

Withdrawal/Redaction Sheet

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001a. memo	Kathleen Sylvester to Bruce Reed and Dick Morris re: Older Men/Teen Mothers (2 pages)	n.d.	P5
001b. memo	Kathleen Sylvester to Bruce Reed and Dick Morris re: Older Men/Teen Mothers (2 pages)	n.d.	P5

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Lyn Hogan
OA/Box Number: 11028

FOLDER TITLE:

Sexual Predators

2010-1083-S

rc452

RESTRICTION CODES**Presidential Records Act - [44 U.S.C. 2204(a)]**

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]



TO: Those Interested in Teen Pregnancy

FROM: Kathleen Sylvester and Howard Davidson

RE: Sexual Predators and Older Men

In the national debate over adolescent pregnancy, one critical factor has received little attention: the large numbers of young females whose pregnancies result—directly or indirectly—from the girls' criminal sexual victimization.

There are two distinct groups of male perpetrators whose activities are not adequately addressed by laws and government policies.

The first are men who rape or molest pre-adolescent girls. Though these activities don't result in pregnancy, these offenders leave young women predisposed to early sexual activity and a high risk of pregnancy. This sexual behavior may be legally labeled as "child sexual abuse."

There is growing consensus among health and social welfare professionals that rape and sexual abuse are root causes of teen pregnancy. The male predators leave very young women significantly more vulnerable not only to early childbearing, but also to other long-term effects of childhood sexual abuse. These include: psychiatric illness, depression, suicidal tendencies, delinquent and criminal behavior, drug addiction, alcoholism, repeated victimization, fear of intimacy, difficulty in protecting their own children from abuse, and the perpetuation of the intergenerational cycle of violence.

Judith Musick of the Ounce of Prevention Fund called sexual abuse "a form of brainwashing" that conditions young women to "not believe they have a right to their own bodies." That loss of self-esteem destroys adolescent feelings of self-efficacy and self-sufficiency, leading girls to engage in high-risk sexual behavior.

The second offender group is comprised of the older males who impregnate significantly younger females. Depending on the age of the young woman and the age difference between the male and female, these acts are often legally defined as statutory rape, now more commonly referred to in statutes as "unlawful sexual intercourse." These men, explains sociologist Elijah Anderson, have little social status; they perceive controlling women and fathering children as a means a achieving status and measuring virility. Some also use paternity for economic gain, claiming portions of welfare checks from women whose babies they father.

Yet the males responsible for these criminal acts are rarely reported; they are even more rarely prosecuted—under either criminal child abuse or rape laws. Almost all escape criminal responsibility for unlawful acts that victimize vulnerable young women.

The Data: What We Know So Far

A number of studies document the plausible connections between child sexual exploitation/abuse and teen pregnancy.

Early Sexual Abuse

* Data from the National Survey of Children indicate that about 18 percent of women 17 and younger who had intercourse had been forced to do so at least once. (*Nonvoluntary Sexual Activity Among Adolescents*, 21 *Family Planning Perspectives* 110, 1989.)

* A 1992 report of a Washington state study of 535 teen mothers revealed that the first pregnancies of 62 percent of the participants were preceded by experiences of molestation, rape, or attempted rape. The mean age of their offenders was 27.4 years. (*"Sexual Abuse as a Factor in Adolescent Pregnancy and Child Maltreatment*," 24(1) *Family Planning Perspectives* 4, Jan./Feb. 1992.)

* A 1986 study of 445 teen mothers in Chicago reported that 60 percent claimed they had been forced into an unwanted sexual experience, with a mean age for the first incidence of abuse being 11½. (*"The Prevalence of Coercive Sexual Experiences Among Teenage Mothers*," *Journal of Interpersonal Violence* 4:204, 1989)

Older Fathers

* The Alan Guttmacher Institute reports that among teen mothers ages 15-17, more than half, 51 percent, had children by men age 20 and older. Among all teen mothers, 66 percent had babies by fathers age 20 and older. The study was based on 1988 data. (*Family Planning Perspectives*, July/August 1995.)

* The National Center for Health Statistics reported that based on 1991 data, almost 70 percent of babies born to teenage mothers were fathered by men 20 years of age or older. (*Advance Report of Final Natality Statistics, 1991. Monthly Vital Statistics Report*, vol. 42, no. 3, Supplement 9. National Center for Health Statistics, Sept. 1993.)

* A 1990 study of births to California teens reported that the younger the adolescent mother, the greater the age gap with her male partner. For example, among mothers aged 11-12, the average age of the fathers was nearly 10 years older. (*California Resident Live Births, 1990, by Age of Father, by Age of Mother, California Vital Statistics Section, Department of Health Services, 1992*)

* The Bureau of Justice Statistics reported in 1994 that in the 12 states with sufficient information to distinguish juvenile from adult rape victims, the majority (51 percent) of female rape victims were under age 18, more than twice their representation in the nation's population. In the three states that kept data on relationships between victims and offenders in rape cases with victims ages 12-17, a full 20 percent of perpetrators were identified as family members, while 65 percent were acquaintances or "friends" of the child victim. (*Child Rape Victims, 1992, U.S. Bureau of Justice Statistics, June 1994*)

There are several important factors to consider that help put these trends in context.

* Most births to teen mothers are to older teens. In 1993, for example, of 514,000 births to teens, about 13,000 were to mothers under age 15; 191,000 to mothers 15-17; and 311,000 to mothers 18 and 19. In addition, about one-third of teen mothers--mainly those in the older age group--are married. (*Child Trends, Inc. January 1996*)

* Yet births to very young teens are rising sharply. A 1996 Journal of the American Medical Association article noted that in 1990, only three percent of all adolescent pregnancies and abortions occurred in the population of girls younger than 15 years. However, the number of births to these younger girls increased 15 percent the decade of the 1980s. In fact, in the late 1980s, this population registered a 26 percent increase in birth rate because the abortion rate declined even as the pregnancy rate remained stable. (*Journal of the American Medical Association, April 1996*)

The Law: How it Deals with the Problem

This research establishes that much of young teens' early sexual involvement is unwelcome and often forced. Even where it occurs by mutual consent, many of the victims involved are legally underage or have not reached the age of consent.

There has been important research on child sexual abuse laws and criminal justice system procedures—much of it done under the auspices of the American Bar Association's Center on Children and the Law.

* In a 1993 study of state child sexual abuse laws, the Center reported that most states now use “unlawful sexual intercourse” statutes, which define the crime based on the difference between victims’ and perpetrators’ ages. The study noted that statutory penalties for unlawful sexual intercourse with a child have generally increased in severity. Yet studies of child sexual abuse prosecution—and anecdotal evidence from those who work with teenage mothers—report that prosecution of offenders is far below the norm and there is little fear among sexually aggressive males that they will be held legally accountable for the criminal sexual acts with younger females. (*State Criminal Child Abuse Statutes, American Bar Association, 1993*)

* In the rare instances in which sexual predators are prosecuted, an earlier ABA study found that offenders who have had unlawful relationships with their female child victims—including older uncles, family friends, or acquaintances—are incarcerated at a rate far less than sexual offenders who victimize strangers. In addition, the sentences imposed are lighter than in adult-on-adult sex crime cases (*Child Sexual Abuse: An Analysis of Case Processing, ABA, 1987.*)

* A recent ABA report identified prosecutor perceptions of teen-age noncredibility as a barrier to prosecuting sex crime cases. That study—based on a review of more than 900 cases in 10 communities—further discloses that extended family members, family friends, acquaintances, and “friends” of the victim are prosecuted in only 5-11 percent of child sexual abuse cases, even though they represent a much higher percentage of child sex offenders than strangers. (*The Prosecution of Child Abuse Cases, American Bar Association, 1993.*)

The Project: What We Plan to Do Next:

There has been no effort—at either the national or state level—to examine the adequacy and effectiveness of policies and statutes designed to deal with predatory sexual activity directed at young females.

The Progressive Foundation and the ABA’s Center on Children and the Law will begin work in February 1996 on a 16-month study focused on the relationship between teen pregnancy and sexual activity--involuntary and consensual--involving adult males and young girls.

The project will analyze state laws and prosecutorial policies to determine how the legal system deals with this problem. We will also survey professionals who work with teen mothers to determine how the social welfare and health systems deal with suspicions and confirmed reports of sex abuse and rape of young girls.

The general goal of the project is to raise the public awareness about this issue and its role as a contributing factor in teen pregnancy. The specific goal to make recommendations to federal, state, and local policymakers for changes in federal and state statutes, changes in criminal justice procedures, and changes in social welfare system policies that will better address the serious social problem of exploitation of young women--whether or not that abuse results in pregnancy.

For more information contact:

Howard Davidson of the ABA Center on Children and the Law (202-662-1740)

Kathleen Sylvester of the Progressive Foundation (202-547-0001)

**ADDRESSING UNLAWFUL SEXUAL ACTIVITY BETWEEN
ADULT MALES AND YOUNG TEEN GIRLS**

PROJECT ABSTRACT

Among the legal issues related to adolescent sexuality one critical factor has, until recently, received little attention among policymakers -- sexual involvement of adult men with junior high school-age girls. Because statutory rape laws are seldom enforced in these situations, there has commonly been legal impunity for older males who have unlawful sexual intercourse with significantly younger adolescent females. Whether these relationships result in pregnancy or not, this gap in legal protection needs to be addressed. The social welfare and criminal justice systems have begun to re-examine statutory rape that results in teen pregnancy, but informed policy responses should also encompass those men who do not get girls pregnant, but whose relationships are nonetheless illegal. Professionals who provide services or legal interventions need assistance to make informed decisions on how best to protect young adolescent girls involved in these unlawful sexual relationships, and help men better understand the consequences of such relationships.

Project Goals and Objectives

This project will inform federal, state, and local policymakers about effective and sensitive responses to disclosures of unlawful sexual relations involving junior high school-age girls. Together, the American Bar Association's Center on Children and the Law and The Progressive Foundation will:

- 1) Obtain advice from experts in the fields of adolescent health and sexuality, child sexual abuse, teen pregnancy, and the legal system relevant to policy reforms in such areas as changing laws, informing criminal justice responses, and enhancing systems of support for young teen girls, especially those involved in relationships with older men;
- 2) Collect and analyze all relevant literature and laws related to the sexual involvement of young teens with older men, in order to identify proposed recommendations and reforms relevant to the project's goals;
- 3) Identify, from professionals working with teenagers, barriers to early and successful identification and intervention with sexual abuse and statutory rape disclosures by young teens and how these barriers might best be overcome, and the impact of laws that require mandatory reporting following such disclosures;
- 4) Identify office policies and practices relating to criminal justice agency actions concerning prosecution of adult males engaged in unlawful sexual intercourse with young teens, including decisions about such possible outcomes as probation, adjudication without disposition, establishment of paternity and child support obligations, and incarceration.

Project Tasks

Project tasks include: development of a background paper on current policies, laws, and issues related to sexual activity of young adolescent girls with older men; convening of an invitational conclave of experts and practitioners to review the paper and help refine the project's focus; surveying health and social service professionals working with teenagers, including teen mothers; conducting focus groups with young adults about their relationships with older men; conducting an analysis of relevant state laws; surveying prosecutors on interventions, current policies and practices, and the impact of evolving legislation; and development of materials that include the above findings and make recommendations for federal, state, and local policy reform.

For Additional Information Contact:

Sharon Elstein, Project Director, ABA Center on Children and the Law, American Bar Association, 740 15th Street, NW, Washington, DC 20005 (202/662-1752)

FAX TRANSMITTAL COVER SHEET

AMERICAN BAR ASSOCIATION

Center on Children and the Law

740 15th Street, NW, 9th Floor

Washington, DC 20005-1009

Fax Number: 202/662-1755 or 662-1032

TO:

Kathy Sylvestre

Organization:

Fax Number:

FROM:

Sharon Elstein

202/662-1752

DATE:

6/12/96

Recipient please call to confirm YES ☐ NO ☐

Trouble/Confirmation call Kendra John-Baptiste at 202/662-1746

Number of pages: (including cover sheet) 3

MESSAGE:

*Here is the new draft abstract
(Howard has reviewed & given comments
which I've already incorporated)*

Sharon



TO: Those Interested in Teen Pregnancy

FROM: Kathleen Sylvester

RE: Older Men and Young Girls

In the national debate over adolescent pregnancy, one critical factor has received little attention: the large numbers of young females whose pregnancies result—directly or indirectly—from the girls' criminal sexual victimization.

There are two distinct groups of male perpetrators whose activities are not adequately addressed by laws and government policies.

The first are men who rape or molest pre-adolescent girls. Though these activities don't result in pregnancy, these offenders leave young women predisposed to early sexual activity and a high risk of pregnancy. This sexual behavior may be legally labeled as "child sexual abuse."

There is growing consensus among health and social welfare professionals that rape and sexual abuse are root causes of teen pregnancy. Male exploiters leave very young women significantly more vulnerable not only to early childbearing, but also to other long-term effects of childhood sexual abuse. These include: psychiatric illness, depression, suicidal tendencies, delinquent and criminal behavior, drug addiction, alcoholism, repeated victimization, fear of intimacy, difficulty in protecting their own children from abuse, and the perpetuation of the intergenerational cycle of violence.

Judith Musick of the Ounce of Prevention Fund called sexual abuse "a form of brainwashing" that conditions young women to "not believe they have a right to their own bodies." That loss of self-esteem destroys adolescent feelings of self-efficacy and self-sufficiency, leading girls to engage in high-risk sexual behavior.

The second offender group is comprised of the older males who impregnate significantly younger females. Depending on the age of the young woman and the age difference between the male and female, these acts are often legally defined as statutory rape, now more commonly referred to in statutes as "unlawful sexual intercourse." Much less is known about these men, though sociologist Elijah Anderson has explained, have little social status; they perceive controlling women and fathering children as a means of achieving status and measuring virility. Some also use paternity for economic gain, claiming portions of welfare checks from women whose babies they father.

Yet the males responsible for these criminal acts are rarely reported; they are even more rarely prosecuted—under either criminal child abuse or rape laws. Almost all escape criminal responsibility for unlawful acts that victimize vulnerable young women.

The Data: What We Know So Far

A number of studies document the plausible connections between child sexual exploitation/abuse and teen pregnancy.

Early Sexual Abuse

* Data from the National Survey of Children indicate that about 18 percent of women 17 and younger who had intercourse had been forced to do so at least once. (*Nonvoluntary Sexual Activity Among Adolescents*, 21 *Family Planning Perspectives* 110, 1989.)

* A 1992 report of a Washington state study of 535 teen mothers revealed that the first pregnancies of 62 percent of the participants were preceded by experiences of molestation, rape, or attempted rape. The mean age of their offenders was 27.4 years. (*"Sexual Abuse as a Factor in Adolescent Pregnancy and Child Maltreatment*," 24(1) *Family Planning Perspectives* 4, Jan./Feb. 1992.)

* A 1986 study of 445 teen mothers in Chicago reported that 60 percent claimed they had been forced into an unwanted sexual experience, with a mean age for the first incidence of abuse being 11½. (*"The Prevalence of Coercive Sexual Experiences Among Teenage Mothers*," *Journal of Interpersonal Violence* 4:204, 1989)

Older Fathers

* The Alan Guttmacher Institute reports that among teen mothers ages 15-17, more than half, 51 percent, had children by men age 20 and older. Among all teen mothers, 66 percent had babies by fathers age 20 and older. The study was based on 1988 data. (*Family Planning Perspectives*, July/August 1995.)

* The National Center for Health Statistics reported that based on 1991 data, almost 70 percent of babies born to teenage mothers were fathered by men 20 years of age or older. (*Advance Report of Final Natality Statistics, 1991. Monthly Vital Statistics Report*, vol. 42, no. 3, Supplement 9. National Center for Health Statistics, Sept. 1993.)

* A 1990 study of births to California teens highlighted this trend: the younger the adolescent mother, the greater the age gap with her male partner. For example, among mothers aged 11-12, the average age of the fathers was nearly 10 years older. (*California Resident Live Births, 1990, by Age of Father, by Age of Mother, California Vital Statistics Section, Department of Health Services, 1992*)

* The Bureau of Justice Statistics reported in 1994 that in the 12 states with sufficient information to distinguish juvenile from adult rape victims, the majority (51 percent) of female rape victims were under age 18, more than twice their representation in the nation's population. In the three states that kept data on relationships between victims and offenders in rape cases with victims ages 12-17, a full 20 percent of perpetrators were identified as family members, while 65 percent were acquaintances or "friends" of the child victim. (*Child Rape Victims, 1992, U.S. Bureau of Justice Statistics, June 1994*)

There are several important factors to consider that help put these trends in context.

* Most births to teen mothers are to older teens. In 1993, for example, of 514,000 births to teens, about 13,000 were to mothers under age 15; 191,000 to mothers 15-17; and 311,000 to mothers 18 and 19. In addition, about one-third of teen mothers--mainly those in the older age group--are married. (*Child Trends, Inc. January 1996*)

* Yet births to the very youngest teens are rising sharply. A 1996 Journal of the American Medical Association article noted that in 1990, only three percent of all adolescent pregnancies and abortions occurred in the population of girls younger than 15 years. However, the number of births to these younger girls increased 15 percent the decade of the 1980s. In fact, in the late 1980s, this population registered a 26 percent increase in birth rate because the abortion rate declined even as the pregnancy rate remained stable. (*Journal of the American Medical Association, April 1996*)

The Law: How it Deals with the Problem

This research establishes that much of young teens' early sexual involvement is unwelcome and often forced. Even where it occurs by mutual consent, many of the victims involved are legally underage or have not reached the age of consent.

There has been important research on child sexual abuse laws and criminal justice system procedures—much of it done under the auspices of the American Bar Association's Center on Children and the Law.

* In a 1993 study of state child sexual abuse laws, the Center reported that most states now use “unlawful sexual intercourse” statutes, which define the crime based on the difference between victims’ and perpetrators’ ages. The study noted that statutory penalties for unlawful sexual intercourse with a child have generally increased in severity. Yet studies of child sexual abuse prosecution—and anecdotal evidence from those who work with teenage mothers—report that prosecution of offenders is far below the norm and there is little fear among sexually aggressive males that they will be held legally accountable for the criminal sexual acts with younger females. (*State Criminal Child Abuse Statutes, American Bar Association, 1993*)

* In the rare instances in which sexual exploiters are prosecuted, an earlier ABA study found that offenders who have had unlawful relationships with their female child victims—including older uncles, family friends, or acquaintances—are incarcerated at a rate far less than sexual offenders who victimize strangers. In addition, the sentences imposed are lighter than in adult-on-adult sex crime cases (*Child Sexual Abuse: An Analysis of Case Processing, ABA, 1987.*)

* A recent ABA report identified prosecutor perceptions of teen-age noncredibility as a barrier to prosecuting sex crime cases. That study—based on a review of more than 900 cases in 10 communities—further discloses that extended family members, family friends, acquaintances, and “friends” of the victim are prosecuted in only 5-11 percent of child sexual abuse cases, even though they represent a much higher percentage of child sex offenders than strangers. (*The Prosecution of Child Abuse Cases, American Bar Association, 1993.*)

The Project: What We Plan to Do Next:

There has been no effort—at either the national or state level—to examine the adequacy and effectiveness of policies and statutes designed to deal with exploitive sexual activity directed at young females.

The Progressive Foundation and the ABA’s Center on Children and the Law will begin work in February 1996 on a 16-month study focused on the relationship between teen pregnancy and sexual activity--involuntary and consensual--involving adult males and young girls.

The project will analyze state laws and prosecutorial policies to determine how the legal system deals with this problem. We will also survey professionals who work with teen mothers to determine how the social welfare and health systems deal with suspicions and confirmed reports of sex abuse and rape of young girls.

The general goal of the project is to raise the public awareness about this issue and its role as a contributing factor in teen pregnancy. The specific goal to make recommendations to federal, state, and local policymakers for changes in federal and state statutes, changes in criminal justice procedures, and changes in social welfare system policies that will better address the serious social problem of exploitation of young women--whether or not that abuse results in pregnancy.

For more information contact:

Kathleen Sylvester of the Progressive Foundation (202-547-0001)

Questions and Answers: Young Girls and Older Men

What do we know about the sexual histories of teen girls, especially teen mothers?

A number of studies suggest that many teen mothers have histories of early sexual abuse.

* A 1992 report of a Washington state study of 535 teen mothers revealed that the first pregnancies of 62 percent of the participants were preceded by experiences of molestation, rape, or attempted rape. The mean age of their offenders was 27.4 years.

* A 1986 study of 445 teen mothers in Chicago reported that 60 percent claimed they had been forced into an unwanted sexual experience, with a mean age for the first incidence of abuse being 11½.

* The Bureau of Justice Statistics reported in 1994 that in the 12 states with sufficient information to distinguish juvenile from adult rape victims, 51 percent of female rape victims were under age 18, more than twice their representation in the nation's population.

* The BJS study also reported that in the three states that kept data on relationships between victims ages 12-17 and their perpetrators, a full 20 percent of perpetrators were identified as family members, while 65 percent were acquaintances or "friends."

This behavior is "child sexual abuse." Such exploitation leaves young women significantly more vulnerable to the long-term effects that include: psychiatric illness, depression, suicidal tendencies, repeated victimization, and difficulty in protecting their own children from abuse. Their high-risk behaviors may include: drug and alcohol abuse, delinquent and criminal behavior, and early sexual activity.

Many of these young women are particularly vulnerable to the attentions of older men, and may engage in relationships that are inherently exploitative. Some of these relationships result in pregnancies.

What do we know about the fathers of teen mothers' babies?

There is very little data available about the characteristics and life histories of these fathers. But data about their ages--their ages relative to the ages of the teen

mothers--is beginning to define a clear pattern.

* The National Center for Health Statistics reported that based on 1991 data, almost 70 percent of babies born to teenage mothers were fathered by men 20 years of age or older.

* The Alan Guttmacher Institute reports that among 15 to 17-year-old teen mothers, 51 percent had children by men age 20 and older. Among all teen mothers, 66 percent had babies by fathers age 20 and older. The study was based on 1988 data.

* A 1990 study of births to California teens highlighted this trend: *the younger the adolescent mother, the greater the age gap with her male partner*. For example, among mothers ages 11-12, the average age of the fathers was nearly 10 years older.

Is this phenomenon of older men a significant cause of teen pregnancy?

The issue must be considered in context. First, two thirds of teen pregnancies are to teens who are 18 and 19--legal adults. And about one-third of teen mothers--generally the older teens--are married. Teen pregnancy is the result of many factors, and sexual exploitation of young girls is only one.

Then why should we pay attention to this phenomenon?

Because sexual exploitation is the cause of some teen pregnancies, especially among the youngest teen mothers.

* Among sexually experienced teens, 9 percent of 14 year-olds, and 18 percent of 15-17 year olds experience a pregnancy each year.

* And *births to the youngest teens are rising sharply*. A 1996 Journal of the American Medical Association article noted that in 1990, only three percent of all adolescent pregnancies and abortions occurred in the population of girls younger than 15 years. But the number of births to these younger girls increased 15 percent during the 1980s. And in the late 1980s, this group registered a 26 percent increase in the birth rate because the abortion rate declined even as the pregnancy rate remained stable.

* We should be concerned about the exploitation of young girls who don't get pregnant. Many young women who don't get pregnant may be involved in exploitative relationships. On average, adolescents reach menarche and develop sexually mature physical characteristics two years before they are able to conceive. Thus the rising birth rate among the very youngest teens may be an indication of increasing sexual exploitation of young girls generally.

How does the law deal with this problem?

Many young women who are becoming pregnant are legally underage or have not reached the age of consent. While laws on the books may be adequate, they are rarely enforced.

* In a 1993 study of state child sexual abuse laws, the American Bar Association's Center on Children and the Law reported that most states now use "unlawful sexual intercourse" statutes. These laws, which define the crime based on the difference between victims' and perpetrators' ages, have generally increased penalties in recent years.

Yet studies of child sexual abuse prosecution—and anecdotal evidence from those who work with teenage mothers—report that prosecution of offenders is far below the norm and there is little fear among sexually aggressive males that they will be held legally accountable for the criminal sexual acts with younger females.

* Another ABA study found that offenders who have had unlawful relationships with their female child victims—including older uncles, family friends, or acquaintances—are incarcerated at a rate far less than sexual offenders who victimize strangers. In addition, the sentences imposed are lighter than in adult-on-adult sex crime cases.

* And a recent ABA report identified prosecutor perceptions of teen-age noncredibility as a barrier to prosecuting sex crime cases. That study discloses that extended family members, family friends, acquaintances, and "friends" of the victim are prosecuted in only 5-11 percent of child sexual abuse cases, even though they represent a much higher percentage of offenders than strangers.

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001a. memo	Kathleen Sylvester to Bruce Reed and Dick Morris re: Older Men/Teen Mothers (2 pages)	n.d.	P5

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Lyn Hogan
OA/Box Number: 11028

FOLDER TITLE:

Sexual Predators

2010-1083-S

rc452

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1** National Security Classified Information [(a)(1) of the PRA]
- P2** Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3** Release would violate a Federal statute [(a)(3) of the PRA]
- P4** Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5** Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6** Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1)** National security classified information [(b)(1) of the FOIA]
- b(2)** Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3)** Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4)** Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6)** Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7)** Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8)** Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9)** Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001b. memo	Kathleen Sylvester to Bruce Reed and Dick Morris re: Older Men/Teen Mothers (2 pages)	n.d.	P5

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Lyn Hogan
OA/Box Number: 11028

FOLDER TITLE:

Sexual Predators

2010-1083-S

rc452

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1** National Security Classified Information [(a)(1) of the PRA]
- P2** Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3** Release would violate a Federal statute [(a)(3) of the PRA]
- P4** Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5** Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6** Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1)** National security classified information [(b)(1) of the FOIA]
- b(2)** Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3)** Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4)** Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6)** Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7)** Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8)** Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9)** Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]



Daily Talking Points

Today's Contact: Ted Zegers PHONE (202) 224-3232 • FAX (202) 228-3432

Dole's Departure Fails to Spur Congress to Act

Tuesday, June 11, 1996

A long record of service. Senator Dole's retirement today marks the end of nearly four decades in Congress. As the longest-serving Republican Senate Leader in history, Senator Dole was one of the leading Senators of his generation. He, and his legislative skills, will be missed even by those who often disagree with him.

The failed GOP budget. Congress is about to finish work on the outline of the fiscal 1997 budget. Some Republicans have heralded the latest GOP budget as a Bob Dole budget. This year's budget is no different from last year's—Republicans simply wrapped their old proposal in a new package. The new budget still imposes unnecessarily steep cuts in Medicare, Medicaid, education, and the environment in order to pay for new tax breaks for the richest Americans.

The GOP do-nothing Congress. The Republican-led 104th Congress has been a failure. Republicans have shown a remarkable inability to complete even their routine annual responsibilities. Republicans' inability to win their every demand has led them to choose to do nothing. For example, they have spent a year and a half talking about a balanced budget but walked away from budget negotiations when it was time to do the job. Republicans apparently decided that balancing the budget was not important enough to abandon their scheme to cut Medicare to give tax breaks to the rich.

Senator Dole's last few weeks. Unfortunately, the last few weeks followed the pattern of the past year. We saw meaningless political votes designed to fuel the GOP presidential campaign instead of bipartisan work to produce results for the American people. Congress could and should have worked to deliver bipartisan health insurance reform, a raise in the minimum wage, welfare reform, and a fair and balanced budget. Instead, the Republican majority produced poison pills, too much talk and politics but not enough results for the American people.

A new beginning? Senator Dole saw that campaigning from the Senate floor served neither the Senate nor the American people well. Senate Democrats would like to see Senate Republicans follow his example and stop playing politics on the Senate floor. Instead of spending their time attacking the President and trying to provoke vetoes in order to fabricate campaign issues, Senate Republicans should work to produce legislation to help American families. A higher minimum wage and a real bipartisan compromise on health insurance reform would be a good start.

Democratic Policy Committee
United States Senate
Washington, D.C. 20510-7050

Tom Daschle, Chairman
Harry Reid, Co-Chairman

