them with their health needs.

2 (b) The program of technical support required under (a) of this section must include

3 (1) suggested methods for maintaining a high level of adolescent, parental, and
4 community support for peer counseling groups;

5 (2) workshops, seminars, or other training opportunities for adolescent peer
6 counselors and their adult leaders; this training must include sessions to

7 (A) develop interpersonal communications skills;

8 (B) teach accurate health information, emphasizing sexual development;

9 (C) provide information about services that are available in the peer
10 counselors' areas and how those services can be obtained for pregnancy prevention, and
11 prenatal care; and

12 (D) encourage adolescents to avoid major risk-taking behavior and to
13 reinforce responsible behavior and self control;

14 (3) assistance in selecting appropriate resource materials for the groups;

15 (4) recommended mechanisms for effectively monitoring and evaluating the
16 activities and accomplishments of the groups; and

17 (5) other similar services to assist and encourage school districts and
18 municipalities in establishing and administering adolescent peer counseling groups.

19 (c) In developing the program of technical support and assistance required under (a) of
20 this section, the department shall review and consider the activities and accomplishments in other
21 states that have developed peer counseling networks. The department shall solicit contributions
22 of money and expertise from the private sector that may be available for this type of program.

23 ARTICLE 5. GENERAL PROVISIONS.

24 Sec. 47.18.900. DEFINITION. In this chapter, "department" means the Department of
25 Health and Social Services.

26 * Sec. 2. AS 47.18.050 - 47.18.200, as added by sec. 1 of this Act, take effect on the date the
27 Department of Health and Social Services completes the plan required under AS 47.18.010(a), as added
28 by sec. 1 of this Act. The commissioner of health and social services shall certify to the revisor of
29 statutes and the lieutenant governor the date the plan is completed.

7-LS0525ND
Lauterbach\Dierdorff
5/15/91

*This draft incorporates
Sen. Adams' amendments.
SB 172 also rolled into this draft.*

CS FOR SENATE BILL NO. 170 (FIN)
IN THE LEGISLATURE OF THE STATE OF ALASKA
SEVENTEENTH LEGISLATURE - FIRST SESSION

*Adopted
5/17/91*

BY

Offered:
Referred:

Sponsor(s): SENATORS PEARCE, Uehling, Zharoff, Collins

A BILL

FOR AN ACT ENTITLED

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2 plan and conduct a statewide public awareness campaign relating to adolescent pregnancy
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15 be designed with a holistic approach that recognizes the interconnectedness of adolescent
16 parenthood and a broad array of related circumstances, such as low self-esteem, domestic
17 violence, substance abuse, economic security, financial responsibilities of having a child, cultural
18 integrity, sources of adolescent stress, parenting skills, educational and vocational opportunities,
19 and access to reproductive health services.

20 (b) Projects funded under AS 47.10.100 may include one or more of the following types
21 of activities:

22 (1) family life education;

23 (2) counseling services for adolescent who are, or who may think they are,
24 pregnant or who want to avoid pregnancy;

25 (3) prenatal care for pregnant adolescents;

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3 satisfaction of the department that the proposed project

4 (1) has been designed with extensive assistance from local community members
5 who represent a variety of interests, cultures, and perspectives on adolescent pregnancy and
6 parenthood;

7 (2) is based on sound research, to the maximum extent possible;

8 (3) will maximize collaboration among all relevant agencies involved in the needs
9 being addressed by the project;

10 (4) includes an evaluation component to measure project effectiveness;

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12 Sec. 47.18.140. PROMOTION OF PROGRAM AND PROJECTS. (a) The department
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7 (A) develop interpersonal communications skills;

8 ~~(B) teach accurate health information, emphasizing sexual development;~~

9 (C) provide information about services that are available in the peer
10 counselors' areas and how those services can be obtained for pregnancy prevention, and
11 prenatal care; and

12 ~~(D) encourage adolescents to avoid major risk-taking behavior and to~~
13 ~~reinforce responsible behavior and self control;~~

14 (3) assistance in selecting appropriate resource materials for the groups;

15 (4) recommended mechanisms for effectively monitoring and evaluating the
16 activities and accomplishments of the groups; and

17 (5) other similar services to assist and encourage school districts and
18 municipalities in establishing and administering adolescent peer counseling groups.

19 (c) In developing the program of technical support and assistance required under (a) of
20 this section, the department shall review and consider the activities and accomplishments in other
21 states that have developed peer counseling networks. The department shall solicit contributions
22 of money and expertise from the private sector that may be available for this type of program.

23 ARTICLE 5. GENERAL PROVISIONS.

24 Sec. 47.18.500. DEFINITION. In this chapter, "department" means the Department of
25 Health and Social Services.

26 * Sec. 2. AS 47.18.050 - 47.18.200, as added by sec. 1 of this Act, take effect on the date the
27 Department of Health and Social Services completes the plan required under AS 47.18.010(a), as added
28 by sec. 1 of this Act. The commissioner of health and social services shall certify to the revisor of
29 statutes and the lieutenant governor the date the plan is completed.

Alaska State Legislature

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 Pat Pourchot, Co-chair
Senate Finance Committee

FROM: Senator Drue Pearce *Drue Pearce*

DATE: May 15, 1991

RE: CSSB 170 & 172

After taking into consideration some concerns raised by the members of the committee, I have drafted a blank CS that makes major changes in this legislation that require explanation.

Originally there were two separate pieces of legislation. SB 170 directed the Department of Health and Social Services to develop a statewide plan to implement a public awareness campaign and to develop community projects dealing with prevention of adolescent pregnancy. SB 172 would have created a position in the Division of Public Health to coordinate and support peer counseling throughout the state. During the committee process, communication with the Department resulted in an informal agreement that the SB 172 position would also support the campaign developed in SB 170.

The major problem that was identified with the original versions of the bill was that the planning stage in SB 170 would have occurred simultaneously with the implementation of the program. There was also some dispute about whether the requirement of new programs should be in permanent statute.

Senator Adams proposes to only pass the planning aspect of SB 170. His amendment would fund a temporary position to create a plan of implementation, and this plan would be presented to the legislature next session to determine if further action should be taken.

The blank CS which I am proposing would combine SB 172 into SB 170. In order to alleviate the problem of the planning occurring at the same time of implementation, I have changed the bill so that for FY 92 the only money in the fiscal note will be for a position to do the planning for both programs.

Assuming that this planner will pool existing programs and find other sources of money, the fiscal note is drastically less than the original contractual and grant lines in both of the original bills.

In drafting the language for planning section of the blank CS we used all of the language Senator Adams proposed in his amendment. The emphasis is clearly on coordination of existing resources.

The Adolescent Pregnancy and Parenthood Task Force did a great deal of planning. Both of these pieces of legislation are a result of extensive interim work. Allowing a permanent employee to take the Task Force recommendations and develop an implementation plan makes good business sense.

These programs need to be required in statute. Currently there are no programs in our state specifically directed at the problem of teen pregnancy, yet our teen pregnancy rate is one of the highest in the nation. Dealing with the problem of teen pregnancy is something that has not been a traditional social service. Quick fix, one time expenditures, are not going to solve this social crisis. Until the Legislature makes solving this issue a priority, our state will continue to shoulder the financial and moral burden of ignoring adolescent parents and their children.

Response to Senator Adams Amendment

Page 2, lines 4-13

Section 1, (b) which specifies the requirements of how the plan will be developed has been changed to include the language Senator Adams proposed in his amendment.

In using Senator Adams language, we are meeting the concern that the focus of the plan should be to pool existing resources.

Page 5, lines 26-29

This change would postpone implementation of the actual programs of peer counseling and public awareness until after the Department of Health and Social Services completes the plan. The commissioner will then certify the plan with the revisor of statutes.

Senator Pearce Changes

Page 3, line 11

This amendment would change the original language which required the state to fund up to 90%. The amendment would change the language to "a percentage," which would allow the Department to determine the percentage. Since the grant line is lowered so drastically in the fiscal note, it is not possible to fund every eligible project at 90%.

Page 4, line 26

Allows nonprofit corporations to initiate and apply for project money. This change was made to the House companion bill. During the committee process, many non-profit organizations like Planned Parenthood expressed an interest and would be perfectly suited for initiating a peer counselor program, but the original language would only have allowed interested municipalities and school districts to apply.

Page 4, line 28

This change was also made in the House and I have proposed it to make my legislation consistent. It was a concern of the committee that adult supervision over peer counseling was not explicitly stated in the legislation. Adult supervision was assumed, this change would make it required.

Page 5, line 8 and lines 12 & 13

Changes the language originally in (b) and adds (d) to include the new language. Our original language was convoluted, this change makes the intent regarding sexual development more clear. This too is a change to make the bill consistent with the House version.

A M E N D M E N T

OFFERED IN THE SENATE

BY SENATOR PEARCE

TO: SB 170

Page 3, line 5:

Delete "up to 90 percent"

Insert "a percentage"

A M E N D M E N T

OFFERED IN THE SENATE

BY SENATOR ADAMS

TO: SB 170

Page 1, line 1, following "a" through page 4, line 19:

Delete all material.

Insert:

"comprehensive statewide plan to address adolescent pregnancy prevention, services for adolescent parents and their children, and adolescent peer counseling; and providing for an effective date."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* **Section 1.** (a) With the advice of the Alaska Commission on Children and Youth, the Department of Health and Social Services shall develop a comprehensive statewide plan to ensure the effectiveness and efficiency of state programs that relate to the prevention of adolescent pregnancy, the provision of services to adolescent parents and their children, and adolescent peer counseling.

(b) In developing the plan under (a) of this section, the department shall

(1) review existing programs and services of state government;

(2) give priority to the consolidation and improvement of existing programs;

(3) consider the findings and recommendations of the Alaska's Adolescent Pregnancy and Parenthood Task Force; and

(4) consider the best means of incremental implementation of any changes requiring an increased level of public financing.

(c) The Department of Education, the Department of Community and Regional Affairs, and the Department of Labor shall assist the Department of Health and Social Services in developing the plan required under (a) of this section. In addition, through appropriate means, the Department of Health and Social Services shall solicit advice from teens, parents, educators, school administrators, taxpayers, civic groups, community organizations, Native organizations, officials of local governments, religious institutions, and other concerned persons about how state programs can be coordinated and operated in a manner that will enhance their effectiveness and efficiency in addressing the many needs associated

with adolescent parenting, the prevention of adolescent pregnancies, and the development of adolescent peer counseling programs.

* **Sec. 2.** The Department of Health and Social Services shall report to the legislature by the 10th day of the Second Regular Session of the Seventeenth Alaska Legislature its findings and recommendations on statutory and budgetary changes needed to implement the plan developed under sec. 1 of this Act.

* **Sec. 3.** This Act is repealed February 1, 1992.

* **Sec. 4.** This Act takes effect immediately under AS 01.10.070(c)."

Alaska State Legislature

Al Adams
District L



Official Business

MEMORANDUM

WHILE IN SESSION
P.O. Box V
State Capitol
Juneau, Alaska 99811
(907) 465-3707

OUT OF SESSION
P.O. Box 333
Kotzebue, Alaska 99752
(907) 442-3245

3111 C Street
Anchorage, Alaska 99503
(907) 561-7622

To: Senator Pat Pourchot
Co-Chairman
Senate Finance Committee

From: Senator Al Adams *AA*
Chairman
Dept. of Health & Social Services
Budget Subcommittee
Senate Finance Committee

Date: May 14, 1991

Subj: SB 170/SB 172

I have reviewed Senate Bill 170 relating to teen pregnancy and SB 172 relating to establishing a peer counselor program and tomorrow will be offering the attached amendment to SB 170.

The proposed amendment would have the effect of consolidating portions of SB 170 and SB 172 into one bill with the sole purpose of directing the department to develop a statewide plan to address **both** the many issues relating to teen pregnancy/teen parenthood and the proposed peer counseling program. The department would report back to the Legislature early next session on any statutory/budgetary requirements needed to implement the plan.

I strongly oppose the creation of a new grant program or technical assistance program this year in the absence of a well considered overall plan for the following reasons:

First, as Chairman of the budget subcommittee for the Department of Health and Social Services, I have just completed work on the department's FY 92 budget. A large part of the subcommittee's work this session was devoted to restoring the ill-conceived reductions

proposed by the new Administration. Ironically, a sizable portion of these reductions were for the same or closely related programs addressed in SB 170 and SB 172. I am utterly mystified as to why, on the one hand, the Administration recommends cutting programs in the FY 92 budget and, on the other hand, supports establishing the same programs in statute along with sizable fiscal notes.

For example, the Governor's budget for the Division of Mental Health & Developmental Disabilities recommends reductions in 1) grants for the natural helpers program; 2) suicide prevention grants; and 3) technical assistance to rural communities for community-based mental health programs. In the Division of Family & Youth Services' budget, the Governor proposes reducing grants for the prevention of child abuse, neglect and delinquency by \$1.3 million. Will the Governor sign SB 170 and SB 172 into law along with their fiscal notes and then turn around and veto funds for the same purposes out of the FY 92 budget?

Second, one of the very first actions taken by the new Administration was to abolish the Office of Prevention which would have been ideally suited to address the issues raised in SB 170 and SB 172. In the absence of a body to coordinate prevention efforts, it is apparent to me that a statewide plan--developed by all the divisions within the department--is essential to avoid the duplication of effort and lack of coordination that will otherwise result.

Finally, the statewide plan envisioned in the original version of SB 170 places far too much emphasis on the creation of new programs and services and far too little on an examination of how existing resources might be better utilized to address the teen pregnancy/teen parent problem. In addition to the funds restored by the House and Senate in the FY 92 budget cited above, numerous other programs exist which are directly or indirectly related to these issues including Medicaid, the EPSDT program and welfare reform projects for teen parents among others. All these existing resources should be considered as is made clear in my amendment.

In conclusion, I believe my amendment will provide the best opportunity for the new Administration to carefully consider the

Senator Pat Pourchot
SB170/172
Page 3

teen pregnancy/teen parent and peer counseling issues and to develop a unified and comprehensive plan to address the many problems identified in the report of *Alaska's Adolescent Pregnancy and Parenthood Task Force*.

As Chairman of the Senate Finance Committee, Department of Health & Social Services Budget Subcommittee, I will be more than happy to work with the sponsors of SB 170/172 and the Administration next year to implement the recommendations of a statewide plan.

cc: Senator Drue Pearce
Representative Johnny Ellis
Mr. Tom Bergstrom/DHSS

DRAFT FISCAL NOTE
SB 170
(ADAM'S AMENDMENT)

IF THE ADAM'S AMENDMENT IS ADOPTED, THE FISCAL NOTES FOR SB 170 AND SB 172 COULD BE CONSOLIDATED AND REDUCED FROM A TOTAL OF 449.8 GF TO 68.0 GF BROKEN OUT AS FOLLOWS:

- 100 50.0 1 Non-Permanent Health & Social Services Planner II (R 19) and 1 Clerk Typist III (R 8) to develop a statewide plan
- 200 5.0 Travel to consult with interested groups in development of a statewide plan
- 300 10.0 Communications/other for planning staff and plan publication
- 400 3.0 Supplies for planning staff

Total Expenditures: 68.0

Source of Funds: General Fund

Positions: 2 Non-Permanent

For an Act entitled: "An Act directing the Department of Health and Social Services to develop a statewide plan and conduct a statewide awareness campaign relating to adolescent pregnancy prevention and services for adolescent parents and their children; and establishing a program to fund adolescent pregnancy and parenthood projects."

Summary

SB 170 amends AS47 by adding a Chapter 18, entitled Programs and Services Related to Adolescents. Article one directs the Department, with guidance from the Alaska Commission on Children and Youth to develop a statewide plan to ensure that state programs related to adolescent pregnancy prevention and the provision of services to adolescent parents and their children are efficient and effective. Article two directs the Department to develop and implement a statewide public awareness campaign, utilizing all forums and media, to communicate to the public the magnitude of the problem and to enlist community help with the problem. A primary objective of the campaign will be to encourage adolescents to abstain from premarital sexual intimacy. Article three directs the department to fund, from appropriations for that purpose, local projects designed to prevent adolescent pregnancy and provide adolescents with educational, vocational and parenting training. It also directs the Department to annually conduct regional conferences or workshops to showcase successful projects, encourage their replication and increase public awareness of the available services directed to the problems of adolescent pregnancy and parenting.

Discussion

A comprehensive state plan; outlining need, essential care services, available resources, existing programs and priorities for future activity would help state and local entities. It would help prioritize projects for funding, as resources dwindle. It would provide information regarding successful interventions and activities and would convey to possible outside funding agencies, ie. the federal government and private foundations, the exact nature of the need, the scope of the current effort and the context within which the proposed projects would operate.

The success of the Healthy Babies public awareness campaign in getting pregnant women into prenatal care early is an excellent example of how effective a well designed campaign can be. Most adolescents and their families believe adolescent pregnancy and parenting is something that happens only to others. There is also the belief that it really doesn't change the adolescent or the family's life that much. A good campaign that communicates the magnitude of the problem and encourages communities to educate themselves about the realities of children having children can go far towards improving the support and services available to those who find themselves dealing with an adolescent pregnancy.

The early onset of sexual activity within the adolescent community gives rise to myriad of problems, pregnancy and parenting at a


young age being only two of them. Sexually transmitted diseases, some of them life threatening or potentially destructive to the young man or woman's reproductive ability, are a daily reality. A campaign directed towards encouraging adolescents to delay sexual intimacy till after marriage can have far reaching positive effects as far as self-esteem and educational attainment are concerned.

The Division of Mental Health has had significant success with it's program of community based Suicide Prevention Projects. This bill directs communities to design holistic programs with cultural integrity. It requires applicants to demonstrate that the entire community to be served be involved in the planning process and have their interests and perspectives well represented. Hopefully, projects will integrate services from agencies that traditionally have not worked well or closely together. Well designed evaluation and public awareness components will provide valuable information regarding the effectiveness of the strategies employed and will get the information about the project out to those who need the services.

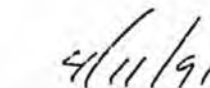
Many times very successful programs are not replicated because other communities do not know about them or there effectiveness. The regional conferences can bring together professionals, adolescents and their families to discuss what works, what doesn't work and what future activities should be. It provides those working in the field a chance to network with their peers and to get support, encouragement, affirmation and recognition for work that was well done.

Position

The Department of Health and Social Services recommends passage of SB 170 because it addresses the needs of pregnant and parenting adolescents and their families in communities across the state. The plan will provide guidance to all entities in the state providing services to the target population and the public awareness campaign, the community based projects and the regional workshops will all enhance the delivery and quality of services available to pregnant and parenting adolescents and their families.



Peter M. Nakamura, MD, MPH
Director
Division of Public Health



Date

Theodore A. Mala, MD, MPH
Commissioner
Department of Health and Social Services

Date

Adolescent
Pregnancy and Parenthood
Task Force

Recommendation

RECOMMENDATION:

Mandate that the Department of Health and Social Services direct a statewide public awareness campaign and fund and monitor a program of comprehensive adolescent pregnancy prevention projects modeled after the Division of Mental Health Suicide Prevention Projects.

Issue

The magnitude of the problem of adolescent pregnancy is a result of a complex combination of factors that vary greatly from one community to the next. These factors are diverse and cannot be solved by a single approach; therefore, this Task Force has learned that the most successful approach to solving the problem of adolescent pregnancy will have to include a wide variety of programs and services. By forming diverse coalitions, respecting community cultures, and addressing adolescent pregnancy in context, set backs can be minimized and the potential for success maximized. Preventing adolescent pregnancy means changing the decisions adolescents make about sexuality and child bearing. These decisions are bound up in the adolescents ideas about family life, education, and their perception of their own abilities and opportunities. A variety of other circumstances related to mental health, family violence, substance abuse, and community development also impinge on the making of these decisions.

If the state is to reduce rates of adolescent pregnancy, it must employ a comprehensive approach. The various political entities must have the support and confidence of the public as a whole, and certainly changing people's values and attitudes takes time.

Implementation

- 1) The statewide public awareness campaign shall:
 - a) coordinate all interested and appropriate agencies in the state;
 - b) develop a multi-media program that communicates to the public the scope and magnitude of the adolescent pregnancy problem;
 - c) call for volunteers from other state agencies as well as the private sector;

According to the office fiscally responsible for suicide prevention projects, grants average \$15,000 per year per project, and there are nearly 50 projects around the state. Grants are

given to communities who have developed a proposal for preventing suicide in their localities. A copy of a grant application for a suicide prevention project is included in Appendix B.

Benefits

Initially, the expected benefits include a greater focus on the problem of adolescent pregnancies in many communities, which itself would result in better clarity. In addition, strategies for preventing adolescent pregnancy that are relevant to individual communities would be developed and implemented, evaluated, and possibly shared with other communities.

Over time, the number of adolescent births (and pregnancies, although this cannot be adequately measured) would decline. Additional benefits, perhaps not directly related to adolescent pregnancy, such as enhanced cultural pride, greater local support for domestic violence victims, or improved vocational training opportunities, are also likely.



National Conference of State Legislatures

OFFICIAL POLICY

JOINT -- HEALTH & HUMAN SERVICES

PARENTAL AND CHILD SUPPORT SERVICE

WHEREAS, The National Commission to Prevent Infant Mortality has concluded that women should have access as soon as they become pregnant to the full array of available support services, including maternal and child health programs, food supplement programs, social and welfare services, substance abuse prevention and rehabilitation, education, and family planning services; and

WHEREAS, The National Conference of State Legislatures concurs with the findings of the National Commission to Prevent Infant Mortality, and affirms its commitment to the need to address the health and social service needs of pregnant women and to the needs of their children; now, therefore, be it

RESOLVED, That the National Conference of State Legislatures finds and declares that pregnant women shall have the right of access to the following services and programs designed to ensure a healthy pregnancy and delivery, and supportive assistance for these women and their children:

- o Perinatal care programs to ensure healthy pregnancies and deliveries;
- o Postnatal care for healthy child development;
- o Information and assistance relative to public and private adoption services;
- o Access to, and eligibility for, a range of services designed to provide health and social services to women, their families, and their children, including, but not limited to, the following:
 - o Substance abuse treatment and prevention and smoking cessation programs;
 - o Counseling programs relative to HIV infection and its transmission from mother to infant;
 - o Education, work training and placement programs;
 - o Adolescent family life programs designed to keep teenage parents in school to complete their basic education and to assist them in avoiding repeat teen pregnancies;

- o Family planning services;
- o Child abuse prevention programs;
- o Parenting programs and classes;
- o Child care and latchkey programs;
- o Public assistance programs, and be it further

RESOLVED, That the National Conference of State Legislatures supports the creation of assistance and incentive programs, such as stipends or tax credits, that will result in the adoption or foster placement of "hard to place" children including minority children, handicapped children, abused children, substance-addicted children, children infected with the human immunodeficiency virus, and other children that are considered difficult to place by public or private adoption agencies with care taken for increased training of foster parents; and be it further

RESOLVED, That the National Conference of State Legislatures declares that having each term pregnancy and birth result in a more healthy and productive outcome for the mother and her child is in the best interest of American citizens.

The Supplemental Feeding Program for Women, Infants, and Children (WIC) is an important part of the overall effort to reduce the rate of infant mortality and morbidity. The WIC program provides prescription food packages to pregnant women, infants, and young children from low-income households who are determined by competent medical professionals to be at nutritional risk. The importance of this program cannot be overemphasized. Nutritional deficiencies during pregnancy and early childhood can result in lasting damage to a child's mental and physical development. The WIC program has been proven effective in reducing the incidence of low birth weight which is often the precursor of poor health in infants. This program should be given priority status by the Congress and should be fully funded.

Adolescent Pregnancy and Parenting

Federal, state, and local elected officials can work together to reduce the incidence of adolescent parenthood. Adolescent parents usually complete less formal education, experience marital instability, and have higher unemployment. Their children are greater medical risks and more often live in poverty. Adolescent parents also are disproportionately represented among the recipients of state and federal programs providing cash, medical, and nutritional assistance.

Pregnant adolescents are more likely to have "high risk" pregnancies which makes prenatal care for pregnant teens more important than prenatal care for other pregnant women. Special efforts are needed to make pregnant adolescents aware of the dangers of smoking, of alcohol, and of prescription or illegal drugs during and after pregnancy. A concerted effort is needed to ensure that a sufficient number of physicians to care for low income pregnant women and their children is available.

NCSL supports efforts to prevent adolescents from becoming parents. NCSL supports continued federal funding for programs which provide both assistance to teens who are parents and for information and programs designed to prevent teens from becoming parents. In addition, NCSL urges the Congress to provide adequate funding for the Maternal and Child Health and the Social Services Block Grant programs, because the funding includes programs assisting adolescent parents. NCSL urges the federal government and state governments to support education and outreach programs to make adolescent parents aware of the full range of assistance available to them under federal, state, and local law. Federal, state, and local elected officials should support programs designed to provide support services such as parenting skills instruction, child care, job training opportunities, and education assistance to encourage self-sufficiency for teenage parents. Finally, NCSL urges the federal government to provide technical assistance to state and local governments to establish information and data exchanges, and when special programs are developed, to include an evaluation component.

NCSL encourages proposals that would provide special services, including case management and counseling to pregnant adolescents. NCSL is particularly supportive of proposals that would require states to encourage pregnant adolescents to complete their high school education. NCSL believes successful programs for teen parents must assist and consider the needs of the pregnant woman, the prospective father, and the child. It is also extremely important for elected officials at all levels of government to stress the importance of parental responsibility by establishing the paternity of and seeking child support payments for the children of adolescent mothers.

Alaska State Legislature

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During Session:
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(907) 465-4993

Senator Drue Pearce
District G

MEMORANDUM

TO: Senator Pat Pourchot, Co-Chair
Senate Finance Committee

FROM: Senator Drue Pearce *Drue Pearce*

DATE: May 13, 1991

RE: Sponsor Statement for CSSB 170 (HESS)

This legislation will create a campaign in our state to make the public aware of the problems and potential solutions associated with adolescent pregnancy. The fundamental purpose of this bill is to communicate the gravity of teen pregnancy to the people of our state. Alaska has one of the highest teen pregnancy rates in the nation, and these shocking statistics illustrate a problem that needs to be publicly addressed on a statewide basis.

This bill requests a coordinating effort between all affected departments as well as a large and diverse group from the community to enhance the effectiveness of the public awareness campaign and special community projects this legislation provides.

The awareness campaign would utilize all areas of media which would best reach the target communities. Public Service Announcements were included in the estimation of the fiscal note to minimize costs while still expressing the adolescent pregnancy problem.

Special Community projects modeled after the Suicide Prevention projects are also provided for in this legislation. The grant money would be awarded to communities who wish to add the issue of teen pregnancy to the Suicide Prevention Projects which already exist. These projects are especially important for small communities which may not fully benefit from a main stream media campaign.

The public awareness campaign and the special projects are an essential step in preventing adolescent pregnancy and communicating healthy parenting skills to adolescent parents.

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Senator Drue Pearce
District G

MEMORANDUM

TO: Senator Pat Pourchot, Co-Chair
Finance Committee

FROM: Senator Drue Pearce 

DATE: May 4, 1991

RE: Scheduling of SB 170, CSSB 172 (HESS), and CSSB 173
(HESS)

Please consider scheduling SB 170, CSSB 172 (HESS), and CSSB 173 (HESS) for a hearing as soon as possible.

These three pieces of legislation resulted from the recommendation of the Adolescent Pregnancy and Parenthood Task Force. The bills individually deal with separate areas, but hearing them together would allow for an overall perspective of the problem of teen pregnancy.

SB 170 would establish a statewide public awareness campaign to educate the public as to the magnitude of adolescent pregnancy within our State. The money enumerated for the contractual services is based on the very successful Healthy Baby Campaign. The bill also has a grant line for special projects.

Since there are many unique communities in Alaska, the special projects would allow for local flexibility in dealing with the teen pregnancy crisis. I have worked with the Division of Mental Health which currently administers money for such projects based out of suicide prevention funds. These grants would be allocated to the existing suicide projects with the inclusion of the issue of teen pregnancy.

CSSB 172 (HESS) creates a position in the Department of Health and Social Services to coordinate peer counseling within the state. Teenagers seek advice from their peers far more often than from adults. Peer counseling programs provide a non-threatening environment in which adolescents are able to learn about themselves and available services. Coordinating these efforts throughout the state will create more efficient programs. Providing this technical support would strengthen the existing

peer counseling and infuse teen pregnancy as a major aspect of the program. The position would not be completely administrative, but rather more of a field worker in the area of training. It is the intent of this legislation that the position would also try to access grants applicable to the peer counseling programs within the state.

The primary purpose of CSSB 173 (HESS), is to provide day care in or near public schools for the children of adolescent parents. The bill would also allow post-secondary students and employees of the school district to participate in the program, since some communities could not cost effectively utilize a program which would only allow the children of students to participate.

The bill requires that the school districts match the state provided funds through money or in kind support. In order to receive grant money, proof of this support is required. The legislation limits the age of the children in the program to infant through three years. These ages were chosen because infant care is difficult to obtain, and it is especially important to allow the adolescent parent immediate accessibility back into the school system.

This fiscal note is a generous estimation assuming all districts will find matching funds and apply to the program. Affordable and accessible day care is one of the biggest obstacles teen parents face. Education is the best weapon against breaking the cycle of poverty in which teen families are submerged. This legislation could break that cycle by making continuing education for adolescent parents more attainable.

If you have any questions please contact me or Meg Simonian of my staff.

Thank you.

Alaska State Legislature

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During Session:
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Senator Drue Pearce
District G

MEMORANDUM

SUBJECT: Public Awareness Campaign to Prevent Teen Pregnancy
(CSSB 170 HESS)

TO: Senator Pat Pourchot, Co-Chair
Senate Finance Committee

FROM: Senator Drue Pearce *Drue Pearce*

DATE: May 13, 1991

The following is a sectional analysis of CSSB 170 (HESS):

Section 1. Amends AS 47 to add chapter 18 which addresses programs and services related to adolescents.

Article 1. Establishes a statewide plan to ensure the effectiveness of programs related to adolescent pregnancy and services to adolescent parents. This includes examining existing programs, evaluating the achievements of the projects that AS 47.18.100 - AS 47.18.140 of this bill provides for, making recommendations for the need to expand programs.

(c) Requests the Department of Education, Department of C&RA, and Department of Labor to solicit advice from a broad range of societal groups to help enhance the effectiveness of the above mentioned programs.

Article 2. Creates Sec. 47.18.050. which requires the Dept. of Education to develop a continuing statewide public awareness campaign including a wide range of media. All of these efforts should be designed to reduce and communicate the magnitude of the problem of teen pregnancy and implement community activities to reduce adolescent pregnancy and encourage adolescents to abstain from sexual activities.

Article 3. Sec.47.18.100. Allows the department to fund a percentage of the cost for local projects dealing with teen pregnancy prevention, through appropriations for that purpose. This section outlines the need for a holistic approach for projects to aid teen pregnancy. It requires that at least one of

six activities listed on page 3, lines 16-23 be included in a project funded through this legislation.

Sec.47.18.100. Deals with the application process for project funding. The requirements of the applicant include assistance from community member representing a variety of perspectives, sound research, collaboration of relevant agencies, evaluation measures, and public awareness campaign component.

Sec.47.18.140. Requires the department to publicize the availability of funds and encourages replicating successful projects, and increasing public awareness about state services available for teen pregnancy problems.

STATE OF ALASKA
1992 LEGISLATIVE SESSION

Bill Version: No. 1
Publish Date:

Bill Version: SB 170
(S) Publish Date: 5/6/91

REQUEST: FISCAL NOTE

Revision Date: 4/25/91 Agency Affected: Health & Social Services
 Title: Statewide awareness campaign for adolescent pregnancies BRU: State Health Services
 Sponsor: Pearce, Uehling, Zharoff, Collins Components: Maternal, Child & Family Health
 Requester: Senate HESS

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
Personal Services		50.0				
Travel		5.0				
Contractual		125.0	30.0	30.0	30.0	30.0
Supplies		3.0	5.0	5.0	5.0	5.0
Equipment						
Land & Structures						
Grants, Claims		100.0	200.0	200.0	200.0	200.0
Miscellaneous						
TOTAL OPERATING	0.0	283.0	235.0	235.0	235.0	235.0

CAPITAL	0.0	0.0	0.0	0.0	0.0	0.0
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REVENUE	0.0	0.0	0.0	0.0	0.0	0.0
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FUNDING: (Thousands of Dollars)

General Funds	0.0	283.0	235.0	235.0	235.0	235.0
Federal Funds						
Other						
TOTAL	0.0	283.0	235.0	235.0	235.0	235.0

POSITIONS

Full-Time		0	0	0	0	0
Part-Time		2	0	0	0	0
Temporary		0	0	0	0	0

ANALYSIS: (attach a separate page if necessary)

Please see attached analysis.

Prepared By: Peter M. Nakamura, MD, MPH, Director *PMN*
 Division: PUBLIC HEALTH

Phone: 465-3090
 Date: 04/25/91

Approved By Commissioner: Theodore Mala, M.D., MPH *T. Mala*
 Agency: HEALTH & SOCIAL SERVICES

Date: 04/25/91

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

FISCAL NOTE ANALYSIS FOR SB 170

FY 92

Personal Services: \$50.0

Nonpermanent half time Health and Social Services Planner II (Rg.19) and Clerk Typist III (Rg.8) to develop a comprehensive statewide plan to ensure effective adolescent pregnancy program services.

Travel: \$5.0

Staff travel to coordinate plan development with municipalities, Alaska Area Native Health Service, Department of Education, Regional Health Corporations and concerned community groups and agencies.

Contractual: \$125.0

Professional Services Contract to develop a multi media campaign addressing adolescent pregnancy prevention. (approximately \$100.0)

Communication and duplication costs associate with the plan development. (approximately \$5.0)

Limited multi media campaign implementation cost for publication and telecommunications. (approximately \$20.0)

Supplies: \$3.0

Program brochures, educational and printed public information materials.

Grants: \$100.0

Community based adolescent pregnancy prevention project development funds which are intend to support concerned public agency activities. These funds are intended to be utilized in conjunction with existing programs whenever possible to supplement or expand compatible services such as the suicide prevention projects administered by the Division of Mental Health and Disabilities. Anticipated start up date for this phase of the program would be mid FY 92.

FY 93 to FY 96

Contractual: \$30.0

Multi media camapign cost to supplement public service

announcements in radio and televsion.

Supplies: \$5.0

Program brochures, educational and printed public information materials.

Grants: \$200.0

Full implmentation cost for community based adolescent pregnancy prevention project development funds which are intend to supplement concerned public agency activities. These funds are intended to be utilized in conjunction with various existing programs whenever possible to supplement or expand compatible services such as the suicide prevention projects administered by the Division of Mental Health and Disabilities.