

SB

170

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						
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>283.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>

<b>CAPITAL</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
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<b>REVENUE</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
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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						
<b>TOTAL</b>	<b>0.0</b>	<b>283.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>

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* Phone: 465-3090  
 Division: PUBLIC HEALTH Date: 04/25/91  
 Approved By Commissioner: Theodore Mala, M.D., MPH *T. Mala* Date: 04/25/91  
 Agency: HEALTH & SOCIAL SERVICES

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.

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Revision Date: \_\_\_\_\_ Agency Affected: Health & Social Services  
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for adolescent pregnancies  
 Sponsor: Pearce, Uchling, Zharoff, Collins Components: Maternal, Child & Family Health  
 Requester: Senate HES

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
Personal Services		50.0				
Travel						
Contractual		295.0	295.0	295.0	295.0	295.0
Supplies		5.0	5.0	5.0	5.0	5.0
Equipment						
Land & Structures						
Grants, Claims						
Miscellaneous						
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>350.0</b>	<b>300.0</b>	<b>300.0</b>	<b>300.0</b>	<b>300.0</b>

<b>CAPITAL</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
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<b>REVENUE</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
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**FUNDING: (Thousands of Dollars)**

General Funds	0.0	350.0	300.0	300.0	300.0	300.0
Federal Funds						
Other						
<b>TOTAL</b>	<b>0.0</b>	<b>350.0</b>	<b>300.0</b>	<b>300.0</b>	<b>300.0</b>	<b>300.0</b>

**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)

In order to visit the 227 villages semi-annually with populations of under 2000, it would cost \$200/day for a clinician and \$125/day for travel and per diem. In the larger communities, \$175,000 would be needed to enhance the services already provided. These services would be contracted out. The department would need one-part time position to develop the program and implement the outreach services.

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

Phone: 465-3090  
 Date: 04/11/91

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

Date: \_\_\_\_\_

Distribution (by preparer):

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

# Alaska State Legislature

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Senator Drue Pearce  
District G

During Session:  
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Juneau, Alaska 99811  
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*How to handle*  
*Healthy Baby*  
*suicide Bill*

## MEMORANDUM

TO: Senator Arliss Sturgulewski, Chair  
Health, Education, & Social Services Committee

FROM: Senator Drue Pearce *Drue Pearce*

DATE: April 12, 1991

RE: Sponsor Statement for SB 170

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 bring the grave problem of teen pregnancy in to the conscious mind of the people of our state. With the shocking statistics that drive our state to have one of the highest teen pregnancy rates in the nation, it is a problem that needs to be publicly addressed on a statewide basis.

This bill requests a coordinating effort by the Department of Education, the Department of C&RA, the Department of Labor and a large and diverse group from the community to enhance the effectiveness of the public awareness campaign and the special community projects.

The awareness campaign would include public forums, radio and television, public service announcements, and other forms of media all designed to communicate the magnitude of the adolescent pregnancy problem.

The bill also encourages and fiscally supports community based projects dealing with issues that directly impact teen pregnancy. The proposed projects must include one or more of six optional areas of focus such as: family life education, prenatal care for pregnant adolescents, job training and placement for adolescent parents, and any other project the department deems likely to have an effect on combating the problem.

Before receiving the possible 90 percent funding for these projects, the applicant must demonstrate a thorough assessment of the needs of the community, supporting research, collaboration with relevant agencies, an evaluation measure, and a public awareness component in order to receive any funding.

The bill also requires the Department of Health and Social Services to advertise the money that is available and to showcase and encourage repetition of successful campaigns and projects.

This campaign is a major and necessary step in making our society confront and begin to consciously solve the problems associated with teen pregnancy.

# Alaska State Legislature

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## Senator Drue Pearce District G

### MEMORANDUM

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

TO: Senator Arliss Sturgulewski, Chair  
Health, Education, & Social Services Committee

FROM: Senator Drue Pearce *DP*

DATE: April 12, 1991

The following is a sectional analysis of SB 170:

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 and efficiency 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, and recommending an incremental approach to implementing this plan.

(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, to enlist support of the public to 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 up to 90 percent of the cost for local projects dealing with teen pregnancy prevention, through appropriations for that purpose.

Projects that are eligible for these funds are outlined in Sec.47.18.110. This section outlines the need for a holistic approach to 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 through workshops, advertisement and encouragement of replicating successful projects, and increasing public awareness about state services available for teen pregnancy problems.

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

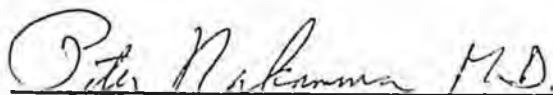
young age being only two of them. Sexually transmitted diseases, some of them life threatening or potentially destructive to the young man or woman's reproductive ability, are a daily reality. A campaign directed towards encouraging adolescents to delay sexual intimacy till after marriage can have far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

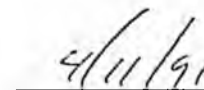
Many times very successful programs are not replicated because other communities do not know about them or there effectiveness. The regional conferences can bring together professionals, adolescents and their families to discuss what works, what doesn't work and what future activities should be. It provides 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

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

\_\_\_\_\_  
Date

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**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.

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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;

- d) encourage community activities which will educate adults and adolescents alike about the importance of reducing adolescent pregnancy;
  - e) coordinates with existing programs for National Family Sexuality Education Month in October of each year.
- 2) Funded projects shall incorporate the following concepts:
- a) Adolescent pregnancy addressed in a holistic context, recognizing the interconnectedness of adolescent pregnancy and a broad array of related circumstances such as:
    - 1. low self-esteem
    - 2. domestic violence
    - 3. substance abuse
    - 4. economic security
    - 5. financial responsibility of bearing a child
    - 6. cultural integrity
    - 7. parenting skills
    - 8. educational and vocational opportunities
    - 9. access to reproductive health services
  - b) Projects will be defined and designed with maximum input from local community members who represent the variety of interests, cultures, and perspectives on teen pregnancy.
  - c) Projects should be based upon sound research, to the maximum extent possible.
  - d) Projects will maximize collaboration among all relevant agencies involved in the issues being addressed.
  - e) Projects will incorporate an evaluation component to measure project effectiveness.
  - f) Projects will include a public awareness campaign.

#### Cost

The cost of a statewide public awareness campaign would be dependent upon the complexity and type of media used. However, an adequate campaign could be mounted for approximately \$100,000.

The cost of the community based projects is estimated to be much the same as those for the Suicide Prevention Projects and to be dependent upon the number of projects funded. At the very least, the Task Force recommends that various level grants be designed to meet the needs of rural, semi-rural, and urban communities.

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.