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001. letter	Ron Rogers to Nancy Rubin [partial] (1 page)	02/07/1996	P6/b(6)

COLLECTION:

Clinton Presidential Records
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FOLDER TITLE:

Teen Pregnancy Staff Programs-2 [2]

2010-1083-S

rc129

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]

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Governor Wilson's Proposal to Prevent Unwed and Teen Pregnancy

BACKGROUND:

In 1993, Governor Wilson piloted a program designed to prevent teenage pregnancy by teaching youth to postpone sexual relations. The program was called EDUCATION NOW and Babies Later (ENABL) and was funded at \$5 million; however, evaluation of ENABL showed no statistical differences in either knowledge or behavior among participants, and as a result, he has discontinued the program.

In his State of the State address on January 9, Governor Wilson announced a new proposal to reduce unwed and teenage pregnancy that he calls, "Partnership for Responsible Planning." Reactions are mixed among both liberals and conservatives. Following is a summary of its components:

- Community Challenge Grants: \$34 million will be available to local communities and private organizations for development and implementation of new approaches to reduce unwed and teenage pregnancy, and other related problems.
- Statewide Multi-Media Campaign: \$15.7 million (\$10 million in new funds, in addition to \$5.7 million in existing resources) will fund a multi-media campaign to raise public awareness and promote responsible behavior.
- Mentoring: \$15 million will go towards matching at-risk youth with mentors.
- Abstinence: \$1 million will focus on development of abstinence-based curricula that will be implemented and evaluated as pilot projects in designated at-risk communities.
- Family Planning: \$20 million is allocated to provide contraceptives to low-income women, including teens, through Medi-Cal. Additionally, \$23 million will be transferred from the current state family planning program and implemented through Medi-Cal family planning, totalling \$43 million. Furthermore, proposed changes simplify registration for Medi-Cal--making it easier for young people to access--and broaden eligibility requirements to include individuals at up to 200% of the federal poverty level from the current 133% limit.
- Statutory Rape: Allocates \$6 million in funds to expand a program designed to crack down more aggressively on rape cases where the victim is a minor. This program was started last year in 16 counties, and will now be administered statewide.

Contact - D. Fine
65572

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Recognizing the importance of healthy families, the Wilson Administration has invested significant new resources in the prevention of problems which affect the health and well-being of women, children and families. Consistent with his commitment to prevention, the Governor is proposing additional investments in preventive health care strategies for 1996-97.

Preventing Teenage and Unwed Pregnancies

Beginning in the mid-1980's, teenage birth rates for California and the nation began to rise. While the State's birth rate for teens 15 to 19 years of age has declined from 72.8 in 1991 to 68.0 in 1994, the human, social and economic consequences of this problem are staggering and affect all Californians. For example:

- In 1994, an estimated 35 percent of all births in California were to unwed mothers.
- In 1993, over 65 percent of all babies born to mothers under the age of 18 were fathered by men 18 and over.
- Babies born to teen mothers are more likely to have a low birthweight, which is associated with a higher risk of birth defects and emotional problems.
- Only one half of young women who became mothers as teenagers have completed high school by age 30.
- It is estimated that state and federal costs for AFDC, Medi-Cal and Food Stamps to California families that began with a teen parent total \$5 to \$7 billion a year.

The Governor's Budget proposes a new public-private partnership to reduce teenage and unwed pregnancies. The "Partnership for Responsible Parenting" recognizes that government, local communities and the private sector must work together in fashioning comprehensive, effective solutions to reduce the number of teen and unwed pregnancies as well as the number of children who grow up in homes with little or no father contact. Specifically, the initiative provides for:

- Community Challenge Grants: \$34 million will be available to local communities and private organizations for the development and implementation of innovative and relevant solutions to unwed and teen pregnancy and its associated problems, including alcohol and drug use, school failure, gangs and violence. Communities will be encouraged to form collaborative partnerships with appropriate local agencies, businesses, schools, religious groups and local government entities to develop and implement locally-designed prevention and intervention strategies.

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- **Statewide Multi-Media Campaign:** \$10 million in new funds will be combined with existing resources to support an expanded \$15.7 million multi-media campaign to raise public awareness about the problem of unwed and teenage pregnancy. The media campaign will be built on existing efforts to change community norms by educating the public and promoting responsible behavior, including abstinence themes and messages targeted at males.
- **Abstinence Curricula:** \$1 million will be used to contract for the development of two abstinence-oriented curricula that will be implemented as pilot projects in several at-risk communities and evaluated for their effectiveness in reducing teen pregnancy.
- **Statutory Rape:** \$6 million will be provided to expand the "vertical prosecution" program on a statewide basis. This program, established in 1995-96 in 16 counties and administered by the Office of Criminal Justice Planning, will strengthen local efforts to aggressively prosecute statutory rape cases.
- **Mentoring:** \$15 million will be used to enhance efforts to assist at-risk youth by linking them with mentors. Of this amount, \$15 million will be directed to the Department of Community Services and Development to expand the California Mentor Initiative; \$3 million will be used by the California Youth Authority to expand its "Young Men as Fathers" program; and \$5 million will be provided to the Office of Child Development and Education to fund the California Academic Volunteer and Mentor Corps.

Preventing Unintended Pregnancies

About 1.3 million California women under 200 percent of the federal poverty level are at risk of unintended pregnancy. A little more than half (57 percent) of these low-income women currently receive contraceptive services through the Medi-Cal program and the Office of Family Planning (OFP), which contracts with 114 agencies that provide services through 400 community clinics.

Consistent with the State's multi-faceted efforts to reduce the costs to taxpayers of unintended pregnancies, the Governor's budget provides \$20 million to expand access to contraception. To create a single, seamless system of delivery for family planning services, these new funds will be combined with existing OFP clinical services funds and distributed through a state-only Medi-Cal Expanded Family Planning Program.

Consistent with the goal of a creating seamless family planning system, this approach will make reimbursement rates for family planning providers equal to Medi-Cal rates. The new program will be designed to offer services that meet the standards of care used by the OFP, such as client education and counselling, and medical history and examination.

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The OFP will retain its leadership role in the field of family planning by developing policies, ensuring access to services, maintaining quality of care, and through demonstration projects, health education, professional training, public outreach and awareness campaigns, and evaluation.

Domestic Violence Prevention

Domestic violence is one of America's most serious health threats to women. The FBI estimates that every 15 seconds a woman in this country is beaten by her husband or partner. According to the U.S. Department of Health and Human Services, over one million American women seek medical assistance each year for injuries caused by battery and, in nearly half of the families in which a wife is being abused, children are also battered. In California alone, over 251,000 calls related to domestic violence were reported in 1994 to the Department of Justice by local law enforcement agencies.

Governor Wilson has enacted several new laws to strengthen and expand protections for women and children who are subjected to domestic violence. The Wilson Administration has also committed significant new resources to assist domestic violence victims. The Battered Women Protection Act of 1994, for example, more than doubled state funding for shelter-based services for battered women and their children. As a result of this program, 55 of California's 58 counties have received funds to expand existing services, establish new shelters and develop innovative, community-specific approaches to providing a safer, quicker response to women in crisis.

As part of his commitment to improving the health of California families, the Governor's Budget includes an initiative that invests in intervention and prevention strategies to address the pervasive problem of domestic violence. Specifically, this initiative provides the following:

- Shelter-Based Services Program: The budget continues the \$11.5 million shelter-based services program created by the Battered Women Protection Act of 1994, thereby significantly increasing the availability of transitional housing, legal assistance and other support services needed to help women who have chosen to take the crucial step to break the cycle of abuse.
- Domestic Violence Prevention Program: Provides \$5 million in new funding to create a comprehensive prevention program addressing domestic/family violence.

Of this \$5 million, the budget proposal earmarks \$3 million for a public education campaign designed to raise awareness of the problem of domestic/family violence, denormalize its social acceptance, encourage appropriate alternative behaviors, and provide sources to receive help. The remaining \$2 million would be used for community grants to develop new intervention models emphasizing the prevention of domestic violence through strategies which strengthen individual capacities, reduce individual vulnerabilities and promote environmental changes.

January 18, 1996

MEMORANDUM FOR WENDY SMITH

FROM: Debbie Fine

SUBJECT: Governor Wilson's Unwed and Teen Pregnancy Prevention Proposal

Attached is some background on Governor Wilson's proposal as you requested, as well as on the Administration's approach to teen pregnancy prevention. Please let me know if you have questions or need additional information.

cc: Carol Rasco
Jeremy Ben-Ami

EVALUATION AND TALKING POINTS:

There are elements of this proposal that are consistent with the Administration's approach; such as promotion of public-private initiatives at the local level, access to comprehensive family planning services, and promoting personal responsibility. However, if asked, it would be better to comment generally, rather than to take a strong position on its substance for the following reasons:

- There may be other elements of the budget indirectly related to prevention with which we disagree. Examples potentially include his welfare reform proposals, or inadequate investment in education, training and youth development--which the Administration has underscored as critical for lowering teen pregnancy rates and addressing other serious problems confronting youth and communities at-risk.
- There is no evidence at this point to demonstrate whether or not the proposed programs will be effective.

Following are suggested talking points:

- Teen pregnancy is a serious problem in the United States, including right here in California. We have begun to see some encouraging data in recent years, but the rate is still too high and there is much work to do.
- I would like to praise the Governor for his concern about adolescent health and teenage pregnancy, and congratulate him on his commitment to reducing its incidence. This is an issue that everyone in the nation ought to be concerned about.
- Evaluating programs and trying new methods when they do not work, as Governor Wilson is proposing to do, is the only way we will find effective solutions.
- President Clinton has remained committed to reducing the incidence of teenage pregnancy in this nation. As an Administration, we have embraced and encouraged the need for states and local communities to address these issues, targeting federal resources in support of local initiatives built on promoting opportunities for youth and teaching personal responsibility.

Administration Approach to Teen Pregnancy Prevention

- President Clinton has called teen pregnancy one of the nation's most serious social problems, and reducing its incidence has been a key goal of this administration's policy for young people.
- The teen pregnancy rate has come down two years in a row. From 1991 to 1993, the national rate declined by 4%.
- Although there has been progress, teenage pregnancy remains a profound problem, and we need to do more. Every year, about 1 million American teenagers become pregnant -- that's approximately 11% of women ages 15-19. And 80% of children born to unwed teenage mothers who have not completed high school live in poverty. In contrast, of those children born to 20 year-old married parents who are high school graduates, only 8% live in poverty.
- The Clinton Administration's policy on teen pregnancy has tried to target our resources in support of local initiatives built on the values of opportunity and personal responsibility:

Responsible Behavior: Personal responsibility has been a central part of the President's message to young people, as he has urged them not to become parents before they are adults, have finished school, and are ready to support their children. He has supported policies that embody this principle, including abstinence-based curricula, welfare reforms that discourage early parenting and require young mothers to live at home and stay in school, and tough new child support enforcement provisions that drive home the responsibility of parenthood to young men.

Opportunities for Youth: Teen pregnancy cannot be addressed in isolation from the wide range of other problems confronting youth, their families, their communities and their schools. Much of the Administration's social and economic agenda, ranging from education to crime prevention to empowerment zones, is designed to provide increased opportunities for young people and to give them something to say 'yes' to. If our youth do not have access to education, health services, jobs, or safe places to go after school and on weekends, they will not have a chance to make the right choices.

- Examples of Grants Issued in 1995:

1. Comprehensive Study: In June of 1995, the Department of Health and Human Services issued, "**Beginning Too Soon: Adolescent Sexual Behavior, Pregnancy, and Parenthood**," a two volume report containing a comprehensive and exhaustive review of the most recent research literature on teenage sexual behavior, pregnancy and parenthood and on effectiveness of teenage pregnancy prevention programs. This report was produced by Child Trends, Inc. with funding from the Department of Health and Human Services, and is now available on the Internet.

2. Adolescent Family Life Program: In September of 1995, HHS's Adolescent Family Life Program awarded 15 grants totaling \$4.2 million dollars for comprehensive demonstration programs aimed at preventing early teenage sexual activity and reducing teenage pregnancies. These programs feature innovative ways to **emphasize abstinence as the best way to prevent adolescent pregnancy** and to encourage the involvement of parents in these discussions with their children.

3. Community Coalition Partnership Programs for Prevention of Teen Pregnancy: In September of 1995, Centers for Disease Control and Prevention launched the new Community Coalition Partnership Programs for Prevention of Teen Pregnancy by awarding 13 grants totalling \$6.5 million over two years. These grants enable communities to develop plans for implementing and evaluating **community-wide interventions** that are innovative, comprehensive and sustainable. In addition, these demonstrations include an evaluation component.

- Last year in his State of the Union address, President Clinton challenged leaders in the private sector to form a national campaign to prevent teen pregnancy.
- Throughout the year, the Administration has been working to catalyze this effort and a diverse, credible, and bi-partisan group of private sector leaders have already committed to work towards a national campaign.



SENATE OFFICE OF RESEARCH

Elisabeth K. Kersten, Director

TEEN PREGNANCY AND PARENTING IN CALIFORNIA: BACKGROUND **March 1995**

California Leads the Nation in Teen Pregnancy

California has the highest estimated teen pregnancy rate in the United States, with 154 pregnancies per 1,000 teenagers age 15-19 years as compared to 111 pregnancies per 1,000 teenagers nationally. (Guttmacher, 1988)

Teen Birth Rates in California Have Increased Significantly in Recent Years

Births to teenagers in 1993 translated into a birth rate of 70.6 births per 1,000 young women age 15-19 years and a birth rate of 1.5 births per 1,000 women age 14 years and younger. (DHS, 1995)

Between 1987 and 1993 birth rates for teenagers age 15-19 grew from 59.5 births per 1,000 women to 70.6 births per 1,000 women--an increase of 18.6 percent.

Most Fathers of Children Born to Teen Mothers are Not Teens

Only one-third of the fathers of children born to teenagers in 1993 were teenagers themselves. The majority of fathers (56 percent) were age 20 and over with 42 percent of fathers between the ages of 20-24 years and 14 percent age 25 and over. (Fourteen percent of father's ages are unknown.) (DHS, 1995)

One Quarter of Teen Births are Repeat Births

In 1993, 16,405 teenage births (23.4 percent) represented repeat births (second or subsequent births) to teenagers. (DHS, 1995)

Largest Number of Births to Hispanic and White Teenagers

Of the 70,091 births to teenagers in 1993, 42,199 (60.2 percent) were to Hispanic women, 16,113 (23.0 Percent) to white women, 7,913 (11.3 percent) to African-American women, and 3,866 (5.5 percent) to Asian and other women. (DHS, 1995)

Birth Rates Highest for Hispanic and African-American Women

Birth rates for 15-19 year olds were 123.2 births per 1,000 for Hispanic women and 97.9 births per 1,000 for African-American women in 1993 compared to birth rates of 36.2 births per 1,000 white women and 30.6 per 1,000 for Asian and other women in 1993. (DHS, 1995)

Birth rates for Hispanic and African-American teenagers age 15-19 years grew at a significantly higher rate than for teens overall during the last ten years. (DHS, 1995)

Birth Rates	1983	1993	Change
Hispanic	85.1	123.2	+44.8%
African-American	75.0	97.9	+30.5%
White	35.6	36.2	+1.7%
Asian + Other	30.3	30.6	+1.0%

Despite Recent, Small Declines in Birth Rates for Teenagers Overall, Birth Rates for Hispanic Teens Continue to Grow

Except for Hispanic teenagers, teen birth rates for all other racial groups fell for the second year in a row in 1993. However, between 1992 and 1993 Hispanic birth rates grew somewhat from 118.9 births per 1,000 women age 15-19 to 123.2 births per 1,000 women age 15-19. (DHS, 1995)

Teen Births Concentrated in Selected Southern and Central Valley Counties

Over 86 percent of the state's teenage births occurred in 16 California counties with more than 1,000 teenage births in 1993. These counties are characterized as both urban and rural, large and small counties; however, these counties are found primarily in southern and central valley counties. (DHS, 1995)

Counties with more than 1,000 teenage births in 1993 included Los Angeles, San Diego, San Bernardino, Orange, Riverside, Fresno, Sacramento, Alameda, Santa Clara, Kern, San Joaquin, Tulare, Ventura, Contra Costa, Stanislaus and Monterey. (DHS, 1995)

Los Angeles county alone accounted for 33.1 percent of the state's teenage births in 1993. (DHS, 1995)

Teenage Birth Rates Are Highest in Rural Counties

In 1993, counties with the highest birth rates are primarily rural counties. (DHS, 1995) The counties with the highest birthrates to teenagers age 15-19 include Yuba, Fresno, Kings, Kern, Tulare, Madera, Merced, Imperial, San Bernardino and Monterey. Birth rates for these counties range from 108.6 births per 1,000 teenagers to 84.6 births per 1,000 teenagers. The state average birth rate for teenagers age 15-19 is 70.6 births per 1,000 teens.

Higher Growth in Teen Birth Rates in California May Be Linked to Fall Off in Abortions

The significant rise in teen birth rates in California since the late 1980's may be due to a fall off in teenage abortions during that period. Data from the Medi-Cal program gives some evidence of this trend. Between 1987 and 1992, the number of Medi-Cal funded births grew by 50 percent while the number of Medi-Cal funded abortions remained about the same. (DHS, 1995)

Research Indicates Most Teens Who Become Mothers Were Victims of Sexual Abuse

Recent research indicates the large majority--two-thirds or more--of pregnant and parenting teenagers have been victims of sexual abuse prior to becoming pregnant. (Boyer and Fine, 1992)

Research indicates that for young women under age 15 who have had sexual intercourse, the large majority of them have had sex involuntarily. (Family Impact Seminar, 1994)

Costs of Teenage Pregnancy and Childbirth High

The Legislative Analyst estimates total state and federal costs for AFDC, Medi-Cal and Food Stamps to California families begun as teenagers total \$5 to \$7 billion per year.

In 1992, Medi-Cal funded over 50 percent of the state's total teen deliveries. (DHS, 1995) The AFDC and Medi-Cal costs for one teen pregnancy, birth and first year of support is more than \$10,000. (DHS, 1994)

According to the State Department of Education, in September 1993, 2,118 kindergarten classes costing almost \$276 million were needed to serve only the children born to teenage mothers in 1987. (SDE, 1994)

California's Teen Birth Rates Moving Further Above National Rates

California's teenage birth rates have become somewhat higher in recent years than for the nation as a whole. In 1992, California's birth rate for teens age 15-19 was 71.1 births per 1,000 women compared to 60.7 per 1,000 for the nation. In 1982, birth rates for this group were very close --California's birth rate was 52.8 births per 1,000 women age 15-19 and the rate for the nation was 52.9 births per 1,000 women. (DHS, 1995)

Approximately One in Eight Births in California are to Teens

On average, every day in California 192 teenagers gave birth to a child in 1993. That year, there were a total of 70,091 babies born to young women age 19 and younger--1,572 of these births were to young women age 14 years and younger. (DHS, 1995)

Teenage Births 1993

<u>Age</u>	12 and Under	13	14	15	16	17	18	19
<u>Births</u>	24	273	1,275	4,279	8,641	13,381	18,638	23,580

Total teen births accounted for 12.0 percent of all births in California in 1993. Teen births as a percentage of all births varies by race/ethnicity. (DHS, 1995)

1993	All Births	Teen Births	Percentage Teen Births
Statewide	584,483	70,091	12.0
Hispanic	262,065	42,199	16.1
White	215,885	16,113	7.5
African- American	43,861	7,913	18.0
Asian + Other	62,672	3,866	6.2

Predictors of Teen Pregnancy

Poverty and Poor School Performance Remain Strong Predictors of Teenage Pregnancy

Research points to the factors of poverty, low academic achievement and poor basic skills as being strong predictors of teenage pregnancy and subsequent birth.

Other factors correlated with teen pregnancy cited most commonly in the research include history of sexual abuse, history of foster care, daughter of a teenage mother, sister who had teenage birth, living in a single parent household and parents with lower educational attainment.

Earlier Onset of Puberty and Increased Sexual Activity For Teens Contributing to Increased Teen Pregnancies

Research indicates that the average age of menarche (onset of menstruation) has dropped to 11 years of age, allowing greater numbers of sexually active teenagers to become pregnant. (DHS, 1995)

The rising incidence of sexual activity among teenagers is another contributing factor toward rising teen pregnancy and birth rates. It is estimated that more than half of all females and nearly three-quarters of males have had sex before they are 18 years of age. (Family Impact Seminar, 1994) In addition, the age of onset of sex is getting younger and younger, although the mean age of onset of sex is still between 16 and 17 years. (Mauldon, 1994)

Adverse Consequences of Teen Pregnancy

Lifelong Loss of Schooling

Only one half of young women who became mothers as teenagers have completed high school by age 30. (Guttmacher, 1993)

Mothers Who Began Motherhood as Teenagers Are More Likely to Have Been Poor, Remain Poor and to Need Welfare in the Future

Teenage mothers are considered to be among the groups with the "highest risk" of long-term welfare dependency. (DHS, 1995) A large portion of AFDC recipients became mothers as teenagers. In 1992, 41.7 percent of AFDC recipients in California became mothers as teenagers. Nationally, 51.9 percent of all AFDC recipients became mothers as teenagers in 1992. (Osborne, 1994)

Children Born to Teenage Mothers Experience Adverse Consequences

In California, babies born to teen mothers are more likely to have a low birthweight than babies born to older women. In 1993, 7.1 percent of babies born to teenagers were low birthweight compared to 5.9 percent of babies born to older women. (DHS, 1995)

Low birthweight is associated with poorer health outcomes for children from infancy through childhood and with a higher risk of neurological disabilities and congenital anomalies than for children born to older mothers. (Brindis, 1988)

Babies born to teenagers are more likely to be premature (36 weeks or younger gestation) than babies born to older women. In 1993, 12.1 percent of the babies born to teenage mothers were premature, whereas 9.6 percent of the babies born to older women were premature. (DHS, 1995)

Low birthweight and prematurity may be linked to the lower utilization of prenatal care by teen mothers. In 1993, 8.3 percent of teen mothers began prenatal care in

the 3rd trimester or had no prenatal care compared to 4.5 percent for older women. (DHS, 1995)

Children age 5 years and younger born to teenage mothers have more health problems and hospitalizations than children born to older mothers. (Nord et. al., 1991)

Children of teen mothers are more likely to be poor compared to older mothers. (Furstenberg et. al, 1991)

Adverse Effects of Teenage Pregnancy Are Greater for Younger Teens and Teens with More Than One Child

The younger the teenage mother, the more likely she and her baby will have health complications in the perinatal period. (Guttmacher, 1993)

The younger a teenager is when she is first pregnant, the more likely she will not graduate from school and have a repeat birth as a teenager. (Upchurch and McCarthy, 1990; Kalmus and Namerow, 1994)

The negative consequences of teenage birth for both the mother and child are far greater following the birth of a second child while a teenager. Teenage mothers who have subsequent births as teenagers have poorer educational and economic outcomes than teenage mothers who delay their subsequent childbearing. (Nord et.al., 1991; Kalmus and Namerow, 1994)

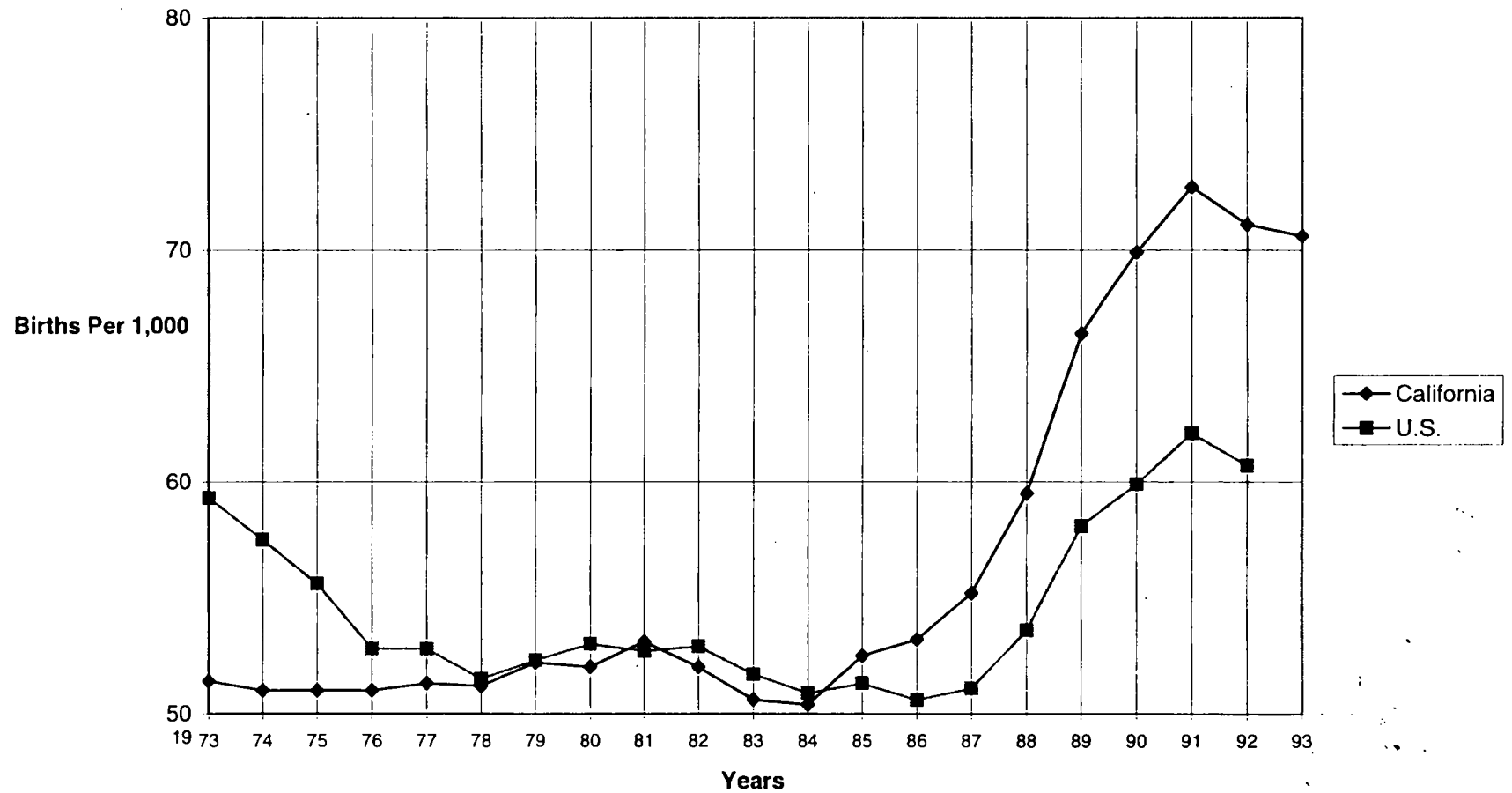
Most Teen Mothers Are Not Married

The overwhelming majority of teen mothers are unmarried. In 1993, 69.8 percent of teen mothers were unmarried. In contrast, 30.4 percent of older mothers were unmarried in 1993. (DHS, 1995)

While a larger percentage of teenage births are to unmarried women than older women, non-marital births have been increasing for women of all age groups in the last few decades. For example, the percentage of non-marital births to women age 15-17 grew from 33.6 percent in 1966 to 76.6 percent in 1991; for women age 18-19 it grew from 16.7 percent in 1966 to 62.5 percent in 1991; and for women age 20-24 it grew from 8.4 percent in 1966 to 42.3 percent in 1991. (DHS, 1991)

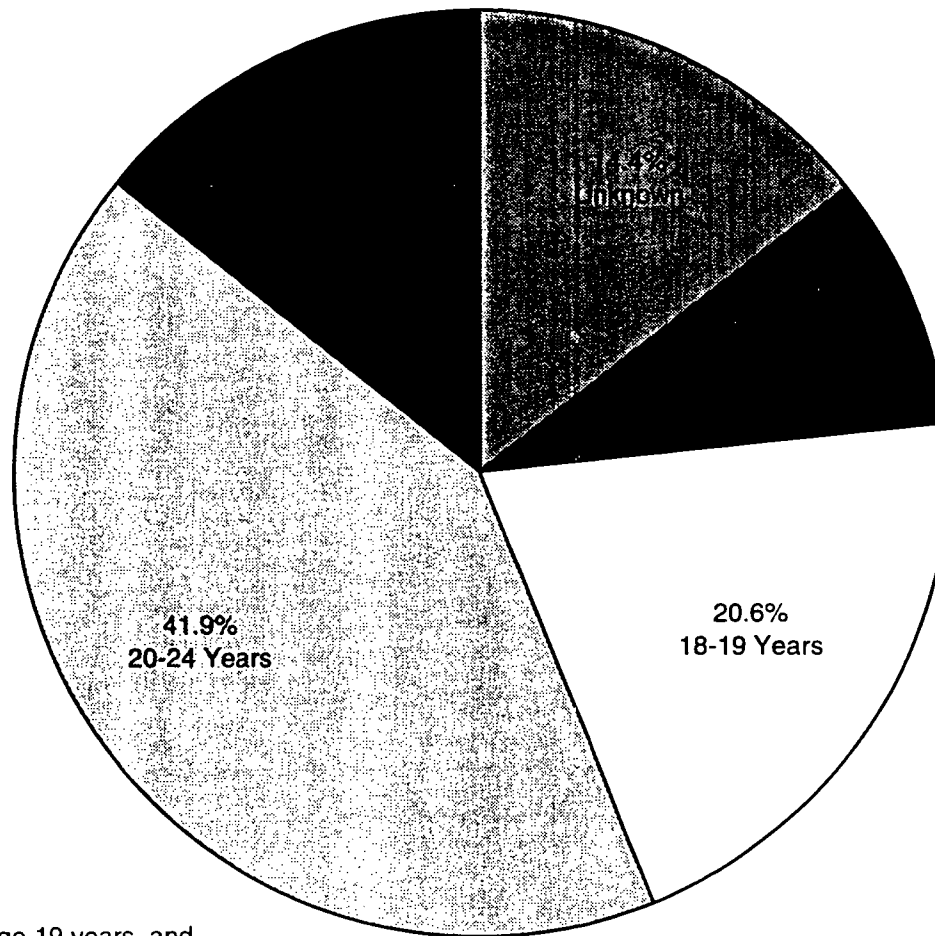
Prepared by Senate Office of Research, March 21, 1995

**Birth Rates* for Teenagers Age 15-19,
California and United States,
1973-1993**



*Number of births per 1,000 women in a specific age group.

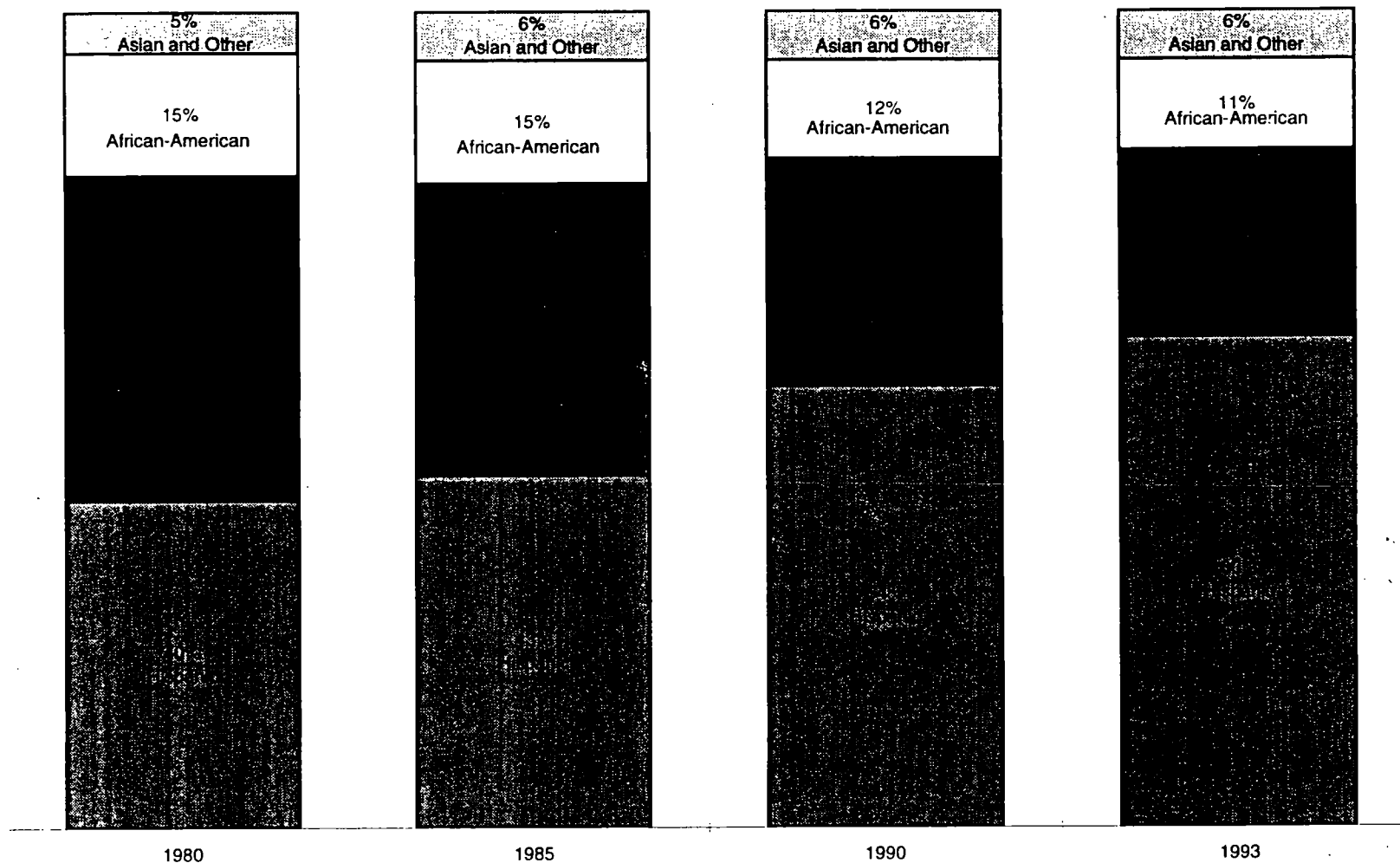
Age of Fathers of Babies Born to Teenagers* in California, 1993



*Births to women age 19 years and younger.

Source: State of California, Department of Health Services, Vital Statistics Section, 1993.
Prepared by Senate Office of Research

Percentage Live Births to Teenagers* by Race/Ethnicity in California for Selected years



*Births to women age 19 years and younger.

Source: Department of Health Services, Vital Statistics Section, 1995. Alan Guttmacher Institute, 1994
Prepared by Senate Office of Research

FACTORS ASSOCIATED WITH RISK OF TEEN PREGNANCY:

- **POVERTY**
- **LOW ACADEMIC ACHIEVEMENT/POOR BASIC SKILLS**
- **VICTIM OF SEXUAL ABUSE**
- **HISTORY OF FOSTER CARE**
- **DAUGHTER OF TEENAGE MOTHER**
- **SISTER HAD TEENAGE BIRTH**
- **LIVE IN A SINGLE PARENT HOUSEHOLD**
- **POOR FAMILY RELATIONSHIPS**
- **PARENTS HAVE LOWER EDUCATIONAL ATTAINMENT**

**LIVE BIRTH RATES* OF TEENAGE MOTHERS
UNDER AGE 15 AND AGE 15-19 YEARS FOR
CALIFORNIA COUNTIES, 1993
(By Place of Residence)**

County Alphabetical	Birth Rates Age 15-19	County Ranking	Birth Rates Age 15-19	County Alphabetical	Birth Rates Under 15	County Ranking	Birth Rates Under 15
Alameda	55	Yuba	108.6	Alameda	1.2	Fresno	3.1
Alpine	NA	Fresno	102.6	Alpine	--	Kings	2.5
Amador	b	Kings	101.5	Amador	--	Merced	2.4
Butte	57.3	Kern	98.4	Butte	1.1	Sacramento	2.3
Calaveras	40	Tulare	97.8	Calaveras	--	Yuba	2.3
Colusa	b	Madera	96.9	Colusa	a,b	Kern	2.2
Contra Costa	41.4	Merced	96.7	Contra Costa	0.7	Tulare	2.1
Del Norte	b	Imperial	87.3	Del Norte	a	San Joaquin	2.0
El Dorado	37.6	San Bernardino	86.1	El Dorado	--	Humboldt	1.8
Fresno	102.6	Monterey	84.6	Fresno	3.1	Los Angeles	1.8
Glenn	b	Riverside	81.2	Glenn	--	Madera	1.8
Humboldt	52.4	Los Angeles	80.6	Humboldt	1.8	Santa Cruz	1.8
Imperial	87.3	San Joaquin	78.6	Imperial	a	Monterey	1.7
Inyo	b	Sacramento	74.6	Inyo	--	San Bernardino	1.4
Kern	98.4	Stanislaus	74.2	Kern	2.2	Yolo	1.4
Kings	101.5	San Diego	67.7	Kings	2.5	Santa Barbara	1.3
Lake	61.4	Santa Barbara	66.8	Lake	a	Alameda	1.2
Lassen	b	Sutter	64.3	Lassen	--	Riverside	1.2
Los Angeles	80.6	Tehama	63	Los Angeles	1.8	San Diego	1.2
Madera	96.9	San Benito	62.7	Madera	1.8	Butte	1.1
Marin	22	Solano	61.4	Marin	a	Orange	1.1
Mariposa	b	Orange	61.4	Mariposa	a,b	San Francisco	1.1
Mendocino	61.2	Lake	61.4	Mendocino	a	Santa Clara	1.1
Merced	95.7	Mendocino	61.3	Merced	2.4	Ventura	1.1
Modoc	b	Shasta	59.4	Modoc	a,b	San Mateo	0.8
Mono	b	Butte	57.3	Mono	a,b	Shasta	0.8
Monterey	84.6	Alameda	55	Monterey	1.7	Solano	0.8
Napa	38.3	Santa Cruz	54.8	Napa	--	Sonoma	0.8
Nevada	28.8	Ventura	54	Nevada	--	Contra Costa	0.7
Orange	61.4	Humboldt	52.4	Orange	1.1	San Luis Obispo	0.7
Placer	38.3	Santa Clara	52.1	Placer	a	Stanislaus	0.6
Plumas	b	Siskiyou	45.7	Plumas	--	Colusa	a,b
Riverside	81.2	Yolo	45.6	Riverside	1.2	Mariposa	a,b
Sacramento	74.6	San Mateo	42.9	Sacramento	2.3	Modoc	a,b
San Benito	62.7	Sonoma	41.7	San Benito	--	Mono	a,b
San Bernardino	85.1	Contra Costa	41.4	San Bernardino	1.4	Trinity	a,b
San Diego	67.7	Calaveras	40	San Diego	1.2	Del Norte	a
San Francisco	39.7	San Francisco	39.7	San Francisco	1.1	Imperial	a
San Joaquin	79.6	Placer	38.3	San Joaquin	2.0	Lake	a
San Luis Obispo	36.4	Napa	38.3	San Luis Obispo	0.7	Marin	a
San Mateo	42.9	El Dorado	37.6	San Mateo	0.8	Mendocino	a
Santa Barbara	66.8	San Luis Obispo	36.4	Santa Barbara	1.3	Placer	a
Santa Clara	52.1	Tuolumne	36.2	Santa Clara	1.1	Siskiyou	a
Santa Cruz	54.8	Nevada	28.8	Santa Cruz	1.8	Sutter	a
Shasta	59.4	Marin	22	Shasta	0.8	Tehama	a
Sierra	b	Alpine	NA	Sierra	--	Tuolumne	a
Siskiyou	45.7	Trinity	b	Siskiyou	a	Calaveras	--
Solano	61.4	Sierra	b	Solano	0.8	Glenn	--
Sonoma	41.7	Plumas	b	Sonoma	0.8	Inyo	--
Stanislaus	74.2	Mono	b	Stanislaus	0.6	Lassen	--
Sutter	64.3	Modoc	b	Sutter	a	Napa	--
Tehama	63	Mariposa	b	Tehama	a	Nevada	--
Trinity	b	Lassen	b	Trinity	a,b	Plumas	--
Tulare	97.8	Inyo	b	Tulare	2.1	San Benito	--
Tuolumne	36.2	Glenn	b	Tuolumne	a	Sierra	--
Ventura	54	Del Norte	b	Ventura	1.1	Alpine	--
Yolo	45.6	Colusa	b	Yolo	1.4	Amador	--
Yuba	108.6	Amador	b	Yuba	2.3	El Dorado	--
CALIFORNIA	70.6				1.5		

*An age-specific live birth rate is the number of live births per 1,000 women in a specific age group.

NA- Represents zero births

a - Rates are not calculated for fewer than five live births

b - Rates are not calculated for counties reporting fewer than 1,000 population in a specific age group.

Source: Department of Health Services, Vital Statistics Section, 1995

Prepared by Senate Office of Research

**LIVE BIRTHS TO TEENAGERS AS A PERCENTAGE OF
TOTAL BIRTHS, CALIFORNIA COUNTIES, 1993**

County	Total Births	Total Teen Births	Percent Teen Births
Alameda	21,919	2,103	9.6
Alpine	8	0	0
Amador	274	31	11.3
Butte	2,600	392	15.1
Calaveras	356	46	12.9
Colusa	324	48	14.8
Contra Costa	12,659	1,101	8.7
Del Norte	351	55	15.7
El Dorado	1,789	167	9.3
Fresno	16,122	2,772	17.2
Glenn	419	58	13.8
Humboldt	1,608	229	14.2
Imperial	2,849	490	17.2
Inyo	206	27	13.1
Kern	12,529	2,104	16.8
Kings	2,305	396	17.2
Lake	635	100	15.7
Lassen	315	57	18.1
Los Angeles	189,706	23,178	12.2
Madera	1,993	398	20.0
Marin	2,801	122	4.4
Mariposa	178	18	10.1
Mendocino	1,105	172	15.6
Merced	4,371	729	16.7
Modoc	128	24	18.7
Mono	138	6	4.3
Monterey	7,494	1,005	13.4
Napa	1,562	130	8.3
Nevada	872	75	8.6
Orange	51,153	4,612	9.0
Placer	2,633	246	9.3
Plumas	212	31	14.6
Riverside	25,131	3,444	13.7
Sacramento	19,314	2,610	13.5
San Benito	806	99	12.3
San Bernardino	32,249	4,633	14.4
San Diego	48,870	5,300	10.8
San Francisco	9,026	671	7.4
San Joaquin	9,492	1,464	15.4
San Luis Obispo	2,670	271	10.1
San Mateo	10,302	766	7.4
Santa Barbara	6,601	865	13.1
Santa Clara	26,975	2,358	8.7
Santa Cruz	3,888	431	11.1
Shasta	2,134	329	15.4
Sierra	20	5	25.0
Siskiyou	511	78	15.3
Solano	6,212	751	12.1
Sonoma	5,614	505	9.0
Stanislaus	7,464	1,078	14.4
Sutter	1,159	162	14.0
Tehama	789	119	15.1
Trinity	137	22	16.1
Tulare	7,280	1,353	18.6
Tuolumne	470	58	12.3
Ventura	12,183	1,271	10.4
Yolo	2,292	288	12.6
Yuba	1,280	238	18.6
CALIFORNIA	584,483	70,091	12.0

**BIRTH RATES* TO TEENAGERS UNDER AGE 15
AND AGES 15-19, BY RACE/ETHNICITY,
1983-1993**

	Hispanic		White		African-American		Asian /Other		California	
	Under 15	15-19	Under 15	15-19	Under 15	15-19	Under 15	15-19	Under 15	15-19
1983	1.6	85.1	0.4	35.6	2.5	75.0	0.8	30.3	1.0	51.4
1984	1.7	83.9	0.4	34.6	3.0	78.9	0.7	28.0	1.1	51.1
1985	1.6	84.9	0.4	35.6	3.2	80.1	0.6	27.7	1.0	52.5
1986	1.5	85.0	0.5	35.5	3.0	83.8	0.8	27.4	1.1	53.2
1987	1.6	86.5	0.5	36.7	3.3	87.5	0.8	28.1	1.1	55.2
1988	1.8	93.0	0.4	39.1	3.3	93.3	0.9	30.2	1.2	59.5
1989	2.1	105.6	0.5	41.5	4.0	101.6	0.9	33.3	1.4	66.4
1990	2.4	111.4	0.5	42.2	3.4	108.2	0.9	31.2	1.4	69.9
1991	2.5	119.8	0.5	41.1	2.8	105.6	1.1	31.5	1.5	72.7
1992	2.6	118.9	0.4	38.3	3.4	101.1	1.1	31.1	1.5	71.1
1993	2.7	123.2	0.4	36.2	2.9	97.9	0.9	30.6	1.5	70.6

*Number of live births per 1,000 women in a specific age group.

Source: State of California, Department of Health Services, Vital Statistics Section, 1995.

Prepared by Senate Office of Research



DEPARTMENT OF HEALTH & HUMAN SERVICES

Public Health Service

January 17, 1996

Rockville MD 20857

New Teen Pregnancy and Family Planning Initiatives in California

In late December, the California Department of Health Services released an evaluation of the States ENABL (Education Now and Babies Later) program. The program, initiated in 1993, was modeled after the PSI (Postponing Sexual Involvement) program developed in Atlanta, and was implemented by 28 contractors in various school settings. Unfortunately, the results of the evaluation showed virtually no statistical differences in either knowledge or behavior among the PSI participants and those in control groups. As a result, Governor Wilson announced that he was terminating the ENABL program and would propose a new series of initiatives to address unintended pregnancy.

On January 10, Governor Wilson released a proposed budget which includes the following initiatives:

- \$34 million to be used as matching grants for communities to develop innovative local solutions to unwed and teenage pregnancy and related problems.
- \$20 million to provide contraceptives to low-income women (including sexually active teens) with incomes up to 200% of the Federal Poverty Level. An additional \$23 million will be transferred from the current state funded family planning program and the total will be implemented through a state-only Medi-Cal family planning program.
- \$15 million to enhance efforts to assist at-risk youth by linking them with mentors, including expansion of the California Youth Authority's "Young Men as Fathers" program.
- \$10 million (combined with existing resources of \$5.7 million) to support a statewide media campaign to raise public awareness about the problems of teenage and unwed pregnancy and to promote responsible behavior.
- \$6 million to expand an existing program designed to increase the prosecution of statutory rape cases.
- \$1 million for the development and evaluation of pilot testing of two abstinence-based curriculum.

Unfortunately, among other things, the Governor's budget assumes that prenatal benefits for undocumented immigrants will be discontinued effective March 1, 1996. If you would like additional information, we would be happy to provide it.

Felicia H. Stewart, M.D.
Deputy Assistant Secretary for Population Affairs

A FAX FROM ADVOCATES FOR YOUTH

TO: Debble Fine, White House Domestic Policy Council

FAX NO.: 202-456-7028

TEL NO.: 202-456-5572

FROM: Michele Booth Cole, Director, Policy and Federal Affairs
Phone (202) 347-5700 Fax (202) 347-2263

PAGE 1 of 4 DATE: January 17, 1996

SUBJECT: Gov. Willson^{Is} teen pregnancy prevention effort

If there is a problem with this fax transmission, please call (202) 347-5700.

COMMENTS: Following up on our conversation yesterday, I spoke with Harold Fong and Jane Boggess at CA Dept. of Health Services, Office of Family Planning. I'm forwarding the information faxed to me. In addition to the initiatives listed, Gov. Wilson is also proposing an additional \$20 million for family planning clinical services for women in need. The current year's family planning budget is \$70 million. Currently, there are some 500,000 women in need who are not receiving FP services.

I hope this is useful. Please feel free to call if I can be of further assistance on this or other matters.

1025 VERMONT AVENUE, N.W.
WASHINGTON, D.C. 20005 USA

SUITE 200

ADVOCATES FOR YOUTH

202/347-5700
FAX 202/347-2263

1996-97 BUDGET INITIATIVES

Recognizing the importance of healthy families, the Wilson Administration has invested significant new resources in the prevention of problems which affect the health and well-being of women, children and families. Consistent with his commitment to prevention, the Governor is proposing additional investments in preventive health care strategies for 1996-97.

Preventing Teenage and Unwed Pregnancies

Beginning in the mid-1980's, teenage birth rates for California and the nation began to rise. While the State's birth rate for teens 15 to 19 years of age has declined from 72.8 in 1991 to 68.0 in 1994, the human, social and economic consequences of this problem are staggering and affect all Californians. For example:

- In 1994, an estimated 35 percent of all births in California were to unwed mothers.
- In 1993, over 65 percent of all babies born to mothers under the age of 18 were fathered by men 18 and over.
- Babies born to teen mothers are more likely to have a low birthweight, which is associated with a higher risk of birth defects and emotional problems.
- Only one half of young women who became mothers as teenagers have completed high school by age 30.
- It is estimated that state and federal costs for AFDC, Medi-Cal and Food Stamps to California families that began with a teen parent total \$5 to \$7 billion a year.

The Governor's Budget proposes a new public-private partnership to reduce teenage and unwed pregnancies. The "Partnership for Responsible Parenting" recognizes that government, local communities and the private sector must work together in fashioning comprehensive, effective solutions to reduce the number of teen and unwed pregnancies as well as the number of children who grow up in homes with little or no father contact. Specifically, the initiative provides for:

- Community Challenge Grants: \$34 million will be available to local communities and private organizations for the development and implementation of innovative and relevant solutions to unwed and teen pregnancy and its associated problems, including alcohol and drug use, school failure, gangs and violence. Communities will be encouraged to form collaborative partnerships with appropriate local agencies, businesses, schools, religious groups and local government entities to develop and implement locally-designed prevention and intervention strategies.

Post-It Fax Note 7671		Date 1-17-96	# of pages 3
To Debbie Fine		From Kate Sprowl	
Co./Dept.		Co.	
Phone #		Phone # 916-445-1727	
Fax # 202-456-7028		Fax # 916-324-3944	

- Statewide Multi-Media Campaign: \$10 million in new funds will be combined with existing resources to support an expanded \$15.7 million multi-media campaign to raise public awareness about the problem of unwed and teenage pregnancy. The media campaign will be built on existing efforts to change community norms by educating the public and promoting responsible behavior, including abstinence themes and messages targeted at males.
- Abstinence Curricula: \$1 million will be used to contract for the development of two abstinence-oriented curricula that will be implemented as pilot projects in several at-risk communities and evaluated for their effectiveness in reducing teen pregnancy.
- Statutory Rape: \$6 million will be provided to expand the "vertical prosecution" program on a statewide basis. This program, established in 1995-96 in 16 counties and administered by the Office of Criminal Justice Planning, will strengthen local efforts to aggressively prosecute statutory rape cases.
- Mentoring: \$15 million will be used to enhance efforts to assist at-risk youth by linking them with mentors. Of this amount, \$15 million will be directed to the Department of Community Services and Development to expand the California Mentor Initiative; \$3 million will be used by the California Youth Authority to expand its "Young Men as Fathers" program; and \$5 million will be provided to the Office of Child Development and Education to fund the California Academic Volunteer and Mentor Corps.

Preventing Unintended Pregnancies

About 1.3 million California women under 200 percent of the federal poverty level are at risk of unintended pregnancy. A little more than half (57 percent) of these low-income women currently receive contraceptive services through the Medi-Cal program and the Office of Family Planning (OFP), which contracts with 114 agencies that provide services through 400 community clinics.

Consistent with the State's multi-faceted efforts to reduce the costs to taxpayers of unintended pregnancies, the Governor's budget provides \$20 million to expand access to contraception. To create a single, seamless system of delivery for family planning services, these new funds will be combined with existing OFP clinical services funds and distributed through a state-only Medi-Cal Expanded Family Planning Program.

Consistent with the goal of creating a seamless family planning system, this approach will make reimbursement rates for family planning providers equal to Medi-Cal rates. The new program will be designed to offer services that meet the standards of care used by the OFP, such as client education and counselling, and medical history and examination.

prenatal services are already available to medi-cal clients at 200% of poverty level. This expands medi-cal services to this grp for contraceptives. Info from Peter H.

The OFP will retain its leadership role in the field of family planning by developing policies, ensuring access to services, maintaining quality of care, and through demonstration projects, health education, professional training, public outreach and awareness campaigns, and evaluation.

Domestic Violence Prevention

Domestic violence is one of America's most serious health threats to women. The FBI estimates that every 15 seconds a woman in this country is beaten by her husband or partner. According to the U.S. Department of Health and Human Services, over one million American women seek medical assistance each year for injuries caused by battery and, in nearly half of the families in which a wife is being abused, children are also battered. In California alone, over 251,000 calls related to domestic violence were reported in 1994 to the Department of Justice by local law enforcement agencies.

Governor Wilson has enacted several new laws to strengthen and expand protections for women and children who are subjected to domestic violence. The Wilson Administration has also committed significant new resources to assist domestic violence victims. The Battered Women Protection Act of 1994, for example, more than doubled state funding for shelter-based services for battered women and their children. As a result of this program, 55 of California's 58 counties have received funds to expand existing services, establish new shelters and develop innovative, community-specific approaches to providing a safer, quicker response to women in crisis.

As part of his commitment to improving the health of California families, the Governor's Budget includes an initiative that invests in intervention and prevention strategies to address the pervasive problem of domestic violence. Specifically, this initiative provides the following:

- **Shelter-Based Services Program:** The budget continues the \$11.5 million shelter-based services program created by the Battered Women Protection Act of 1994, thereby significantly increasing the availability of transitional housing, legal assistance and other support services needed to help women who have chosen to take the crucial step to break the cycle of abuse.
- **Domestic Violence Prevention Program:** Provides \$5 million in new funding to create a comprehensive prevention program addressing domestic/family violence.

Of this \$5 million, the budget proposal earmarks \$3 million for a public education campaign designed to raise awareness of the problem of domestic/family violence, denormalize its social acceptance, encourage appropriate alternative behaviors, and provide sources to receive help. The remaining \$2 million would be used for community grants to develop new intervention models emphasizing the prevention of domestic violence through strategies which strengthen individual capacities, reduce individual vulnerabilities and promote environmental changes.

LH for

- Mike King
- Lisa Gilmore

★ call advocates ★
for youth

Sara Brown

call for info

h - 966-2727
- 3341736

The Sacramento Bee

JAN 10 '96 11:41AM

Wilson's war on teen pregnancy called simplistic

By Kathryn Doré Perkins
Bee Staff Writer

Educators and children's advocates on Tuesday criticized Gov. Pete Wilson's strategy to prevent teenage pregnancies as an inadequate, simplistic approach to a complex problem.

"We are looking at solutions that sound good and are politically correct instead of being practical," said Bev Short, principal at Sierra Nueva High School, an alternative school in the San Juan school district for pregnant and parenting teens.

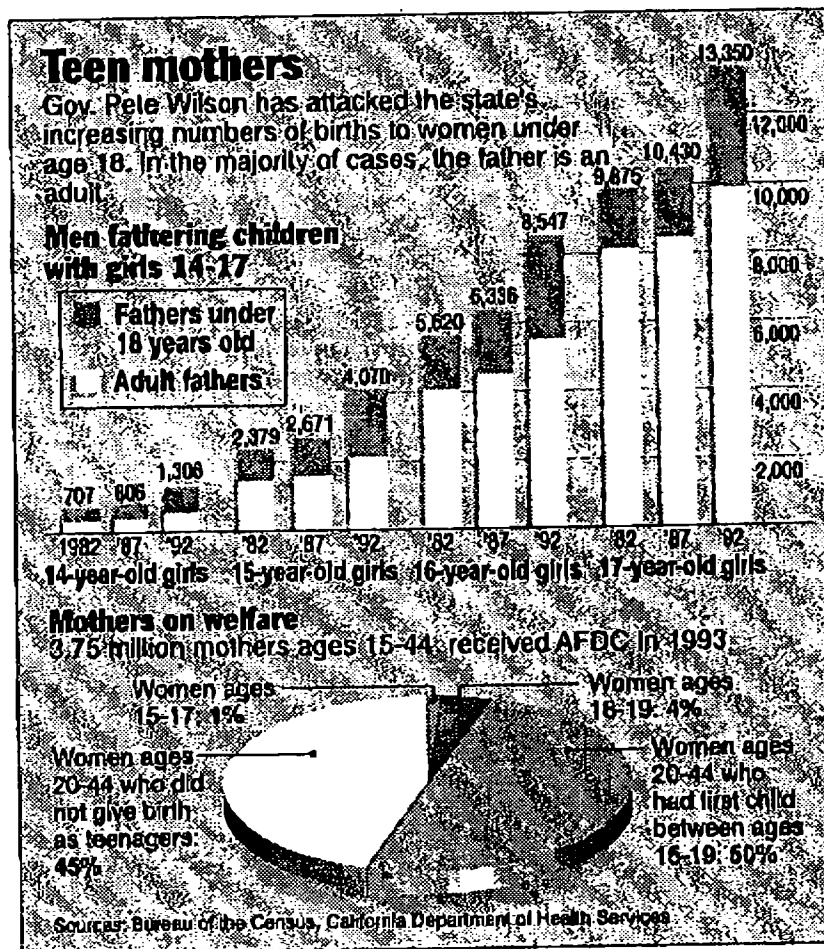
"As a staff, having worked with thousands of these young women, we believe what will make a difference is having better life options for them," Short said. "Those things will come by people having jobs and feeling good about themselves, and those are deep-seated, societal problems."

The governor highlighted the issue of teen pregnancy in his State of the State address on Monday, claiming that one-fourth of the births to unmarried women in California are to teenagers and that welfare costs for families begun by a teen parent reach as high as \$7 billion a year.

Please see TEEN, page A10

PAGE ONE

The Sacramento Bee



Delia
Can we get an analysis and helping the birth plan 1/4.
What we (will) propose?

Bea / Scott Flodin
Sherry
Sherry

1-10-96 A1 1 of 2

P. 2/28

A10 Wednesday January 10, 1996

► FROM

Teen: School counselor says key is self-esteem

Continued from page A1

Wilson proposed spending \$15.7 million on a media campaign "to raise public awareness" and "promote responsible behavior."

Also, the governor plans to spend \$34 million on a "Partnership for Responsible Parenting Community Challenge Grant Program." Grants would be awarded to communities that create programs involving non-governmental, religious and business organizations.

A third leg of Wilson's proposal is a \$15 million effort to link 250,000 mentors with 1 million at-risk youths by 2000.

Underscoring his get-serious stance, Wilson noted that last year he funded one-year grants of \$150,000 each to 16 counties, including Sacramento, for aggressive prosecution of statutory rape cases, sending "a loud message" to adults who have sex with teenagers. Two-thirds of teen moms are impregnated by adult men.

In Sacramento, that grant means a prosecutor concentrating full-time on these particular cases.

Sharon Kalemkarian, supervising attorney for Children's Advocacy Institute, praised the governor for "making an effort in a time of budget constraints."

But, agreeing with Short, she said, "If we can't offer a real alternative — a college education, the real possibility of a job, the prospect of being able to care for themselves without public assistance, you won't stop girls from having babies."

"It's not just a question of morality," Kalemkarian said. "We have to put more energy in school programs that give girls enough skills to get jobs, that give them a compelling interest in completing their educations. I don't see that in his proposals, and I doubt a public (media) campaign will be

enough."

Candy Harris, counselor in the Adolescent Parent Program at Walnut Wood High School in Rancho Cordova, was particularly irked at the governor's proposals, given that last month Wilson axed the popular "Education Now and Babies Later" (ENABL) program. In part, ENABL used trained teen leaders, supervised by adult professionals, to mentor at-risk kids. Wilson said the 3-year-old program was ineffective, based on the findings of an academic study.

"It was never funded fully so that it could work the way it should," Harris said. "It was an important program because kids could learn from peers a little older than they, whom they trusted, to give them honest answers. Now he has scrapped that and is starting over again. It like throwing money down a black hole."

"I wish there was a simple answer, like a media campaign," she said, adding that the solution lies in self-esteem. "I know that is an overused term, but when kids don't feel good about themselves, they aren't as likely to take care of themselves. We need to make them feel useful."

The governor's program "is half-way there," said Amy Abraham, policy director of the advocacy organization Children Now. "He made a good point in terms of needing to convey to young men and women that it is unfair to have kids before you're ready, that it jeopardizes the futures of the babies and the young woman."

"But," said Abraham, "that's not enough. We need to look at opportunities for them to achieve in school. We need tutoring programs and need to push the schools to provide a good education to all children. And one of the most critical areas is employment opportunities. The federal govern-

ment cut employment programs for at-risk kids, and the governor didn't address that issue at all."

A media campaign could help if it turns around the cultural attitude toward sex, Abraham said.

Attitude is a central point, said Eloise Anderson, director of the state Department of Social Services. "There is only so much the governor can do and the rest is up to society," she said. "Mothers, sisters, friends of men and new girlfriends have to take a different stance. We can't tolerate this behavior."

Emphasizing that Wilson's attack is against unmarried teen — not adult — pregnancy, Anderson said, "We have to say to a guy messing with a young girl, 'Would you like some old guy messing with your baby sister? With your daughter?' Why are we afraid to

talk to guys about their behavior with females? We and the men friends of these guys should be telling them what they are doing is wrong. People say with a 16 or 17-year-old, it's OK. She consented. But a minor doesn't have the ability to consent."

Fred Hayward of Sacramento, executive director of the organization Men's Rights Inc., disagreed. "It's an inconsistency to say a girl is old enough to decide whether to become a mother, whether to raise a child, but not old enough to have sex. That's ridiculous. Girls near the age of consent are dating older guys. They are making a choice. To catalog all those relationships as rape is just trying to score political points and not dealing with the human issue."

1-10-96

A1

2 of 2

OFFICE OF INTERGOVERNMENTAL AFFAIRS
DEPARTMENT OF HEALTH AND HUMAN SERVICES
200 Independence Avenue, SW
Room 630F
Washington, DC 20201



F A X C O V E R S H E E T

DATE:

TIME:

TO: *Debbie Fine* PHONE: FAX: *456-7028*

FROM: Michael King

PHONE: 401-5631
FAX: 690-5631

RE:

CC:

Number of pages including cover sheet:

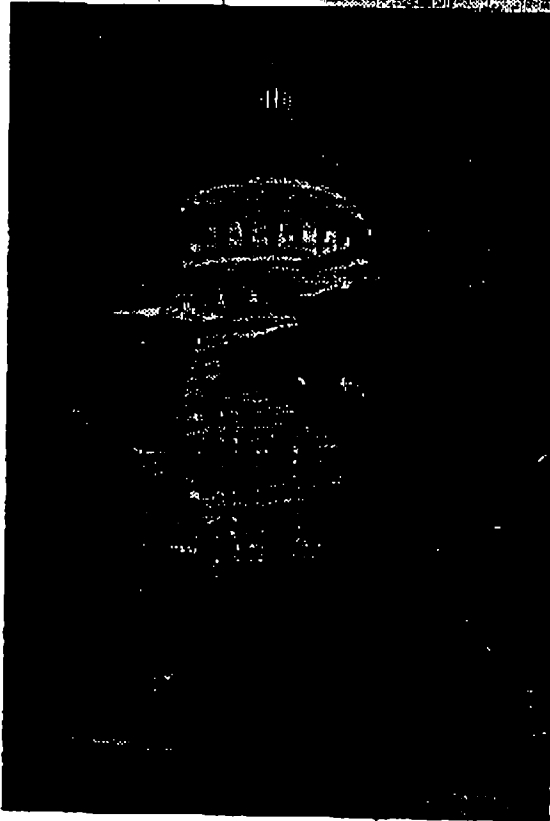
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Message:

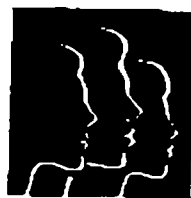
**KEY FACTS
BOOKLET**



**PROPOSED
REDESIGN
OF
THE
WELFARE
SYSTEM**



January 10, 1996



CDSS

CALIFORNIA
DEPARTMENT OF
SOCIAL SERVICES

Proposed Redesign of the Welfare System

January 10, 1996

EXECUTIVE SUMMARY

Aid to Families with Dependent Children (AFDC) is a federally prescribed welfare program developed in the 1930's to help single mothers who were widowed and those who were abandoned by their husbands. Societal expectations of mothers and families in the 1930's were much different than they are today. In California, AFDC has become our largest welfare program, providing cash assistance to help families meet basic needs (shelter, food, clothing) when they are unable to meet those needs on their own.

Welfare today is no longer a rational system and is widely recognized as being broken. It discourages work, it creates long-term intergenerational dependency, even for able-bodied adults, it supports out-of-wedlock births, and it contributes to family breakdown by discouraging marriage and the formation of two-parent families. These outcomes were never intended. Nevertheless, the welfare system has created a level of dependency far greater than anticipated by the designers of the system.

During the last five years, California has tried to make some sense out of the welfare system and has instituted a number of major changes designed to reduce dependency and promote personal responsibility. These changes are significant and have moved the system in the right direction, however, they could only be made within the context of the existing and fundamentally flawed federal welfare program.

The proposed federal welfare legislation that would block grant AFDC funding to the states provides California with the opportunity to fundamentally redesign the welfare system. The federal block grant will permit innovation and creativity in program design by ending federal restrictions and mandates on welfare. California can redesign welfare to address the diverse needs of families, while meeting its dual obligation to taxpayers to live within given funding levels. The proposed redesign is based on the assumption that a welfare block grant will be signed into law by the President.

It is within this context that the vision for a new welfare system was formed. The underlying principles that have guided the proposed welfare redesign are:

- There is a mutual obligation between the recipient and the government.
- Fathers and mothers are equally responsible for the financial support and nurturing of their children.
- Work should pay more than welfare.

- Welfare should not contribute to family breakup.
- Recipients should be treated with respect and dignity and be held responsible for the direction of their own lives.
- A single program design cannot meet the diverse needs of the families receiving public assistance.
- Program administration should be simple, cost-effective, and performance outcome-based.

Consistent with these principles, California's redesigned welfare system will target services aimed at the specific needs of families in crisis to expedite their transition from welfare to work. Central to this approach is the well-being of children and the goal of giving children a healthy start. The new approach to welfare will achieve positive outcomes for participants, operate at less taxpayer cost, and strengthen and support children and families.

The proposed redesign embodies substantive and fundamental changes in underlying philosophy, core values and structure. Highlights of these changes include:

- **Elimination of Deprivation as a Basis for Eligibility.** The requirement that aid is provided only if one parent is deceased, disabled, missing or unemployed is eliminated. Removal of this eligibility criteria is based on the growing consensus that it contributes to family breakup and discourages marriage. Instead, eligibility will be based on a simple income and asset test as well as the presence of a child under 18 years of age.
- **Establishment of a Work Equivalency Benchmark.** The benchmark against which welfare eligibility and benefit packages will be structured is fairness and equity with low income working families. This is consistent with the principle that welfare should not pay more than work. By using such a test, it will not make welfare more attractive than work.
- **Establishment of a "Flat Grant".** Grant levels will not be adjusted for the number of adults or children in the household. The current benefit structure provides increased payments based on family size. This is contrary to the principle of personal responsibility and is unfair since working families do not receive wages based on their family size.

(the "China" one-child only policy)

but do receive ~~child~~ EITC,

- **Changing the Overall Purpose of Welfare - To Provide Time-Limited Assistance to Families in Crisis.** The redesign is focused on achieving independence through work while at the same time strengthening and supporting children and families. Thus, an array of incentives to work are embodied in the programs under the redesign, including: allowing recipients to keep earnings to the extent those earnings when added to the grant do not exceed the work equivalency benchmark; transitional aid payments (periodic reductions to benefit levels); providing income assistance in a form other than a direct cash payment; and, for most families, instituting a time limit on eligibility.

- **Elimination of the Ineffective "One Size Fits All" Approach.** This approach to welfare ignores the fact that families may have diverse and often complex interrelated barriers to self-sufficiency while others only need minimal services to re-enter the labor market. The redesign recognizes that families come to welfare for a variety of reasons and require different responses from the welfare system if they are to move as rapidly as possible to work and self-sufficiency. An investment in preventive services is needed to keep families together and to promote self-sufficiency.

The proposed redesign establishes four separate and discrete programs, each with specific and different eligibility requirements, purpose, income assistance levels, services and supports, and time limits. These programs are independent, with no expectation that people transition in an orderly fashion through some or all of the programs. People may, however, apply for different programs as their circumstances change and they are able to meet the requisite eligibility requirements for a specific program. The income assistance and service array offered in each program is designed to address the specific needs of the eligible population. Employment is the goal for all programs except the one serving children only and, to some extent, the program serving persons who are disabled. The four programs are as follows.

The Ready-to-Work (RTW) Program is to transition individuals with a labor force connection quickly into employment. This program includes those who have worked in the past or who are currently working. The focus is on rapid re-employment by providing employment-oriented services. This group will receive time-limited cash assistance while involved in intensive efforts to re-enter the labor market. Families in this program will receive a flat cash grant, with reductions to the maximum aid payment occurring at six and twelve months of participation. The program has a two-year time limit.

The Family Transition Assistance Program (FTAP) is to serve families where the parent has never worked and teen parents who require more intensive services. This group will receive payment in forms other than cash, including vouchers for services such as housing, transportation, and child care, as an additional incentive to work. The duration of benefits will be based on determining the time needed for the parent to enter employment, not to exceed five years. Because the goal is to provide intensive intervention to remove barriers to employment, these recipients move directly from this program to employment.

The Disabled Family Assistance Program (DFAP) is to assist families in which a parent or child is disabled. Disabled adults may be unable to meet the basic needs of their children without assistance from other sources. Adults caring for a disabled child may also need income assistance when the needs of the child prevent full employment. This program will assist families when the barrier to employment is the disability of the child or adult. Recipients in this program will receive cash aid, which will be time-limited based upon the anticipated duration of the disability. Those parents who are unable to work at a level to be self-sufficient may continue to receive benefits beyond the federal five-year time limit.

The Child-Only Assistance Program (COAP) is to assist two distinct populations for which cash assistance is provided only for the child - parents who are ineligible for aid, and children living with relatives who receive welfare in lieu of foster care payments. For the first category, the program assumes that parents should financially support their children even when they are ineligible for aid. Thus, this program will provide cash assistance for the child only on a time-limited basis. For the second category, when the child is living with a relative who is not the parent, in specified circumstances, cash assistance will also be available for the child only. These benefits will not be time-limited.

1reats career home makers and

involved team the same -- can't be
Under the redesigned welfare system, the State will provide broad oversight of a locally administered welfare delivery system. This will be done through the establishment of minimum standards for eligibility, benefits, and length of time on aid, as well as the establishment of performance-based outcomes to measure the effectiveness and efficiency of the service delivery structure and its operators. The program will be locally administered under contract with the state. Counties will be offered the first right of refusal to continue to be the local entity administering welfare. In any event, each county will continue to be

responsible for its share of the cost of the welfare program, as well as its continuing obligation for administration of the General Assistance (GA) program.

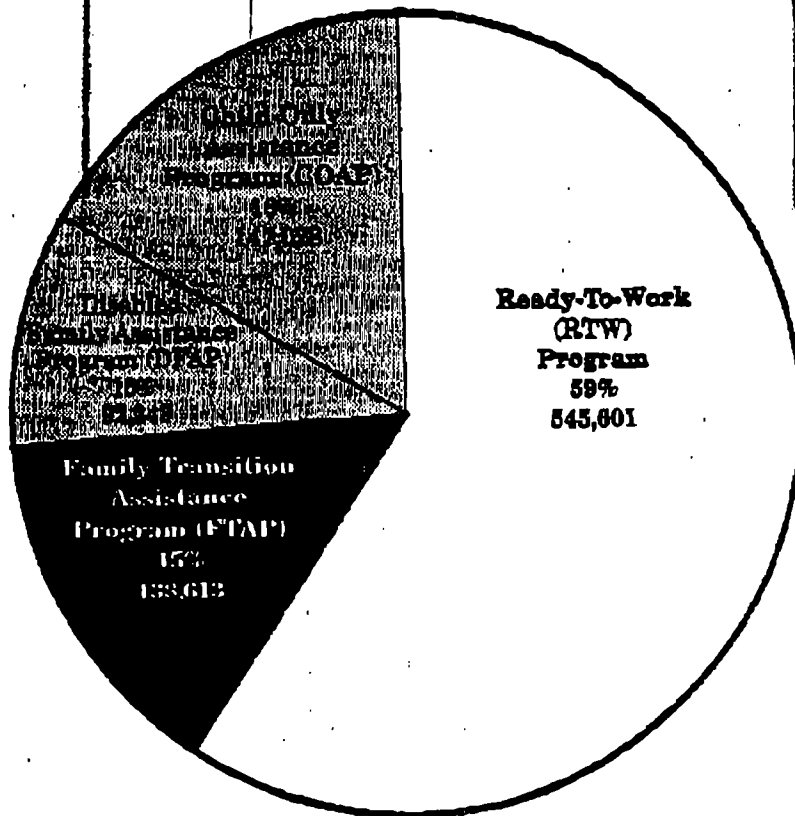
*Employment
is the
Goal!*

Local administering entities will be given the flexibility to determine how to deliver the services necessary to meet the performance outcome objectives of the redesigned welfare program. This includes the ability to directly deliver services or contract with existing or newly-formed provider networks. It is anticipated that local administering entities will be funded on a per capita basis for each program based on the number of eligibles and possibly

other risk factors. The approach is based on a managed care model.

The proposed redesign will also permit the integration of interrelated service systems at the local level to best meet the needs of children and families. The goal is to eliminate duplication of services by encouraging and replicating successful models of service delivery integration. Not only are benefits expected in reducing long-term dependency and improving family functioning, but they are also expected in other areas as well, including child welfare services, foster care, medical care, teen pregnancy and illegitimacy, education and the juvenile and criminal justice systems.

PROPOSED WELFARE REDESIGN



Ready-To-Work (RTW) Program
59% of total estimated caseload: 545,601

Family Transition Assistance Program (FTAP)
15% of total estimated caseload: 138,613

Disabled Family Assistance Program (DFAP)
10% of total estimated caseload: 92,248

Child-Only Assistance Program (COAP)
16% of total estimated caseload: 147,028

TOTAL ESTIMATED CASES: 923,485^A

^ABased on current AFDC Caseload characteristics which may change under the proposed redesign.

Generic Benefits and Services generally available to eligible low-income families:

- Medical
- Food Stamps
- Earned Income Credit
- Housing Assistance
- Child Care
- Emergency Services
- Substance Abuse
- Alcohol Abuse
- Veterans Services
- Services for persons with disabilities

READY-TO-WORK (RTW) PROGRAM

Fact Sheet

PROGRAM DESCRIPTION

The purpose of this program is to rapidly transition individuals with a labor force connection into employment. This program includes those who have worked in the past and who are currently working. This group will receive time-limited cash assistance while they are involved in intensive efforts to re-enter the labor market. Families in this program will receive a flat cash grant, with reductions to the maximum aid payment occurring at six and twelve months of participation. The program has a two-year time limit.

POPULATION DESCRIPTION

Families with adults who have a labor force connection (96%):	522,037
Teen parents ages 18 & 19 who have a labor force connection (4%):	23,564
TOTAL ESTIMATED CASES:	545,601

RTW PROGRAM FUNDED BENEFITS

- Minimal Employment Services
- Child Care
- Work Related Expenses including transportation
- Voluntary Teen Parent Support Program Services for 18 & 19-year-old teen parents

FAMILY TRANSITION ASSISTANCE PROGRAM (FTAP)

Fact Sheet

PROGRAM DESCRIPTION

The purpose of this program is to serve families where the parent has never worked and teen parents who require more intensive services. The program goal is to focus on removing participant barriers to employment and entry into the labor market. All minor parents regardless of labor force connection are included. This provides payment in forms other than cash, including vouchers, direct payment to service providers, or representative payees. The duration of benefits will be based on determining the time needed for the parent to enter employment, not to exceed five years.

POPULATION DESCRIPTION

Adults over Age 19 (86%):	119,968
Minor parents under age 18 (7%)	9,179
18 & 19 year-old parents (7%):	9,446
TOTAL ESTIMATED CASES:	138,618

FTAP FUNDED BENEFITS

Families where adult
parent has never worked

• Intensive Employment Services

• Child Care

• Unrelated Expenses including:

Transportation, Food, Housing, Health, Substance Abuse Treatment, and other services as appropriate.

Teen parents:

- Mandatory Teen Parent Support Program Services
- Child Care
- Transportation
- Supplemental Mental Health, Substance Abuse Treatment, or other services as appropriate.

DISABLED FAMILY ASSISTANCE PROGRAM (DFAP)

Fact Sheet

PROGRAM DESCRIPTION

The purpose of this program is to assist families in which a parent or child is disabled. Disabled adults may be unable to meet the basic needs of their children without assistance from other sources. Adults caring for a disabled child may also need income assistance when the needs of the child prevent full employment. This program will assist families when the barrier to employment is the disability of the child or adult. Recipients in this program will receive cash aid, which will be time-limited based upon the anticipated duration of the disability. Those parents who are unable to work at a level to be self-sufficient may continue to receive benefits beyond the federal five year time limit.

POPULATION DESCRIPTION

Families with a parent who is disabled and receiving SSI/SSP, IHSS, TDI, SDI, or Social Security Disability benefits; and,

Families with a disabled child, receiving SSI/SSP.

TOTAL ESTIMATED CASES:

92,243

DISABLED BENEFITS/SUPPORT SERVICES

Parents for whom there is a work expectation:

• Employment Services

• Child Care

• Work-Related Expenses, including transportation and other disability services

CHILD-ONLY ASSISTANCE PROGRAM (COAP)

Fact Sheet

PROGRAM DESCRIPTION

The purpose of this program is to assist two distinct populations for which cash assistance is provided only for the child -- parents who are ineligible for aid, and children living with relatives who receive welfare in lieu of foster care payments. For the first category, the program assumes that parents should financially support their children even when they are ineligible for aid. Thus, this program will provide cash assistance for the child only on a time-limited basis. For the second category, when the child is living with a relative who is not the parent, in specified circumstances, cash assistance will be available for the child only. These benefits will not be time-limited.

POPULATION DESCRIPTION

Children living with ineligible parents (75%):	110,800
Children living with adult relatives other than the parent (25%):	36,228
TOTAL ESTIMATED CASES:	147,028

COAP FUNDED BENEFITS/SUPPORT SERVICES

Children living with non-parent caretaker relatives
(both formal and informally placed)

1. Cash

Families with ineligible parents

2. COAP funded support services

CURRENT WELFARE FACTS

December 1995

California

Number of people who receive AFDC in California: 2,657,878

Number of Children who receive AFDC
in California

1,822,937

Number of AFDC Cases: 907,408

AFDC-FG cases, single parent 746,454

AFDC-U cases, two parent 160,952

Amount spent on AFDC in California FY 1995-96: \$6.7 billion

Amount spent on AFDC by Counties FY 1995-96: \$255.7 million

Amount of AFDC grant, family of three: \$607 per month

Average monthly number of persons
participating in GAIN:

78,000

CURRENT WELFARE FACTS

December 1995

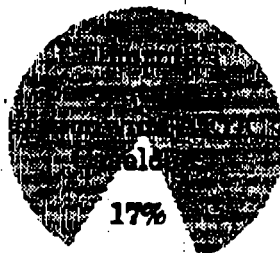
the Nation

National monthly average for a family of three

Average grant, family of three \$395^B

Highest grant - Alaska \$829

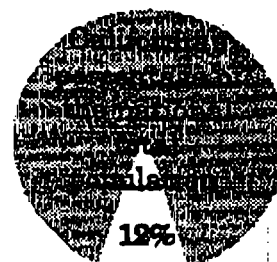
Lowest grant - Mississippi \$120



17%



27%



12%

^BNational average, excluding California

CALIFORNIA'S NATIONAL RANKING FOR GRANT LEVELS

(Based on Family of three)

Fact Sheet

CURRENT

Family of Three NEEDS TYPICAL 3/ STANDARD MAXIMUM

Alaska	895	895
Hawaii	1,140	712
Vermont	850	650
CALIFORNIA	725	607
Connecticut	715	580
Massachusetts	578	578
New York	567	567
Rhode Island	554	554
New Hampshire	550	550
Washington	1,168	546
Minnesota	532	522
Wisconsin	647	517
Oregon	480	480
Michigan	551	459
North Dakota	421	437
South Dakota	507	430
Iowa	549	426
Utah	568	426
New Jersey	985	424
District of Columbia	712	420
Maine	553	418
Kansas	408	403
Pennsylvania	587	403
New Mexico	581	381
Illinois	538	377
Montana	491	375
Maryland	517	373
Nebraska	364	364
Wyoming	375	360
Colorado	421	356
Nevada	689	348
Arizona	964	347
Ohio	324	341
Delaware	338	338
Idaho	391	327
Oklahoma	646	307
Florida	1,022	305
Missouri	646	292
Virginia	322	281
Indiana	320	288
Georgia	424	280
North Carolina	544	272
West Virginia	391	263
Virgin Islands	300	240
Kentucky	324	230
Arkansas	705	204
South Carolina	524	198
Louisiana	658	190
Texas	750	188
Tennessee	553	185
Mississippi	360	164
Alabama	678	164
Mississippi	368	120



Note:

Does not take

rent/housing subsidies
or cost of living
into account.

Data Source:

DHHS NEED AND
PAYMENT AMOUNTS data
sheet dated December 1, 1995.

Compiled by Information
Services Bureau, 1/9/96.

**CDSS**CALIFORNIA
DEPARTMENT OF
SOCIAL SERVICES

Summary of 1996-97 Budget Proposals

*Highlights from
The Governor's Budget
January 1996*

Summary

FEDERAL WELFARE BLOCK GRANT LEGISLATION:

- *Assumes that Federal Welfare Block Grant Legislation will be enacted in January 1996 which will enable California to implement current State law in regard to grant levels in the Aid to Families with Dependent Children (AFDC) and Supplemental Security Income/State Supplementary Payment (SSI/SSP) programs. The removal of Maintenance of Effort (MOE) requirements will also allow for a further reduction in AFDC Grants of 4.5 percent. In the SSI/SSP program the new federal statutes will reform the disability determination process for children and will eliminate payments for most noncitizens.*

CHILD SUPPORT COURT TASK FORCE INITIATIVE:

- *Implements a Commissioner-based court system dedicated to the establishment of paternity and support orders.*
- *Includes streamlined procedures, dedicated support staff, automation, and better information and guidance through the process for parents.*
- *Develops a plan of cooperation with the Judicial Council to provide coordination, training, and support services for the child support commissioner system.*

ADOPTIONS POLICY INITIATIVE:

- *Expedites adoption of siblings by the same family by removing statutory barriers.*
- *Provides fiscal incentives to local county adoption agencies to increase the adoption of foster children.*
- *Establishes performance agreements with counties which will increase the number of adoptive home placements.*
- *Removes barriers to sibling group adoptions.*
- *Removes barriers to transracial adoption and increases statewide foster and adoptive parent recruitment and training activities.*
- *Reduces foster care drift and expedites the adoption process when family reunification is not possible.*

Rensc.

COMMUNITY CARE LICENSING:

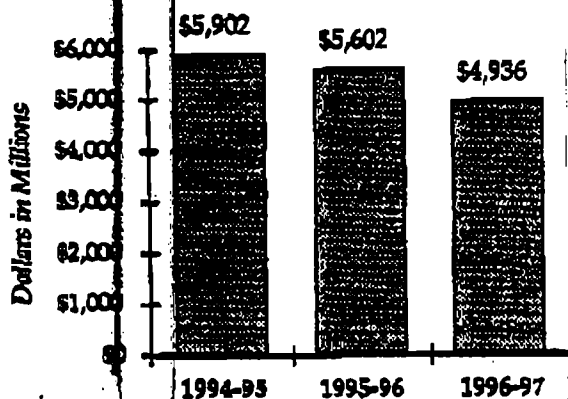
- *With the Community Care Licensing (CCL) Program Growth Budget Change Proposal, the program will be able to meet legislative mandates for annual visits; perform on-site inspection within 10 days of receipt of a complaint; and take appropriate action when necessary to prevent abuse and neglect of CCL residents.*
- *Provide improved funding of county CCL programs to ensure adequate resources for counties to enforce Foster Family Home and Family Day Care licensing requirements.*

TECHNOLOGY PROJECTS:

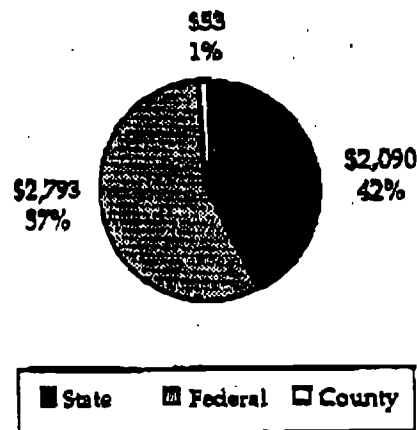
- *Expands the Statewide Automated Welfare System (SAWS) to 20 new counties and continues the development of county consortia through agreements with the Health and Welfare Data Center (HWDC).*
- *Develops and implements Statewide Fingerprint Imaging System through a contract with HWDC.*

Aid to Families with Dependent Children

Three Year Comparison



Fund Source 1996-97



Program Description

The Aid to Families with Dependent Children (AFDC) program has two major components. Family Group (FG) and Unemployed (U). Both are cash assistance programs that help families meet basic needs (shelter, food, and clothing) when they are unable to meet those needs on their own and children are deprived due to the absence of a parent(s) or unemployment of the principal wage earner.

- A decrease of \$233.1 million (\$110.7 million General Fund) in grant costs due the implementation of a 4.5 percent reduction in July 1996.
- Federal Block Grant funding for the new Temporary Assistance to Needy Families (TANF) Program will result in \$299.0 million in reduced General Fund costs. ?
- A decrease of \$305.4 million (\$145.6 million General Fund) for legislatively approved grant reductions currently pending federal block grant legislation or waivers. These grant reductions will implement March 1996.
- A savings of \$31.4 million (\$15.8 million General Fund) due to the impact of barring sponsored aliens and alien income deeming.
- A decrease of \$11.7 million (\$5.6 million General Fund) due to savings resulting from the implementation of a Statewide Fingerprint Imaging System.
- An increase of \$8.9 million (\$4.2 million General Fund) in basic grant costs due to a COLA for the Minimum Basic Standard of Adequate Care (MBSAC).
- A decrease of \$18.8 million (\$9 million General Fund) due to the impact of GAIN Reform savings (AB 1371).

Payment Standards*

Number of needy
persons in same family

3

Fiscal Year
1994-95

\$607

Fiscal Year
1995-96

\$565

Fiscal Year
1996-97

\$540

*For Counties in Region 1.

Region 2

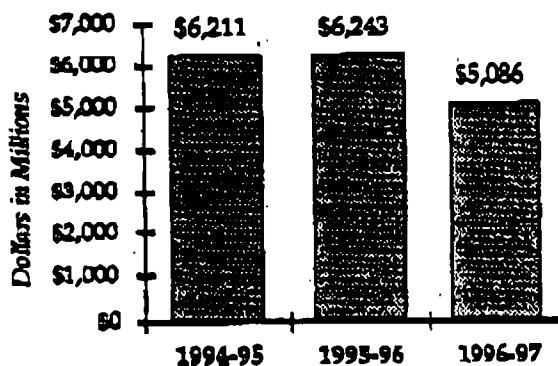
6

\$528

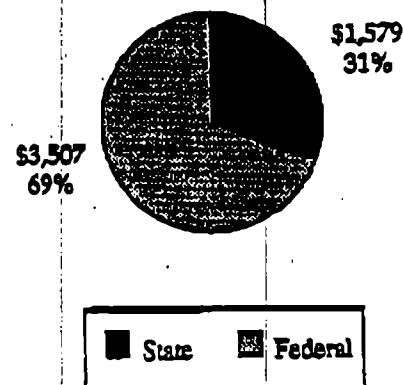
\$514

Supplemental Security Income/State Supplementary Payment

Three Year Comparison



Fund Source 1996-97



Program Description

The Supplemental Security Income/State Supplementary Payment (SSI/SSP) provides cash assistance to aged, blind, and disabled persons. The SSI/SSP program is administered by the Social Security Administration which determines eligibility, computes grants, and disburses the combined monthly payment to recipients. California supplements the federal SSI payment with an SSP payment.

- An increase in basic costs of \$205.3 million (\$52.1 million General Fund) reflecting a 2.5 percent year-to-year caseload growth.
- A decrease of \$319.8 million General Fund reflecting a full-year savings for the 4.9 percent Statewide and Regional Payment Standard Reductions
- A net decrease of \$303.6 million (\$98.2 million General Fund) to reflect federal provisions which eliminate SSI/SSP payments for noncitizens.
- A decrease of \$46.1 million (\$8.7 million General Fund) reflecting the federal restriction of eligibility for certain disabled children.

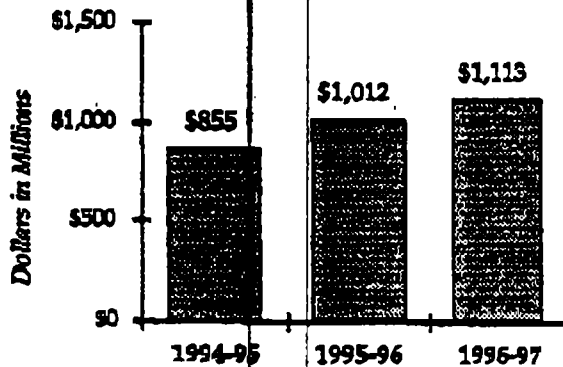
Payment Standards*

Aged/Disabled	Fiscal Year 1994-95	Fiscal Year 1995-96	Fiscal Year 1996-97
Individual	\$ 614	\$ 596	\$ 610
Couple	\$1,083	\$1,066	\$1,087

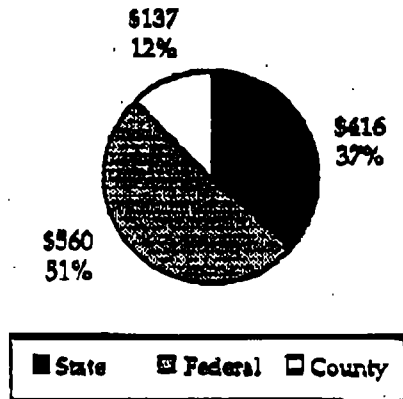
*For counties in Region 1.

Child Welfare Services

Three Year Comparison



Fund Source 1996-97



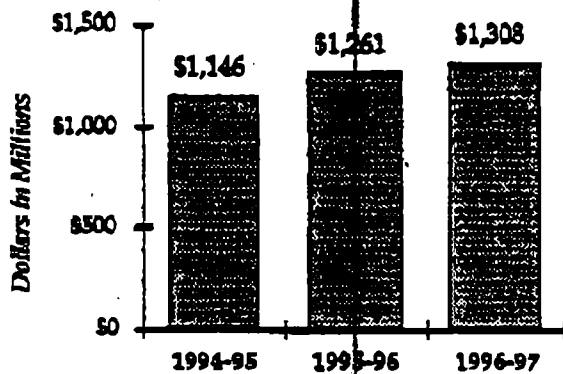
Program Description

Child Welfare Services (CWS) provides emergency, in-home care and out-of-home care case management and social services for abused and neglected children and their families. The program provides a continuum of care with Emergency Response, Family Preservation, Family Maintenance, Family Reunification, and Permanent Placement Services components.

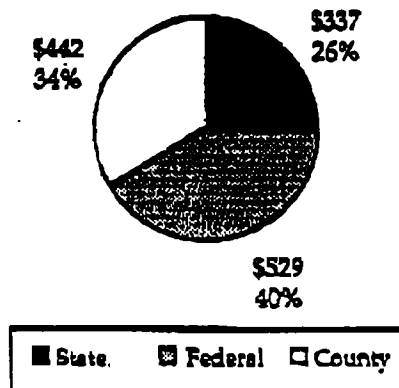
- An increase of \$41.7 million (\$19.1 million General Fund) for basic costs primarily due to caseload growth.
- The new federal Child Protection Block Grant does not fully fund all costs in Fiscal Year 1996-97 formerly covered by other federal funds. A General Fund increase of \$31.6 million represents the State's share of the amount not covered by this block grant.
- An increase of \$10.6 million (\$6.6 million General Fund) to improve the adoption rate for children in foster care as proposed in the Governor's Adoptions Initiative.

Foster Care

Three Year Comparison



Fund Source 1996-97



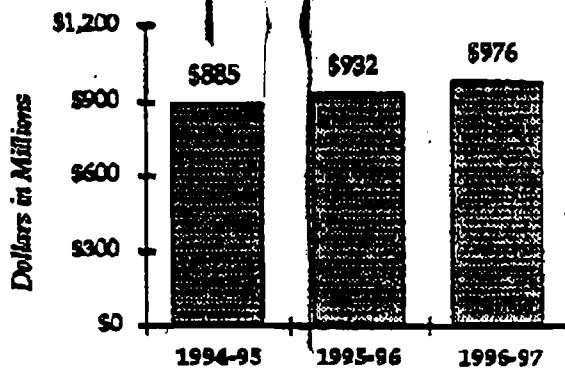
Program Description

The Foster Care Program provides maintenance payments for an average of 87,000 children monthly who require 24-hour out-of-home care in temporary or long-term placements because they are abused, neglected, or exploited or their families are unable or unwilling to care for them. Included in the program are children who are supervised by county welfare and probation departments and seriously emotionally disturbed children.

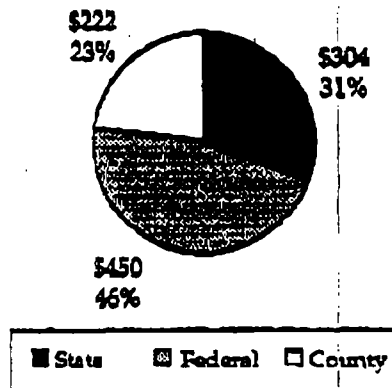
- An increase of \$59.1 million (\$16.4 million General Fund) due to caseload growth.
- A decrease of \$1.8 million (\$0.5 million General Fund) due to caseload reductions associated with the implementation of the Adoptions Initiative.

In-Home Supportive Services

Three Year Comparison



Fund Source 1996-97



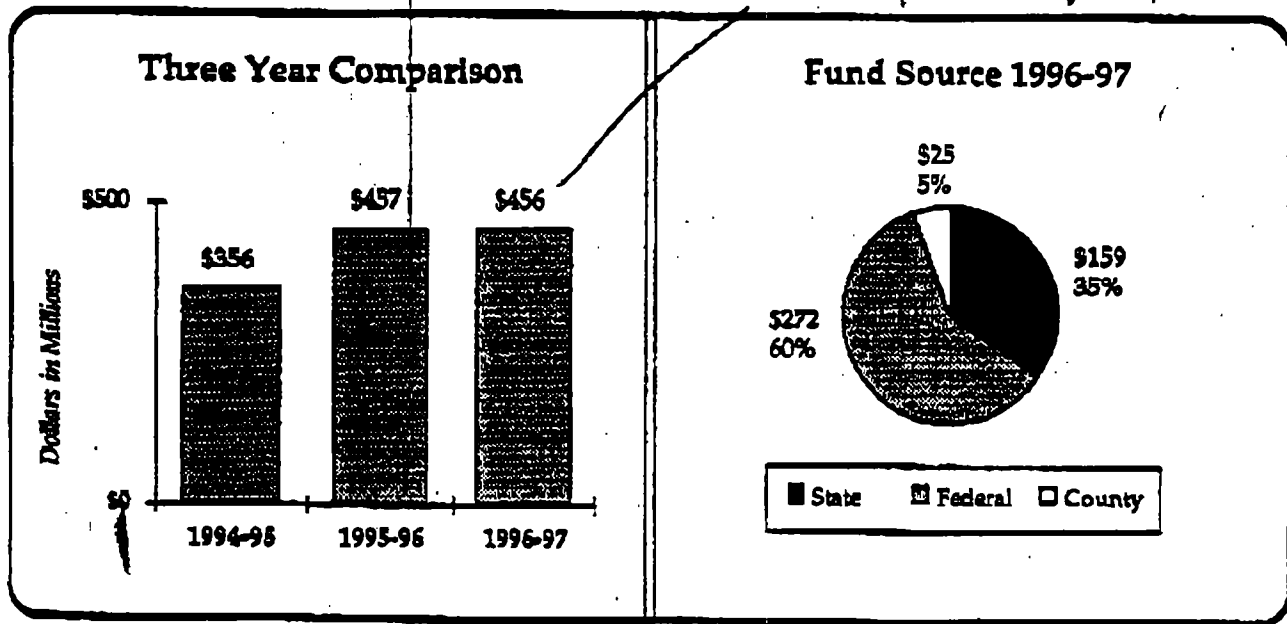
Program Description

The In-Home Supportive Services (IHSS) program has two subgroups, Personal Care Services Program (PCSP) and the residual IHSS Program. The IHSS program provides supportive services to low-income aged, blind, and disabled individuals who are unable to perform the services themselves and without which they could not remain safely in their own home.

- An increase totaling \$37.2 million (\$16.5 million General Fund) due to growth in caseload and higher average hours per case.
- An increase of \$51.0 million General Fund due to an anticipated reduction by the federal government in Social Services Block Grant (Title XX) funding.
- An increase of \$7.1 million (\$2.6 million General Fund) in IHSS Administration due primarily to growth in caseload.

Employment Related Programs

only \$1 mill. increase in JOBS



Program Description

The major components of Employment Related Services include: the Greater Avenues of Independence (GAIN) program, California's version of the federally mandated JOBS program; Child Care, programs which assist parents in obtaining and retaining employment; and Cal-Learn, a program designed to encourage and assist pregnant and parenting teens to remain in and graduate from high school. GAIN provides education and training services for AFDC recipients to provide them with the skills necessary to become self-supporting, thereby ending long-term dependency and reducing the General Fund costs for AFDC Grants.

- The proposed budget continues funding for the Greater Avenues for Independence (GAIN) program at the same level as the current year, to provide AFDC recipients with the training, education, work experience, and job-seeking skills needed to become employed and self-sufficient.
- The budget proposes to continue to use \$20 million from the Employment Training Fund for the GAIN program.
- The budget proposes to continue to fully fund the Cal-Learn Program.

BCP SUMMARY/STATUS BY DIVISION 1996-97 BUDGET YEAR

CHILDREN AND FAMILY SERVICES

BCP #	Title	Positions	Maximum Costs (in thousands)			
			Total	G.F.	P.F.	Other
CFSD-2	Foster Care Audit Staff	2.0 1/				
		8.0 3/	\$745	\$484	\$261	
CFSD-3	Increase Adoption Opportunities/Adoptions Initiative	9.0 2/				
		5.0 4/	\$963	\$626	\$337	
CFSD-16	LA Foster Family Home Recruitment Transfer	-6.0	-\$449	-\$274	-\$175	

COMMUNITY CARE LICENSING

BCP #	Title	Positions	Maximum Costs (in thousands)			
			Total	G.F.	P.F.	Other
CCLD-1	Expansion of CCL Technical Assistance	11.0 1/	\$806	\$0		\$806
		47.0 1/				
CCLD-2	CCLD Program Growth	7.0 3/	\$3,259	\$2,777	\$482	
		1.0 1/				
CCLD-6	Live Scan Fingerprint Processing Program	1.0 3/	\$94	\$94		
CCLD-7	Residential Care Facilities for the Elderly	1.5 3/	\$68	\$0		\$68

DISABILITY EVALUATION

BCP #	Title	Positions	Maximum Costs (in thousands)			
			Total	G.F.	P.F.	Other
DED-1	Increased Reexamination Case Reviews	1.2 1/	\$115	\$57		\$58

INFORMATION TECHNOLOGY

BCP #	Title	Positions	Maximum Costs (in thousands)			
			Total	G.F.	P.F.	Other
IID-1	State Programs Automating Records System (STARS)	3.5 4/	\$283	\$141		\$142
IID-5	Electronic Benefit Transfer	3.0 4/	\$242	\$121	\$121	

WELFARE PROGRAMS

BCP #	Title	Positions	Maximum Costs (in thousands)			
			Total	G.F.	P.F.	Other
WPD-2	Welfare Fraud Program Savings Investment	5.0 2/				
		2.0 4/	\$532	\$266	\$266	
WPD-7	Statewide Fingerprint Imaging System	4.0 2/	\$264	\$132	\$132	

TOTAL POSITIONS

New
Existing

111.2
75.2
36.0

new positions
in soc bureaucracy

- 1/ New permanent position(s)
- 2/ New LT position(s)
- 3/ Existing LT, convert to permanent
- 4/ Existing LT, to be extended

LEVEL 1 - 3 OF 46 STORIES

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The San Diego Union-Tribune

January 15, 1996, Monday

SECTION: NEWS; Ed. 1,2,3; Pg. A-3

LENGTH: 839 words

HEADLINE: Governor pulls a rabbit out of the hat on public funding of contraception

SERIES: Inside Sacramento

BYLINE: DANA WILKIE

DANA WILKIE covers Sacramento for the Union-Tribune.

BODY:

There were few moments during Gov. Pete Wilson's State of the State speech last week when Democrats joined Republicans in applauding one of the governor's proposals for the coming year.

One of those moments was when Wilson announced he would spend more tax dollars on providing contraception to the working poor as part of his campaign against out-of-wedlock births.

Wilson suggests putting an extra \$43 million into the state's Medi-Cal program to provide this contraception. When the new plan is running at full steam, it is expected to reach an extra half a million men and women and cost the state \$65 million a year.

It was a noteworthy development in the Republican governor's attitude about spending public money on preventing out-of-wedlock births, which he believes are to blame for much crime and poverty. More heartening, say, than the day last October when Wilson vetoed a bill requiring insurers to cover contraception, then preached abstinence and contraception to a San Francisco audience. More sensible than when he assaulted teen pregnancy at last June's "Fathers Summit" after vetoing bills to educate young men about fatherhood and letting comparable bills stall for lack of funding.

And last week's presentation certainly was preferable to those by people who would shackle their daughters in high towers before throwing a public buck at the problem.

Under Wilson's plan, more Californians would be eligible for publicly funded contraception because their incomes could be higher than now required to apply for Medi-Cal, which is the state's health program for the poor.

At present, getting Medi-Cal requires that your income be no more than 133 percent of the federal poverty level, which for a family of three is about \$11,800 a year. Under Wilson's program the threshold rises to twice the poverty level, which means the same family of three can earn as much as \$23, 00 and still get free contraception.

The San Diego Union-Tribune, January 15, 1996

Although the new contraception plan appears to be a promising one, there's some irony in the fact that Wilson has just hoisted a half a million more Californians onto one of the "entitlement" programs that he has railed against all five of his years in office.

Medi-Cal is one of those government creations that serves every eligible Californian no matter what the cost. Wilson calls this "autopilot spending," and he has expended much of his gubernatorial energy trying to end it.

To family-planning groups, the news couldn't be better.

Mary Ellen Hamilton, spokeswoman for Planned Parenthood in San Diego County, says nearly 860,000 people a year fail to get contraception, partly because clinics like hers can't afford to help all of them.

Hamilton's 12 clinics in San Diego County are among about 100 in California that contract with the state Office of Family Planning to provide contraceptive services -- not abortion services, although many clinics also offer that. When the contract money and other funds run out, so does the contraception.

Under Wilson's proposed 1996-97 budget, \$23 million of the office's \$63 million allocation -- money that was going to family-planning clinics -- will now go to Medi-Cal. Women might still visit a Planned Parenthood clinic, or another Medi-Cal provider like a community health office, and ask for contraception. The difference is that the clinic provides the contraception, then bills Medi-Cal. No more worries about having enough money for the next client. The state will pay for all who walk in and are poor enough to qualify.

Naturally, Democrats will support Wilson's plan. The problem may be -- surprise -- with abortion foes who fear there's no legal way that Wilson can use more taxpayer money on publicly funded contraception without being required to also spend it on publicly funded abortions.

"If we are going to add a whole new classification of women eligible for pregnancy services, is this going to include abortion coverage?" asks Jan Carroll, associate director for the National Right to Life Committee. "We probably would have to try to get language (in law) saying it's the intent of the Legislature to not provide this money for abortions -- but would that even hold up in the courts?"

Planned Parenthood's Hamilton wonders about another agenda.

"There are radical right politicians who actually are against birth control, Hamilton says, although Carroll says her group takes no stand on contraception.

One conservative lawmaker who fights abortion -- state Sen. Ray Haynes of Temecula -- says he knows of few Republicans who will oppose Wilson's plan. In his view, taking money from Planned Parenthood and the Office of Family Planning means the potential demise of clinics that perform abortions and the government office that has supported them.

If Wilson is successful in his plan to take even more money from the Office of Family Planning in 1997-98 and shift it to Medi-Cal, the office will be left with a scant \$12 million to operate. In this respect, Haynes may get his wish.

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. letter	Ron Rogers to Nancy Rubin [partial] (1 page)	02/07/1996	P6/b(6)

COLLECTION:

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

FOLDER TITLE:

Teen Pregnancy Staff Programs-2 [2]

2010-1083-S

rc129

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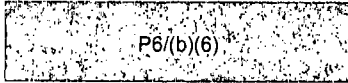
Freedom of Information Act - [5 U.S.C. 552(b)]

- 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]
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- 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]

February 7, 1996

Full
To: Janet
DESF

Nancy Rubin



[001]

Dear Nancy:

When are you coming back to Colorado? Lisa and I would love to have you come to the ranch.

I've decided it is a small world ... Our firm has been retained by the State of California Department of Health Services, Office of Family Planning to develop a public relations and advertising program as it relates to teen pregnancy and more specifically male responsibility.

I am enclosing the response to the State's RFP that I thought you might find interesting. You will note that we are partnering with Asher/Gould Advertising Inc.

When things calm down for you, give me a call and I'll tell you more about what we are working on so that we can keep each other up to date.

Look forward to seeing you soon.

Regards,

A handwritten signature in cursive script, appearing to read "Ron Rogers".

Ron Rogers

enclosures

PUBLIC RELATIONS STRATEGIES: PUBLIC AWARENESS CAMPAIGN

(Year 1 Cost = \$35,000; \$28,000 in fees and \$7,000 in expenses)

Campaign Launch: The media coverage that will be generated by the "STEP UP!" launch will create widespread visibility for the state's TPPI. It will be supplemented with an ongoing effort throughout the campaign to ensure the public understands the need for the program and generate support for and participation in teen pregnancy prevention efforts.

Fact-Based Campaign: We will create a fact-based campaign about fatherless children to highlight the impact of teen pregnancy not only on young girls and the men who impregnate them, but also on society as a whole. Included should be data about the cost to California taxpayers and the opportunity costs of wasted and/or stunted lives of the children and their young mothers, who are consigned to poverty and limited opportunity. The Factline will be used two ways: first, to generate media coverage on the issue of teen pregnancy throughout the campaign; and second, to provide information and resources to local contractors. Included in the Factline operation would be the creation of an Expert Resource Guide on the issues surrounding teen births and fatherless children, as well as positive information about fatherhood, tips on preventing pregnancy, etc. The Guide would include brief biographical data, credentials and phone numbers for each source listed.

Ongoing Media Relations: By maintaining communications with local contractors, we will identify opportunities to generate media coverage on the state's TPPI program "in action" throughout the state. We will develop customized media pitches for local programs with newsworthy activities and will work with the local contractor to generate coverage.

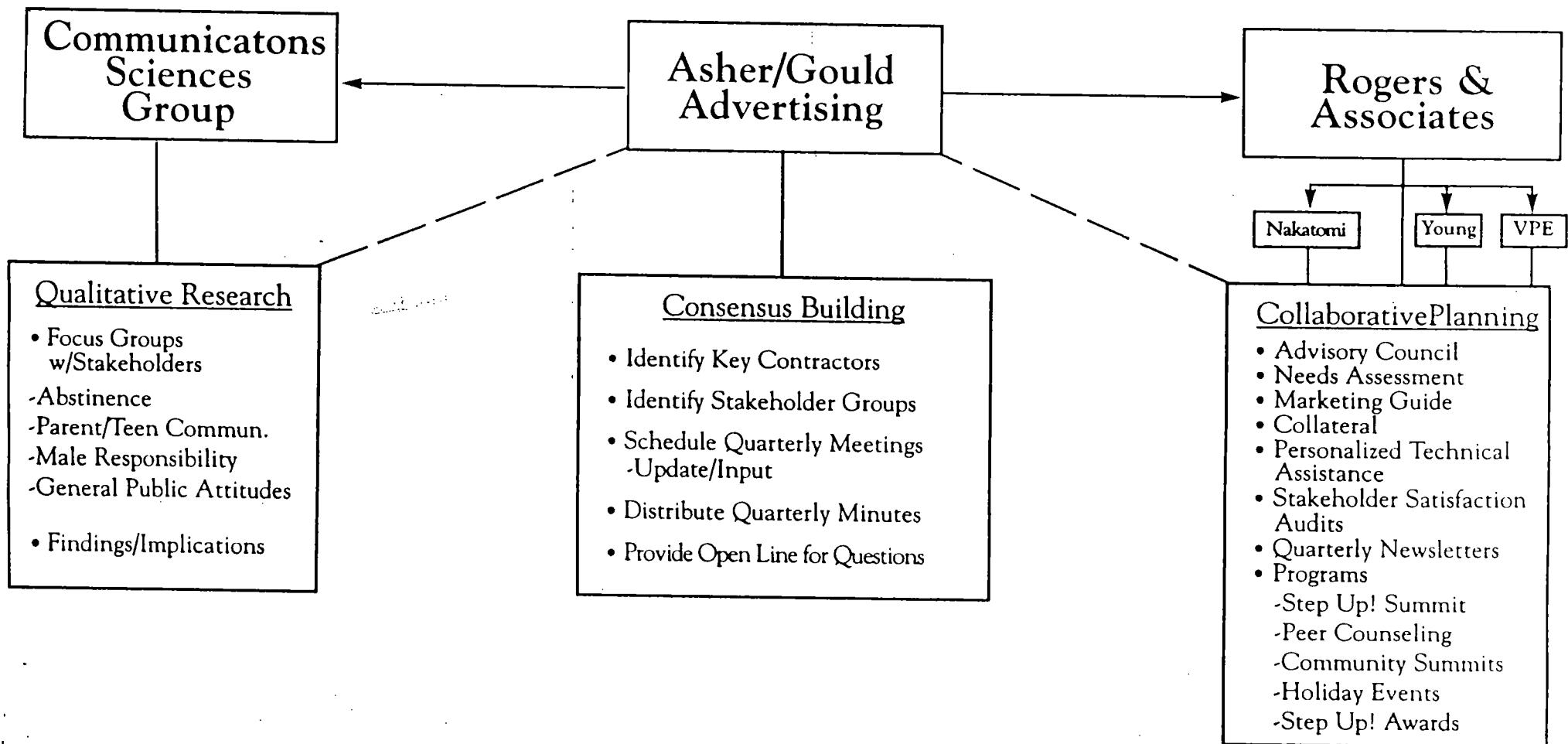
Step Up! Awards Promotion: To acknowledge TPPI's early successes and generate media coverage throughout the state, we recommend honoring local contractors for outstanding programs. Awards would be judged by experts identified by our Advisory Council and would be awarded for categories such as best teen program, best volunteer run effort, most innovative program, etc. An aggressive media relations effort would be implemented to ensure widespread awareness.

Entertainment Industry Involvement: In April of 1996, the Academy of Television Arts & Sciences' will host a conference entitled, "Sex and Violence in Television." Using Rogers & Associates' contacts in the entertainment industry, we will attempt to add teen pregnancy prevention to the conference agenda, and suggest that Gov. Wilson or DHS Director Belshé be offered as a speaker on the topic. This event will generate national media coverage, because of the widespread participation of entertainment industry leaders and may become an annual opportunity for the TPPI campaign.

Collateral: To assist local contractors in encouraging community involvement in teen pregnancy prevention, we will develop collateral materials in a variety of formats and languages. While the specific materials will be identified following the Contractor Needs Assessment described elsewhere in this program, some of the likely materials include: pamphlets, posters, buttons, T-shirts, bookmarks, etc. Materials will be developed in English, Spanish, Chinese, Korean, Vietnamese and Hmong, as appropriate.

DHS/OFP Teen Pregnancy Prevention Alliance

Contractor Participation



The political climate is such that a very fine line has to be walked to minimize fallout. Numerous religious groups have strong feelings on this issue, and some may be opposed to certain components of this initiative. Finally, gaining consensus and collaboration from community stakeholders -- funded and non-funded -- is crucial to the program's success.

While television and radio commercials, billboards, and news articles can begin to shape attitudes and encourage behavior change -- both societally and with individuals -- the ultimate battle will be won or lost "in the streets," fought by the community stakeholder groups.

The Plan. Our Teen Pregnancy Prevention Alliance was formed to provide a balanced, proactive, integrated response to the challenges outlined above.

All of our alliance partners have extensive experience in helping "sell" young people products ranging from Pepsi to Nike. Some of us even have experience in helping *unsell* certain products, like cigarettes. We've all found that young people react far more positively to user imagery communications than to rational, "hard-sell" propositions.

We've also learned that young people react negatively to advertising that seems to target them overtly. Which is why previous efforts at dealing with the teen pregnancy problem via advertising has often shown limited success: the campaigns talked *at* teens, rather than *to* them..

On a "global" basis, we knew a lot coming into this assignment. But, working in a vacuum without a *direct connection* to your target audiences -- the high risk teen population, males 14-24, parents of teens, and the general public -- could lead even the best communicators to fail.

- For that reason, TPPA conducted more than 100 one-on-one interviews with California teens aged 12-14 on the subject of abstinence and deferment of sexual activity. Additionally, we conducted an in-depth focus group with males 18-24, the primary target of our male responsibility campaign. We discussed the dynamics of teen sex, and tested strategies, alternative strategies, and messages during these studies.

We also interviewed dozens of health professionals and stakeholder group leaders across the country to better understand the problem and to gain perspectives on the pros and cons of earlier efforts. And, of course, we poured through thousands of pages of secondary data, impact evaluations, clinical and academic papers, as well as thoroughly searching the Internet for related materials.

We learned a lot.

- That is why our plan stresses *consequences* rather than *actions*.

Our creative materials do not say, "Don't Do It;" instead, they portray *what will happen if you do*.

- The idea is to give teens the information they need to make smart decisions.

Crucial to our strategy is the need to broaden the image of the problem from an *individual one* to a *community (or societal) issue*.

In the past, much of the "blame" for teen pregnancy has been placed solely on the girl. She is held responsible for all consequences, both medically and socially. In fact, many males still rely on girls to provide birth control ("it's their problem").

Our plan is to not only involve potential fathers, but their families and communities as well, to redefine the concept of responsibility.

Another strategy involves the *tone* of all of our communications. How you say things is as crucial as what you say. We believe that young people respond best to communications that are straightforward, honest, and frank. We must avoid the "coded language" of the past as well. This does not necessary mean using "street language," or ethnic lingo... which can often be "sniffed out" by young people, or misinterpreted (or not understood at all) by certain groups.

While our written response to this RFP includes strategies for all components, it only contains creative ideas related to the male responsibility component. We hope to be given the opportunity to present our full creative thinking on the abstinence, public awareness, and parent/teen communications component to you at a later date. We also believe that certain creative materials already produced for other programs by DHS (ENABL and TEENSmart) may be adaptable for use as part of the Teen Pregnancy Prevention Initiative.

From a media perspective, we are proposing two major approaches: 1) the use of both traditional and specialized media to reach our target audiences in new and different ways; 2) to combine paid, "bonus" and pro bono/PSA media to stretch the budgets to their maximum efficiencies. The topic also lends itself to very innovative public relations and community outreach programs, such as creating a "movement" (a la *Mothers Against Drunk Driving*), calling Summit Conferences, both statewide and locally, developing themed promotions and corporate sponsorships, and creating multi-cultural, multi-lingual collateral materials.

The Team. We've assembled a uniquely qualified group of communications professionals to work with you on this project. We believe that our "alliance" brings to you the best of all worlds: experience, intelligence, and passion.

Finally, all of our team members, assembled from the best and brightest of the California marketing community, are personally dedicated to seeing the teen pregnancy problem abate in our state.

The Promise. We'll get it done.

5. Proposal Narrative/Scope Of Work Detail

Building upon and extending the previous efforts of The State of California Department of Health Services/Office of Family Planning (DHS/OFP) which we have analyzed, and the experiences of other health professionals throughout the United States, which we have researched and some of whom we have spoken with personally, this joint proposal from the TPPA aims to make major strides in four areas, the goals outlined in Request For Proposal Number 95-23372:

- Promote sexual abstinence among teens
- Improve and increase parent/teen communications
- Enhance male involvement and responsibility in teen pregnancy prevention
- Heighten public awareness regarding the problems and consequences of teen pregnancy

And to these, we have added a fifth goal. It will also be our responsibility, with the support and coordination of DHS/OFP, to integrate and maximize the efforts of the state-funded, community-based service program component of the Teen Pregnancy Prevention Initiative (TPPI) to involve at-risk males in reducing teen pregnancy. In this way, we hope to plan, develop and execute an integrated, culturally-sensitive & competent marketing program that will combine the reach and frequency of advertising with synergistic community marketing strategies, supported by public and media relations.

In developing this proposal, the TPPA first used a multi-disciplined, integrated marketing process to determine the following criteria:

- | | |
|---------------------------------|---|
| • Market/Situation Analysis | What's really going on? |
| • Target Audience Definition | Who's involved with the problem? |
| • Strategic Goals | What's the best message we can deliver? |
| • Prioritization | What's most important? What results can we achieve within the budget each year? |
| • Tactical Integration | What tactics will work best for each goal? |
| • Formative & Impact Evaluation | How will we check if it's working, and refine the program to constantly improve it? |

The following Scope of Work Detail outlines the TPPA's proposed efforts, incorporating a full range of both proven and innovative social marketing communications tactics, along with existing materials where appropriate (e.g., TeenSMART, ENABL) and the input and advice from state-funded research, consultants and related programs.

Market Analysis

Teen pregnancy is both a critical and complex issue, and its consequences affect all Californians. Between 1986 and 1991, teen birth rates increased 24% nationwide from 50 to 62 births per 1000 females aged 15-19. This rise was true for both older and younger teens, and California has the highest per capita rate in the entire country. And more recent studies continue to show a 21% increase over 1986 (Moore, Child Trends Inc. and the National Academy of Sciences Institute of Medicine, 1995 and Males, UC/Irvine School of Social Ecology). This represents the highest teen birth rate in nearly 20 years (Henshaw, 1993 and Alan Guttmacher Institute, 1994)

Almost half of all teen mothers will drop out of school, and are just as likely to continue to spiral downward towards a life of unemployment, poverty and welfare (California Department of Education, 1993 and Scholastic Inc., 1995). And raising a child without a father (as an increasing

number of children born to teen mothers are) is the single most important indicator of a life of crime, drugs, poverty, hopelessness and even incarceration - more important than race (U.S. Surgeon General's Office, 1995). In fact, almost 60% of all state prison inmates grew up without a father present (U.S. News & World Report, 1995). And as for direct financial implications, DHS/OFP research has shown that every \$1000 spent in family planning results in future savings of \$12,000 in health, welfare and other social service expenses.

Hundreds of teen prevention strategies and programs have been developed, executed and evaluated throughout California and the country. Of the numerous conclusions reached, we feel that three must guide this proposal to its goal of reducing teen pregnancy in California.

- Abstinence messages may work as a singular message with younger teens; birth control must be added to abstinence as a more realistic pregnancy prevention strategy for older teens.
- Programs that undervalue the importance of older males (both teenage and post-teenage) in preventing teenage pregnancy are more likely to fail.

Programs that emphasize the importance of self-esteem for both teenage girls and boys without telling teens what to do ("preaching") are more likely to succeed.

Tone of Campaign

Today's teens are, in many ways, more mature and street-smart than any generation that has preceded them. And their distrust of the message, the messenger and the media is higher than earlier generations as well, resulting in one of the major barriers to pregnancy prevention messages.

It must also be noted that the very nature of some of these messages (e.g. birth control) may offend some people. The TPPA believes, however, that the social and economic benefits of such messages and the potential attitude and behaviors changes outweigh the risk. The TPPA also is confident that we are fully aware of the current social and political environment, and can successfully develop and execute messages that will change behavior within our target audiences without overly offending the general public. In fact, one goal of the media and public relations effort is to educate the general public on the reasons for such messages, by stressing the negative consequences of teen pregnancy to both individuals and the community.

We believe that in order to be most effective, the tone of our messages be: Non-judgmental; Respectful, not condescending; Empathetic to reality; Open and honest, straightforward; and Not preachy or commanding.

Research (Year 1 Cost = \$125,400; \$87,800 in fees and \$37,600 in expenses)

Research will play a crucial role in this campaign, for process evaluation, formative input and for quantitative impact evaluation and campaign refinements. Simply stated, well-crafted messages and programs are worthless without evidence of their implementation, validity and impact.

We have already begun this process with mall intercept interviews in shopping malls with teens on the subject of abstinence, and with focus group discussions with teen and young adult males on the subject of male involvement and responsibility. The learning gleaned from this preliminary research includes "first person" information about some of the realities and true dimensions of the problem, along with reactions to some of our recommended strategies, and has been incorporated into this narrative. This is a learning process we propose to continue and expand throughout the life of this contact.

Advertising strategies, messages and copy will be tested prior to final production through the use of focus group research methods. This research will help diagnose problems with message

clarity and comprehension, character relevance and believability, motivational power, and cultural sensitivity. In addition, public relations and community mobilization strategies and tactics will be tested to ensure that efforts are soundly conceived prior to their implementation. One round of focus group research examining these issues will be completed at the beginning of each of the three project years.

For the campaign promoting abstinence, two focus group interviews will be completed each year with males aged 12-14 living in target media markets; and two with females aged 12-14. For the campaign promoting parent/child communication, two interviews will be completed with parents/guardians of youth aged 12-17 years residing in target markets. And for the campaign promoting male responsibility, we propose to conduct two focus group interviews within each year with: adolescent males aged 12-14; adolescent males aged 15-17; young adult males aged 18-24 residing in target media markets; and California adults with grandchildren, children, or siblings who are males aged 12-24 (family influencers); and California adults whose professional or volunteer work brings them into regular contact with males aged 12-24 (influencers).

To gather data on issues related to the design of all four campaigns, two groups with OFP contractors and local stakeholder organizations will be conducted each program year.

Communications/Marketing Plans And Execution

The TPPA has addressed all four of the major campaign components of this RFP: 1) Abstinence, directed at non-sexually active young teens, 2) Parent/Child Communications, directed at parents of teenage children, 3) Male Involvement & Responsibility, directed at older teen boys and young adult men, and 4) Public Awareness, directed at the general public. As is outlined below, we have reviewed the secondary research, spoken with health professionals and with target audience populations to focus the effort to focus the efforts of this campaign for maximum effectiveness and efficiency. Some targets have been narrowed, some prioritized, and all assigned to the tactical area of the TPPA (e.g., advertising, public relations, stakeholder outreach) most likely to impact that particular audience and situation.

Geographically, this campaign has been focused to maximize the available budget, while still covering over 80% of the teen population of California with paid advertising, and the full scope of the general public statewide with the combined efforts of the TPPA.

Our creative explorations have also been focused on the most compelling solutions, for maximum recall, attitude change and behavioral modification. At this point of the RFP process, we have developed proposed creative for the Male Involvement & Responsibility component only, to demonstrate our approach to this key issue.

The Role of Advertising, Media and Stakeholder Outreach

The most effective social marketing campaigns are the ones that tightly integrate all communications efforts of the team, ensuring that advertising, public & media relations, and all facets of community stakeholder outreach work together synergistically. In this way, the cumulative impact is always greater than the sum of the individual components.

Traditional theories of awareness and recall are simply not enough for a social marketing campaign such as this. To look beyond this traditional approach, we have examined each campaign component, each target population and each goal in order to select the most efficient and effective combination of communications tactics to deliver our message. (See Appendix

PUBLIC RELATIONS STRATEGIES: PARENT/TEEN COMMUNICATIONS

(Year 1 Cost = \$65,000; \$28,000 in fees, \$37,000 in expenses)

Collateral: While many adults may want to talk to teens about sex, they may not know how. We will develop a pamphlet, "Teen Pregnancy: Talk About It -- Prevent It," for distribution by local contractors and community-based organizations. Developed using information available in existing literature as well as input from our Advisory Council, the pamphlet will discuss why it is critical to talk to teens about preventing pregnancy and provide practical, actionable tips on how to have successful discussions. The pamphlet will be culturally relevant and adapted into Spanish, Chinese, Korean, Vietnamese and Hmong.

Media Relations: There are numerous local and national television and radio talk shows broadcast in English, Spanish and several Asian languages that provide an ideal venue for discussing the need for parent/teen dialogue on pregnancy prevention. We will book interviews with our peer counseling teams, as well as experts, identified with the help of local contractors and our Advisory Council.

Church Outreach: Because church leaders have credibility with and access to many families and share our desire to reduce teen pregnancy, we will develop a statewide outreach program encouraging churches to distribute our pamphlet and talk to their members about the need to talk to teens about sex. In order to ensure the issue gets discussed on a timely basis, we will package this concept as a campaign, to be implemented in later August and early September, when teens are going back to school. The campaign will include all necessary materials, including proposed talking points for presentations, notices for church bulletins and copies of "Teen Pregnancy: Talk About It -- Prevent It."

Local Contractor Support

(Year 1 Cost = \$49,000; \$32,000 in fees, \$17,000 in expenses)

To sustain and grow our momentum, we will need to coordinate all of our activities with those of the local contractors in the program, as well as other community organizations that share our goals. While it will be necessary to meet with the local contractors to determine how best to work together, prior experience with similar statewide campaigns suggests that the following will be useful:

Contractor Needs Assessment: Talk to all local contractors with a pre-determined list of questions, to gather input on planned campaign elements, existing available materials and immediate and long-term needs.

Community Marketing Guide: Create a notebook-format guide to house information as it is distributed throughout the life of the Media Campaign. It would include slicks and cassettes of all the advertising; advertising scripts and story boards; media schedules of ad air dates; a catalogue of collateral materials and ordering instructions; press releases which can be customized for local media; op-ed essays for placement in local papers; ideas for editorials for local media; brief case histories of successful programs in other locations; suggestions for promotions; updates on useful information regarding fatherlessness and teen pregnancy to use with local reporters; Campaign Alerts distributed by facsimile throughout the campaign; and other campaign materials.

Newsletter: To keep local contractors informed and supportive of the TPPI Media Campaign, we recommend publishing a quarterly newsletter for distribution to contractors, relevant community organizations not funded by the state, selected media and a VIP list of decision-makers and opinion leaders.

Technical Assistance: We will assign a Rogers & Associates' staff person as the local contractor liaison, who will conduct outreach to local groups throughout the campaign and will be available by phone and fax to answer questions, provide materials and offer support and guidance. The CBO coordinator will also work with our ethnic subcontractors to facilitate discussion on how to reach specific ethnic groups.

Training: When the local contractor's programs are in full operation, we will organize two training sessions -- one in Northern California, one in Southern California -- focusing on using media to enhance their local efforts. The training sessions will be conducted by Asher/Gould, Rogers & Associates and our ethnic market specialists and will include an introduction to public relations and advertising, presentation training, media advocacy, and media interview techniques.

Surveys: We will conduct periodic telephone surveys among local contractors to check their reactions to materials and messages, measure their level of satisfaction with the media campaign, gather information on their local programs.

LEVEL 1 - 1 OF 46 STORIES

Copyright 1996 The Times Mirror Company
Los Angeles Times

January 16, 1996, Tuesday, Home Edition

SECTION: Metro; Part B; Page 8; Letters Desk

LENGTH: 763 words

HEADLINE: GOV. WILSON'S STATE MESSAGE

BODY:

* Silence would have been preferable to your severely contorted editorial, "The Return of the Old Pete Wilson" (Jan. 10).

The Times applauds Wilson's priorities of "checking crime, slowing illegitimacy and beefing up public education" but myopically dismisses Wilson's consistent (at least recently) and racist position against non-European immigrants and affirmative action as just "political baggage." Is it really children born out of wedlock that we should be concerned about versus children who are born to families unable to meet subsistence needs for lack of jobs and income? Why can The Times forgive Wilson's take on immigration and affirmative action as mere "past political sins" when he has yet to reverse himself on these points?

The message is not commendable, and, we hope, will not fall on "deaf Democratic ears," if California is to find a real agenda to replace Wilson's personal goals for the advantaged.

ALBERT C. CARDENAS

Los Angeles

* In your editorial you've got it backwards. Wilson doesn't use "divisive rhetoric." You do. The governor has been very careful with his speech regarding the immigration issue. He wants less immigration. You're the one calling it "immigrant-bashing." Who's being divisive here?

As for affirmative action, Wilson's not divisive, it's the program that's divisive, which is precisely why he wants to end it. Here we've got something that was controversial from the beginning, was never intended to be permanent, the governor wants to end it, and you make it sound like he's got a character flaw. You stop short of calling him a racist, but the implication is there, and it's deliberate. Again, who's being divisive?

You accuse the governor of "demagoguery." Is it your opinion that he should not have run on those issues because they're too emotional? They're emotional because they're important, and the governor's position is very popular. Your effort to characterize it as "political baggage" and "past political sins" is wishful thinking.

STEVEN FOSTER

Los Angeles

Los Angeles Times, January 16, 1996

* I want to correct a misperception and misstatement of fact in "Garcetti Backs Wilson on Getting Tough With Juveniles," Jan. 10. I spoke out to encourage the public to support needed changes in our archaic juvenile justice system, changes that I have been working on with the governor and legislators since 1993. Many of my recommendations were incorporated in the governor's State of the State address. There was a misperception in your story that I was merely jumping on the bandwagon to endorse the governor's proposals, which is incorrect.

On Feb. 7, 1994, you printed my commentary detailing needed changes in juvenile justice. Among them were the needs for immediate consequences to every crime committed by a juvenile and to protect us from violent juvenile offenders by sending them directly to adult court, with adult punishment, including long prison sentences. Currently, even the most violent offenders sentenced by juvenile court to the California Youth Authority must be released by age 25--including multiple murderers. Those tried as juveniles cannot receive life without the possibility of parole, as your story reported.

GIL GARCETTI

District Attorney

Los Angeles County

* True to form, Wilson seeks to deal with the growing problem of teenage gun violence by attacking juvenile court judges and urging mandatory life prison sentences for 14-year-old offenders. As usual, he fails to ask the obvious question: How do so many 14-year-olds get guns?

Wilson does not ask this question because he knows the answer. Today, a handgun can be purchased on any schoolyard or corner for under \$100. Such bargains are available because of the gross oversupply of firearms--there are literally more guns than people in the U.S.

But strict licensing and other measures to reduce the supply of guns would anger the all-powerful gun lobby. So, craven politicians like Wilson take the easy route of waiting for the inevitable bloodshed, then locking up the teenage perpetrators for life.

LAURANCE S. SMITH

Sacramento

* I found "Getting Tough on Teenage Pregnancies" (Jan. 7) quite interesting and informative. I also agree with those who feel that a stricter enforcement of the "statutory rape" law (which has been, and continues to be, on the books in California) will help to reduce the severity of this serious social problem. And I commend Wilson for suggesting a greater enforcement of this law.

JAMES H. FORD MD

Downey

* Does Wilson's call for moral values (Jan. 9) include keeping a promise?

Copyright 1996 McClatchy Newspapers, Inc.
Sacramento Bee

January 14, 1996, METRO FINAL

SECTION: MAIN NEWS; Pg. A3

LENGTH: 960 words

HEADLINE: THE SINGLE PARENT TRAP

BYLINE: Dan Walters

BODY:

Pete Wilson has never sired or reared a child, but parenthood is one of the few topics that evoke a genuinely emotional response from the usually bland California governor.

By all accounts, Wilson has enjoyed an especially close relationship with his own father, who lives in Florida, and throughout his governorship, Wilson has often cited dysfunctional and/or abusive family situations as being the root of social pathology, whether it be welfare dependency, unemployment, high school dropout rates, teenage pregnancy or crime.

Wilson returned to that theme during his State of the State address last week, devoting much of his presentation to the Legislature to children's problems in general and fatherless families in particular.

"Children of unwed mothers are overwhelmingly more likely to drop out of school, to abuse drugs, to land in jail, to have their own children out of wedlock and to become trapped in welfare dependency," Wilson declared. "All of the problems tearing apart the fabric of our society have deep roots in this exploding epidemic of out-of-wedlock births."

It's very similar to the theme of the now-famous speech made by then-Vice President Dan Quayle in 1992. Quayle was pilloried in the media for citing an explosion of births to unwed mothers as a major cause of crime -- particularly the Los Angeles riots that year -- and singling out Murphy Brown, a fictional television journalist who gave birth to a baby without a husband, as an example of cultural deterioration. In the months and years that followed, however, even many liberals began saying publicly that Quayle was on target.

Some Democrats are chastising Wilson now for elevating what used to be called "illegitimate births" into a prime political issue. But it's difficult to ignore the disturbing, even depressing, reality of the situation or Wilson's cause-and-effect conclusions.

California, with one of the nation's highest overall birthrates, produces nearly 600,000 babies a year and more than 35 percent of them are born to unwed mothers. That's more than three times the rate of the 1960s and 50 percent higher than the rate just a decade ago, according to the Department of Health Services.

California also has the nation's highest rate of teenage pregnancy. Teenage mothers, in fact, account for a third of all births to unwed mothers in the

Sacramento Bee, January 14, 1996

state, or about 70,000 babies a year.

The Wilson administration estimates that \$ 5 billion to \$ 7 billion is spent annually on welfare and health services to families begun by teenage mothers and about half of all welfare mothers were also teenage mothers.

Whether it's measured by bodies or dollars, the exploding phenomena of out-of-wedlock and teenage births are disturbing. They are producing, in effect, a subculture of youngsters who are born into poverty and much more likely to become involved in drugs and crime, much less likely to acquire educations and gainful employment and, to complete the cycle, much more likely to produce more at-risk offspring.

Wilson is proposing a variety of programs, ranging from tougher penalties on absentee, non-supportive fathers and men who have sex with teenage girls to welfare reform, media campaigns and special programs for troubled kids. The most important aspect of his approach is that it recognizes that the social pathologies associated with the situation are interrelated, involving schools, law enforcement agencies and health and welfare services.

Whether government, even with a team approach, can do anything about it is another question. We may be dealing with the end product of a cultural evolution that's much more powerful than any official policy, no matter how well-intentioned.

DAN WALTERS' column appears daily except Saturday. Mail: P.O. Box 15779, Sacramento, 95852; phone: (916) 321-1195; fax: (916) 444-7838; e-mail: 70662.21

LANGUAGE: ENGLISH

LOAD-DATE: January 15, 1996

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Los Angeles Times

January 12, 1996, Friday, Home Edition

SECTION: Life & Style; Part E; Page 1; View Desk

LENGTH: 1110 words

HEADLINE: FIRST PERSON: SOME TEENS MEASURE SUCCESS BY MOTHERHOOD

BYLINE: By SHAWN HUBLER, TIMES STAFF WRITER

BODY:

In seventh grade, my best girlfriend was a little girl named Linda. She was a quiet girl with deep-set Balkan eyes and a mop of curly hair. Linda sat next to me in homeroom, an average student with above-average equanimity.

Maybe it was the fact that her mother had died years before, leaving her with the knowledge that nothing worse could happen to her. But it seemed more likely to us that her demeanor was the calm of someone who had already accomplished her life's goal.

For Linda had that coveted asset, an older boyfriend, and he had given her an actual ring. He was out of school, earned good money and owned his own car. If her dad didn't approve, he didn't raise much of a fuss, and neither did we, her peers. He was too old for most of us and we couldn't relate to him, but Linda's boyfriend fit into a plan shared by most girls in our country school: The idea was to grow up, get married and raise kids.

I was only a little shocked when she leaned across her desk one morning and whispered that she was quitting school -- code for the secret news that she was going to have a baby, and that she would be getting married forthwith. By the time she was 14, Linda was a mother and wife.

Here, in my new life, in my current community, Linda's story would be a kind of tragedy. But 25 years ago in that Pennsylvania coal town, it wasn't all that strange or sad. In fact, Linda was, in our little social circle, the first of a long line of teenage girls to procreate.

At that age, in that place, I envied them -- Andrea, who skipped gym class as her tummy swelled; Sherry, who with her boyfriend made up a universe of two; bawdy Bonnie, who, when asked in health class to give a short talk on reproduction, cracked: "All I know is, it feels a heckuva lot better goin' in than it does comin' out."

They were the girls of a particular American caste and state of mind, and they shared a well-delineated dream: You grew up fast. You learned to cook and clean and sew.

When you were 16, if you were on the proper trajectory, a boy gave you his class ring. You wrapped it with Angora wool so it wouldn't slip from your delicate finger. You held hands in the hallway, went "parking" in his pickup, put the love notes he tossed you in social studies into your hope chest. At the county fair, he'd take you on the Ferris wheel and rock when it stopped at the

Los Angeles Times, January 12, 1996

top. Below you, the bijoux lights would shine so brilliantly, the cornfields and trailer parks around them would be invisible. Who would blame you for wanting to give him a child? On graduation night, if all went well, he would propose.

What then? Who cared? You would have already arrived. You would belong to someone, would have earned a place in society. Marriage and children were the goals, not necessarily in that order, and any message to the contrary -- that teenagers should wait until adulthood to, say, get pregnant, or that girls needn't settle for membership in the ladies' auxiliary of life -- would have been met with incredulity.

There is a lot that is provincial in that view, and a lot that is distorted and stifling. But it lives on today, not just in the back country of rural America, but in our housing projects and our barrios and even in our suburbs. A generation has passed, abortion is legal, women are commonplace in the work force, contraceptives are as easy to get as an extra pencil in the first week of class, but teenage girls still are begetting babies by the thousands and no one seems to be able to stem the tide. It is a problem that tragically undermines us as a society, and yet one that seems impossible for us to shake, no matter how much poverty and frustration it creates.

*

When I think about these issues -- and as a mother of three girls, I do think about them -- I always seem to arrive at the same sticking point. As flawed and self-defeating as our reasoning was growing up, our mission did hold one essential truth: Having and raising children can be a peak experience, if your heart and head are in the right place.

There is nothing like it, no experience that brings you closer to the mystery of the cosmos, no accomplishment that can rival the creation of another life. And any girl can do it. You may not know all the state capitals, may not be able to calculate square roots, but with just a few easy moves, you can embark on an exciting new career -- the time-honored job of motherhood.

This is not a problem just of a sexist society, or just of the irresponsibility of a certain segment of the underclass. It's a question of the deeply human yearning for self-expression, even in the most desolate of emotional environments. There is dignity in becoming the bearer of life, and for someone who feels demeaned, the lure of that kind of dignity is so powerful that it can override almost anything. Shame becomes meaningless; consequences feel abstract. All that matters is the thirst for self-worth.

Until we acknowledge that side of the equation, I don't think we'll ever really unravel the complex problem of teenage parenthood. My friends were poor rural white girls, but they could just as easily be living today in South-Central or East L.A. or even in the tract house down the street from mine. The faces may differ, but the core emotions are the same: the need to achieve something, the need to matter to someone, the need for some human connection in your life.

My mother was proud to see me go to college and leave my hometown. But many of my friends pitied the fact that I was being sent off to make my own way, all alone. I know that if I saw any of them on the street today, their first question would be, not about my work, but about my husband and kids -- about

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the paths that they had hoped would help them find their place in the world.

*

I thought of Linda the other day, when the governor came out with his latest proposal to curb teen pregnancy. Having failed to stop the trend with sex education and counseling and countless diatribes against the slatternly ways of welfare moms, Gov. Pete Wilson was now giving out money to county district attorneys to prosecute older men who impregnate young girls.

"The message to adult men is clear: Stay away from young girls and if you don't, you'll go to jail," one district attorney speechified.

I smiled to think how Linda would have reacted had the law come for the father of her child. The words "stand by your man" came to mind.

There is dignity in becoming the bearer of life, and for someone who feels demeaned, the lure of that kind of dignity is so powerful that it can override almost anything. . . . All that matters is the thirst for self-worth.

LANGUAGE: ENGLISH

LOAD-DATE: January 13, 1996

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Omaha World Herald

January 12, 1996 Friday SUNRISE EDITION

SECTION: EDITORIAL; Pg. 14

LENGTH: 271 words

HEADLINE: Going After Men Who Prey on Minors

BODY:

When an adult man cons an underage girl into having sex, it's called statutory rape. California Gov. Pete Wilson wants to prosecute more men who commit that despicable crime. He's right on the mark.

It's about time a public official highlighted the problem of sexual exploitation of minors. A study by the Alan Guttmacher Institute has indicated that at least half the babies born to teen-age girls are fathered by adults. In California, a survey of 47,000 births to teens in 1993 indicated that two-thirds of the babies were fathered by men who were past high-school age. The younger the mother, the wider the gap usually was between her age and her partner's.

It's appalling. The law wisely recognizes that underage children don't have the wisdom, judgment or maturity to make sound decisions about sex. When they are cajoled or conned by an older person, they can be unmercifully exploited.

"Every baby deserves a mother and a father," Wilson said. One of every three births in California was to an unwed mother. "We've got to end the vicious cycle of promiscuity and irresponsibility that produces generation after generation of children giving birth to children," the governor said.

Considering the Guttmacher Institute's findings, a vigorous attack on statutory rape is called for. The complex problem of unwed pregnancies among teen-agers may not be totally solved by prosecuting the men who sexually exploit minors, making some of them pregnant. But if the law started going after them, it might cause other potential statutory rapists to behave more responsibly.

LOAD-DATE: January 16, 1996

LEVEL 1 - 16 OF 46 STORIES

Copyright 1996 McClatchy Newspapers, Inc.
Sacramento Bee

January 11, 1996, METRO FINAL

SECTION: MAIN NEWS; Pg. A2

LENGTH: 1320 words

HEADLINE: TEEN GIRLS GET BUM RAP FOR UNWED MOTHERHOOD

BYLINE: Diana Griego Erwin

BODY:

If you did a study, I suspect you'd find that teens throughout history have gotten a bum rap. I suppose it's because they remind us of how fallible we were during those heady, confusing adolescent years. Basking in that glowing, invincible light, we didn't see ourselves as "fallible." In fact, it was the furthest thing from our minds.

Still, we know the dirt, the teen dirt. We know teenagers drink on the sly because we drank on the sly. We know they have more sexual feelings than their elders wish they had because we had sexual feelings, too, feelings and desires we never would have admitted to an adult.

But teen bashing has become an art in recent years. Yes, dysfunctional adolescent behavior should be addressed, must be addressed; we'd be remiss as adults if we looked the other way. And it's certain that too many families have looked the other way, failing to provide the huge amount of time, boundaries and discipline youngsters need to develop into responsible, directed adults.

Still, teens are an easy target -- which is exactly why so much of today's blame politics is aimed their way. In this week's "State of the State" speech, Gov. Pete Wilson called on Californians to "end the vicious cycle of promiscuity and irresponsibility that produces generation after generation of children giving birth to children."

This, Wilson said, is "the most important" task facing the state. Really? Gosh.

I'm not underestimating the fact that teen pregnancies do create all sorts of problems, beginning with the mother and the child and bleeding into society itself. But are teen pregnancies really as high on the list of our down-and-out woes as Wilson believes?

I'm questioning this because every speech I've heard on the problems caused by teen motherhood is followed by statistics about unwed mothers. Not teen mothers. Unwed mothers. The latter comes in every age.

Politicians seem intent on glossing over this distinction; why, I don't know. Listen to the governor's speech again, and you'll see what I mean. (The italicized words are mine.)

"But most important of all, we've got to end the vicious cycle of promiscuity and irresponsibility that produces generation after generation of children

Sacramento Bee, January 11, 1996

giving birth to children."

"Every baby deserves a mother and a father. In 1945, one in 25 children nationwide were born out of wedlock. Today, the figure is almost one in three (but not necessarily to teens). In some neighborhoods, four out of every five children are born to an unwed (not teen) mother. . . .

"Children of unwed mothers (not teens specifically) are overwhelmingly more likely to drop out of school, to abuse drugs, to land in jail. . . . Government alone can't solve this problem. What we've got to change is the culture. We've got to teach teenage girls that it's terribly wrong to have a child out of wedlock."

There it was again. Making the leap in logic that erroneously assumes every unwed mother is a teen. In fact, the numbers aren't even close.

According to the state's own figures, of the 203,308 babies born to unwed mothers in California in 1993, one-tenth were to girls ages 17 and under. Births to unwed teens actually declined last year. The rest of those 203,308 babies were born to unwed mothers, yes. Adult unwed mothers.

Still, becoming a teen mom is not a good thing and the governor deserves kudos on one related front. That is the fact that he is going after the people most responsible for these teen births, and these are the adult men who seduce and molest the majority of these girls.

In 1993, 67.5 percent of babies born to these girls were fathered by adult men.

That's got to change, Wilson said.

A year ago, I wrote a column about a couple who couldn't get police and prosecutors to enforce the statutory rape law when a 20-something man was having a sexual relationship with their 14-year-old daughter. The girl wouldn't testify. No victim, no crime, authorities said.

Times change. Not good enough, Wilson says now.

A pilot program is close to implementation in the 16 counties with the highest incidence of this sort of crime. Wilson spokesman Sean Walsh said the program allocates grants to district attorneys allowing them to hire a prosecutor and investigator for the sole purpose of enforcing statutory rape laws. Participating counties include Los Angeles, Sacramento and Fresno.

Program organizers say they hope two things will happen immediately: One, many of these offenders are multiple offenders, so getting them off the street is key; two, increased prosecution will have a chilling effect.

"When you want to get a message out, there is no faster telegraph than the word on the street," Walsh said.

"The governor is taking a public stance that if they have sex with a minor, we are going to hunt them down and prosecute them."

Sacramento Bee, January 11, 1996

Can't wait to see who the first unlucky suspect is.

DIANA GRIEGO ERWIN'S column appears Sunday, Tuesday and Thursday. Write her at P.O. Box 15779, Sacramento, 95852, or call (916) 321-1057.

LANGUAGE: ENGLISH

LOAD-DATE: January 12, 1996

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Abortion Report

January 10, 1996

SECTION: STATE REPORTS

LENGTH: 1040 words

HEADLINE: CALIFORNIA II: WILSON TALKS TEEN PREGNANCY IN STATE ADDRESS

BODY:

Gov. Pete Wilson (R) in his State of the State address on 1/8 urged Californians to accept the challenge of "recasting and reinvigorating our culture" by instilling the moral standards needed to curb the problems of teen pregnancy and "troubled youth." Wilson proposed a series of "carrot-and-stick incentives" intended to encourage lifestyle changes "consistent with the themes of Republican family values: personal responsibility, abstinence and marriage." Wilson also "placed blame" for some of the social decay on "permissive courts and deadbeat fathers." Wilson argued that the root of the state's most critical issues are youths who grow up without proper role models: "The children of unwed mothers are overwhelmingly more likely to drop out of school, to abuse drugs, to land in jail, to have their own children out of wedlock and to become trapped in welfare dependency. All of the problems tearing apart the fabric of our society have deep roots in this exploding epidemic of out-of-wedlock births." Political observers suggested that Wilson came to the Legislature in need of a "political home run" since his retreat from the presidential race. They portaged his speech as a "crucial step" in determining whether Wilson will recapture the political standing he needs to be a "productive office holder" in the remaining three years of his term. The fact that the governor used his speech to highlight social problems underscored a shift in the emphasis from past State of the State addresses, when he focused mainly on jobs and the economy. "Following the lead of conservative thinkers" such as Charles Murray -- who prompted nat'l discussions in '93 with an article identifying out-of-wedlock births as the nation's "most dangerous bomb" -- Wilson also singled out the problem as CA's "top priority." In a pre-speech briefing, Wilson aides cited statistics that show 70% of the long-term inmates in state prisons were born to unwed mothers. Officials added that out-of-wedlock births in CA have increased 44% in the past nine years and now account for about 25% of all births (Leshner, L.A. TIMES, 1/9).

WELFARE: In his speech, Wilson also proposed discouraging unwed mothers with a plan to stop additional welfare benefits to women who have babies while they are on the rolls. At the same time, he proposed a series of grass-roots efforts to discourage teen pregnancy, including a \$15.7M media campaign, \$34M to fortify specialized community groups and public-private mentoring programs for at-risk youths. The governor also indicated that he is "banking" on hopes that the federal gov't will pass a welfare-

Abortion Report, January 10, 1996

reform bill that grants far more authority for social spending control to state gov'ts through block-grants. In Wilson's plan for CA, he has said he would drop AFDC and replace it with four programs designed to "better address the needs of modern recipients." State program proposals on welfare also include eligibility based on the applicant's ability to work, income and family size. In some cases, the program also would issue vouchers for house and living expenses instead of cash grants now provided (L.A. TIMES, 1/9).

REAX: CA Pro-life called Wilson's speech a "sham" because it did not address the "most pervasive and controversial aspect of his social agenda, the continued unlimited funding of abortion by the state government." The group's release quoted Western Dir. for the NRLC Brian Johnston: "Wilson decries women who don't 'recognize that their child is precious.' ... If the state is ready, willing and able to kill that child, how can he be surprised if that young mother fails to grasp the value and significance of the child's life?" (release, 1/9). An L.A. TIMES editorial: "Nevertheless, (Wilson's) message, however, commendable, this time may fall on deaf Democratic ears because of the immigrant-bashing of his gubernatorial reelection campaign and his unrelenting assaults on affirmative action during his failed run for the GOP presidential nomination last year. This divisive rhetoric is part of his political baggage. But Wilson's past political sins should not be used to undermine the merits of the proposals he made Monday" (1/10). L.A. TIMES' Skelton: "In this speech, and also in his state budget proposal ... Wilson unveils a new prevention agenda. He'll be trying to refocus his image back to the 'compassionate conservative' who attracted kudos from centrists and decent poll ratings when he first became governor five years ago. Republican conservatives, meanwhile, will cheer his call for replacing the 'flawed' welfare system. And most everybody surely will root for him against teen thugs" (1/9).

LANGUAGE: ENGLISH

LOAD-DATE: January 10, 1996

LEVEL 1 - 25 OF 46 STORIES

Copyright 1996 PR Newswire Association, Inc.
PR Newswire

January 10, 1996, Wednesday

SECTION: State and Regional News

DISTRIBUTION: TO STATE EDITOR

LENGTH: 321 words

HEADLINE: PLANNED PARENTHOOD PRAISES GOVERNOR'S BUDGET

BODY:

Katherine Kneer, executive director of Planned Parenthood Affiliates of California (PPAC) today issued the following statement in response to Governor Pete Wilson's FY 1996-97 proposed budget:

"We are very pleased with the Governor's plan to increase California women's access to family planning in his proposed 1996-97 budget. Pete Wilson has been a friend to family planning supporters throughout his career and today's budget announcement proves that he continues to be committed to protecting and increasing access for all women.

SACRAMENTO, Calif., Jan. 10

Consolidating all family planning funding under the state's Medi-Cal program not only eliminates state bureaucracy, but it makes it easier for women to access the services they need. Increasing Medi-Cal eligibility for family planning services to 200 percent of the poverty level is a prudent investment of state funds which will result in lower health costs and fewer unintended pregnancies.

"Preventing unwanted pregnancies has always been a top priority of Planned Parenthood and we look forward to working with the Governor and the Legislature to promote comprehensive teen pregnancy prevention programs.

"We applaud Governor Wilson and State Health Director Kimberly Belshe for taking the lead on this issue and look to the California Legislature to support this proposal. We will make sure that the Legislature hears from the millions of California women that support this bold policy throughout the budget process."

Planned Parenthood Affiliates of California is a special public affairs affiliate of Planned Parenthood Federation of America. PPAC represents the 15 separately incorporated Planned Parenthood organizations throughout California on statewide governmental issues. CONTACT: Sidonie Squire or Jennifer Nelson of Greenbaum PR, 916-443-3464, for Planned Parenthood Affiliates of California

LANGUAGE: ENGLISH

STATE: CALIFORNIA, USA;

LOAD-DATE: January 11, 1996

LEVEL 1 - 37 OF 46 STORIES

Copyright 1996 The Times Mirror Company
Los Angeles Times

January 9, 1996, Tuesday, Home Edition

SECTION: Part A; Page 1; Metro Desk

LENGTH: 1561 words

HEADLINE: WILSON MAKES RENEWED CALL FOR MORAL VALUES;
POLITICS: GOVERNOR'S STATE OF THE STATE ADDRESS TARGETS GROWING PROBLEMS WITH
TEEN PREGNANCY, TROUBLED YOUTHS.

BYLINE: By DAVE LESHER, TIMES STAFF WRITER

DATELINE: SACRAMENTO

BODY:

Gov. Pete Wilson on Monday called on Californians to accept the challenge of "recasting and reinvigorating our culture" by instilling the moral standards needed to curb the problems of teenage pregnancy and troubled youth.

In the sixth State of the State address Wilson has given to a joint session of the Senate and Assembly, the governor proposed a series of carrot-and-stick incentives intended to encourage lifestyle changes consistent with the themes of Republican family values: personal responsibility, abstinence and marriage.

Wilson also placed blame for some of the social decay that causes drug use, crime and poverty on familiar villains such as welfare dependency, permissive courts and deadbeat fathers. The root of the state's most critical issues, Wilson argued, are youths who become burdens to society because they grow up without proper role models.

"The children of unwed mothers are overwhelmingly more likely to drop out of school, to abuse drugs, to land in jail, to have their own children out of wedlock and to become trapped in welfare dependency," the governor said.

"All of the problems tearing apart the fabric of our society have deep roots in this exploding epidemic of out-of-wedlock births," he continued. "We must arrest and reverse it or suffer the loss of the California we've known and cherished."

Political observers suggested that Wilson came to the Legislature Monday in need of a political home run since his public image suffered last year after an embarrassing retreat from the presidential race. They portrayed his speech as a crucial step in determining whether the governor will recapture the political standing he needs to be a productive officeholder during the three years left in his term.

Based on reactions, Wilson's comments struck a moderate and cooperative tone -- especially compared to past years when he provoked his critics with contentious rhetoric.

This time, Wilson never mentioned two of his most controversial issues -- illegal immigration and affirmative action. Assembly Democratic Leader Richard

Los Angeles Times, January 9, 1996

Katz of Sylmar even noted that "many of his ideas are in Democratic bills."

Bill Lockyer, the Senate Democratic leader from Hayward, also considered Wilson's speech "balanced and positive." Ideologically, he said, Wilson "paddled on both sides of the stream."

Wilson opened his speech in the Assembly chambers Monday evening by making light of his White House campaign that went bust last September. "I've been sent here tonight by popular demand of the voters -- of Iowa and of New Hampshire," he joked.

He then launched into a discussion of the broad themes and goals he hopes to pursue this year. Details of the governor's plan, particularly financial spending, will come Wednesday when Wilson introduces his proposed budget for the 1996-97 fiscal year.

The fact that Wilson used the opportunity to highlight social problems also represented a shift in emphasis from past State of the State addresses, when the governor focused mainly on jobs and the economy.

Monday, after noting the enormous difficulties of the state's recession, Wilson said the economic skid has been reversed and, for the first time, he confirmed that officials expect a \$1-billion surplus in state coffers by June.

Wilson said California's rate of job creation has moved from 50th to first in the nation. And this spring he said the state will have recovered about 730,000 jobs it lost during the recession and the massive defense cutbacks during the last five years.

Still, Wilson repeated the need for a package of economic reforms that went largely unfulfilled last year even though they represented the centerpiece of his 1995 State of the State speech.

Most important, he promised to continue his effort to pass a 15% cut in personal and corporate income taxes phased in over three years. He also repeated his intent to strike government regulations -- particularly on the environment -- and to seek tort reform that would reduce the vulnerability of state businesses to lawsuits.

For Republican lawmakers, Wilson's commitment to the tax cut was a rallying point in the speech. Former GOP Assembly Leader Jim Brulte, who carried the tax cut legislation unsuccessfully last year, predicted things will be different now.

"It's an election year," he said. "I don't think the Senate Democrats want to oppose tax cuts."

Lockyer gently pushed aside the issue Monday, saying only that Wilson proposed "a variety of new spending proposals which does not square with a tax cut. So, we need to work through the fiscal details."

Highlighting a new front in his effort to shrink state government, Wilson also promised that in April he will unveil a plan to turn many of the government's functions over to private operation.

Los Angeles Times, January 9, 1996

The governor did not provide details about his plan. Instead, administration officials said an interagency task force is conducting a "top-to-bottom" review of state operations aimed at identifying services that can be done cheaper and more efficiently by private companies.

Wilson emphasized, however, that his top priority will be social reform. For political and economic reasons, the governor's aides said Wilson believes his greatest opportunity to improve the quality of life in California will come from changes to welfare and youth programs.

Following the lead of conservative thinkers such as Charles Murray, who prompted a national discussion in 1993 with an article identifying out-of-wedlock births as the nation's most dangerous time bomb, Wilson also singled out the problem as California's top priority.

In a briefing before the speech, Wilson aides cited statistics that show 70% of the long-term inmates in state prisons were born to unwed mothers. Officials also said out-of-wedlock births in California have increased 44% in the past nine years and now account for about 25% of all deliveries.

Wilson proposed to discourage unwed mothers with a plan to stop additional welfare benefits for women who have babies while they are receiving public assistance. At the same time, he proposed a series of grass-roots efforts to discourage teenage pregnancy, including a \$15.7-million media campaign, \$34 million to fortify specialized community groups and a public-private mentoring program for at-risk youth.

On welfare, the governor also indicated he is already banking on hopes that Washington will pass a welfare reform bill that grants far more authority for social spending control to state governments through block-grant financing.

The plan has passed the Congress, but Clinton has warned that the reforms do not provide adequate protections for the poor.

Still, Wilson provided the first glimpse of how he would fulfill his promise for a new system that "doesn't just reform welfare, but replaces it." The new plan was expected to make it more difficult to maintain a life on welfare, but also would provide more training and incentives to return to the work force.

In the plan, Wilson said he would drop the nation's largest welfare program -- Aid to Families With Dependent Children -- and replace it with four programs designed to better address the needs of modern recipients.

Officials said the governor believes the aid program for families is flawed because it was designed during a period in America's history when men were considered the breadwinners and mothers were unable to adequately provide for children in the event of the father's death or divorce.

As a result, Wilson complains that the program discourages work and provides a disincentive to marriage. The new programs he proposed would make eligibility for assistance based on the applicant's ability to work, income and family size.

Wilson administration officials said the welfare reform proposals will not be part of the 1996 budget released Wednesday since they are still contingent on approval from Washington.

Los Angeles Times, January 9, 1996

Wilson used the same formula of combining a package of incentives and disincentives to resolve problems with juvenile crime and out-of-wedlock births.

To address juvenile offenders, for example, the governor proposed a crackdown on the "dangerously lenient" criminal sentences handed out to youths, including a provision that would treat 14-year-old defendants as adults.

He also offered state financing for hundreds of new police officers through a program in which Californians would be allowed to check a box on their state income tax returns and designate 1% of their money go to public safety.

Meanwhile, Wilson hoped to deter youths from a life of crime by creating a statewide system of 20 single-sex public schools -- 10 for girls and 10 for boys. The governor said he hoped the schools would provide the role models that are necessary to counter the attraction of gang membership for youths who lack a traditional family.

At the same time, he proposed that children in troubled schools should be allowed to escape and go elsewhere. As a result, he offered a pilot program in which students attending schools ranked among the state's bottom 5% scholastically would receive a voucher that would allow them to attend classes at any private or public institution in the state.

The voucher idea was rejected by voters in a statewide initiative in 1993.

* NEWS ANALYSIS: Address was bright with promise but short on details. A13

* SPEECH EXCERPTS: A13

GRAPHIC: Photo, Gov. Pete Wilson makes point in State of the State address in Capitol. Associated Press

LANGUAGE: ENGLISH

LOAD-DATE: January 10, 1996

San Francisco Chronicle

THE VOICE OF THE WEST

11/15/96

EDITORIALS

Good, Bad and Ugly Of Wilson's Budget

FOR THE FIRST TIME since he took office in 1991, Governor Wilson has enjoyed the opportunity to present a state budget plan unencumbered by ravages of recession and barrels of red ink.

With California's economy and employment rolls again rebounding, the governor last week sent the Legislature a proposed \$61.8 billion spending plan that combines a

**While Wilson
boosted
money for
education,
funding for
schools still
ranks near
the bottom**

host of thoughtful initiatives against social pathologies with some ill-considered fiscal programs that seem more motivated by politics than policy.

The centerpiece of Wilson's budget program is an \$8 billion cut in state income and corporate taxes. At a

time when California has just begun to emerge into fiscal health, this phased-in tax cut seems precisely the wrong prescription and the governor has simply failed to make a convincing case for it.

Wilson argues that the tax cut is necessary to "send a signal" to business, and to keep California competitive with other states in attracting economic development programs. But state Department of Finance director Russell Gould acknowledged in a meeting with The Chronicle Editorial Board that the administration has no hard data, or even any financial projections, to substantiate the claim that its tax cut would spur the economy in any substantial way.

Moreover, while arguing that business executives cite high taxes as a major problem with California's economic climate, Wilson does not add that such leaders also fault the state's public education system as a major impediment. In the past five years, as Wilson and the Legislature have struggled with deficits, the biggest sustained loser has been public schools.

While the governor has been generous with education — both K-12 and higher — in the current budget, California will still rank almost at the bottom among states in per pupil expenditures. An \$8 billion tax cut, particularly when combined with Wil-

son's school voucher system, would only exacerbate a bad situation, as the annual base of Proposition 85 shrinks and schools become more and more cash-strapped.

State Senator Mike Thompson, D-Napa, chairman of the Senate Budget and Fiscal Review Committee, has pointed out that an average family with two children making less than \$50,000 annually would get a tax cut of \$30 the first year — while state spending on the kids' education would be \$623 less than it would be without the cut. "It's a shortsighted trade-off, with our school children on the losing end," Thompson said.

The timing of the tax cut is also questionable on grounds of fiscal prudence. The governor's plan is balanced on hopes that he will win passage of legislation to cut benefit increases of \$1.7 billion for welfare recipients, the elderly, blind and disabled and that the federal government will come through with another \$623 million in funding for immigration and welfare programs, both questionable assumptions.

And, although state revenues are higher than expected, Wilson's budget calls for only a \$400 million emergency reserve, far lower than the 3 percent reserve long considered responsible.

As a policy document, Wilson's budget is more commendable for several "prevention" initiatives than it sets forth, particularly a \$74 million program to deal with the epidemics of teenage pregnancy and domestic violence through a combination of "tough love" education, health and criminal justice programs that combine efforts by government, community and religious groups.

Wilson also deserves credit for political courage in promising to lead the fight for some \$8 billion worth of bond measures this year to build and repair schools, prisons, highways and water facilities.

As difficult as it must have been for Wilson personally to accept the humiliating collapse of his presidential ambitions, the governor seems to have re-immersed himself in the substance and minutiae of state government far beyond a status quo proposal. His budget plan for the fiscal year that begins July 1 reflects a multifaceted attempt to address intractable problems and a willingness to experiment with new methods of trying to solve them. It is an important first step in framing the debate on the crucial issues facing California.

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Thursday, January 11, 1996

Copyright 1996 The Times Mirror Company -- *Los Angeles Times*
January 11, 1996, Thursday, Electronic Edition
SECTION: Part A; Page 16 LENGTH: 908 words

THE GOVERNOR'S 1996 BUDGET; WILSON PRESENTS MAJOR WELFARE REFORM PLAN EMPHASIZING WORK; SOCIAL SERVICES: NEW CATEGORIES WOULD SAVE MONEY AND BETTER MATCH NEEDS OF RECIPIENTS, HE SAYS. BUT THE PROPOSAL REQUIRES A CHANGE IN U.S. LAW.

BYLINE: By DAVE LESHER, TIMES STAFF WRITER

Finally, Gov. Pete Wilson has revealed just what welfare would look like if he could essentially do what he wants. It is a plan that scraps the state's largest anti-poverty program, Aid to Families With Dependent Children. In its place, the governor suggests four substitutes designed to better match the state's various programs with the needs of modern welfare recipients.

Wilson said Wednesday that he designed the plan to eliminate major flaws he attributes to the current system: disincentives for marriage and work, welfare dependency and "autopilot" spending increases.

"The goal will be helping people to find work . . . and learn the dignity and self-esteem that goes with seeing their name on a paycheck they earned," Wilson said. "Those people who aren't yet prepared to work will get help. . . . And for those able to work who won't, their full grant will last just six months."

This is the plan that Wilson and his advisors designed from scratch, after years of proposing incremental reforms. Implementation of this far-reaching plan assumes not only approval by the Legislature but also President Clinton's signature on legislation to grant states far more authority to operate their own welfare systems.

Millions of dollars in the budget Wilson proposed Wednesday are contingent on Washington's approval of sweeping welfare reform by summer. Clinton vetoed such a bill Tuesday, complaining that it does not go far enough to protect children, move adults into the work force or provide health coverage.

But in California, Wilson's administration hopes that its welfare proposal will debunk Clinton's argument that, given the chance, states would shirk their responsibility to the poor.

"What we've done here is a statement to the president and the Democrats that a Republican governor's welfare plan is not a race to the bottom," said Eloise Anderson, director of the state Department of Social Services. "We are thinking about the well-being of children."

Wilson officials said their premise in launching welfare reform was to create a transitional system that will move adults into the work force as rapidly as possible. It was inspired partly by Riverside County's success with an aggressive effort to find jobs — even temporary assignments at minimum wage — for its welfare recipients.

As a result, Wilson's plan breaks down the pool of welfare recipients into four categories:

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Thursday, January 11, 1996

* **Ready to Work Program:** For those who are currently working but still eligible for welfare, or have recent work experience. The program would focus on rapid reemployment by providing assistance such as resume writing and interview techniques. Cash grants would be phased out over two years.

* **Family Transition Assistance Program:** For cases in which a parent has never worked or has a need for extensive training. The program would replace cash assistance with vouchers because officials said that recipients with drug or alcohol problems would be placed in this category. The duration of the assistance would be based on the amount of time required to prepare the recipient for employment -- not to exceed five years.

* **Disability Family Assistance Program:** For cases in which a parent or child is disabled. It offers cash aid as long as the recipient remains unemployable due to the disability. In some cases, the aid would be provided for life.

* **Child Only Program:** For cases in which the parents are ineligible for aid and assistance is needed for a child. For example, this program would include illegal immigrant parents whose child is a U.S. citizen by birth.

State officials said they have not yet determined the grant levels that the programs would provide or the income levels that would make people eligible for assistance.

The Legislature has already cut welfare assistance by more than 20% since Wilson took office. On Wednesday, the governor proposed an additional 4.5% cut in the next fiscal year. He also said he will ask legislators to avert an automatic 13% increase that will take effect next year if new legislation is not passed.

Democratic reaction to Wilson's plan was muted Wednesday. Legislators complained about his plan to give more money to the wealthy with a tax cut and less to the poor. They also declined to engage in the debate until Washington approves a welfare reform plan.

But if the Legislature is assigned the task of designing a new welfare system from scratch, legislators promised that the debate would be profound and spirited.

"It's a battle between the haves and the have-nots," said state Sen. Diane Watson (D-Los Angeles), chairwoman of the Senate Health and Human Services Committee. "It's as simple as that."

(BEGIN TEXT OF INFOBOX / INFOGRAPHIC) Budget Highlights

Gov. Pete Wilson has proposed a \$61.5-billion state budget, and here are some of the major points:

- * **TAXES:** A 15% cut in personal income and corporate tax rates over three years.
- * **SCHOOLS:** Public schools get 3.3% increase; nearly 40 cents out of every general fund dollar going to elementary and high school education.
- * **HIGHER EDUCATION:** Budget increased by average 4.3% and student tuition frozen.
- * **WELFARE:** Cash grants to families with dependent children cut 4.5%. No reductions in SSI disability payments.
- * **PRISONS:** Prison budget increased 10.8% to meet growing inmate population.
- * **HEALTH:** Medi-Cal costs rise 2.8%, primarily because of more elderly and disabled people receiving aid.

Sacramento Bee 9/13/96

Feld
Wilson
Teen King

Welfare overhaul proposed Governor wants to replace AFDC

By Dorsey Griffith
Staff Writer

The Wilson administration Friday unveiled a plan intended to wean people from welfare and get them to work.

Under Republican Gov. Pete Wilson's proposal, four aid programs would be created to replace Aid to Families with Dependent Children (AFDC). For most beneficiaries, the aid would be limited to two years, and grant levels would be kept static regardless of the size of the family. The goal, Wilson aides said, would be to entice parents to get off welfare.

"Historically, we have tried to be everything to everybody," Elaine Anderson, director of the state Department of Social Services, said at a news conference at the Capitol. "What is the government's obligation? To help people hit the first rung of the ladder. After that, it is the person's responsibility to go up the ladder."

If a person fails to do that, Anderson said, it is likely that he or she has also failed as a parent. In that case, she said, the parent should be investigated for child neglect and, if necessary, the child removed from the home.

"The most important person is the parent, not the government," she said. "If the parent is incapable, we need to deal with that."

The plan is contingent upon federal legislation that would give states block grants - and much broader flexibility - to fund AFDC.

Despite President Clinton's veto Tuesday of a Republican-backed bill to overhaul welfare, state officials said they are optimistic that such a measure will be passed this year, allowing Wilson to implement his plan by October 1996.

"Clinton said he was going to change welfare as we know it," Anderson said. "We're going to take him at his word."

The four new welfare programs proposed are:

- The Ready-to-Work Program, which is intended for people already tied to the labor force, or an estimated 59 percent of the AFDC recipients in the state.

- Families would receive a flat cash grant that would be reduced after six months, and again at 12 months. Grants would be limited to a total of two

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Elaine Anderson
state Department of
Social Services director

Welfare: Vouchers, not cash, for some recipients

Continued from page A1

• The Family Transition Assistance Program, which is intended to serve families in which the parent has never worked or is a substance abuser or teen parent. Recipients, an estimated 15 percent of the caseload, would not get cash, but vouchers for housing, transportation and other services. Benefits would last for up to five years.

• The Disabled Family Assistance Program for families in which a parent or child is disabled. These families make up about 10 percent of the AFDC caseload. The cash aid would be based on the duration of the disability.

• The Child-Only Assistance Program, intended for the children of parents who are ineligible for aid (such as those born in the United States whose parents immigrated illegally) or for those children living with relatives who receive welfare in lieu of foster care payments. This group amounts to about 16 percent of the nearly 1 million AFDC cases.

Child care, employment, transportation and other social services would be offered to recipients of most of the programs to support the parents' transition from welfare to work.

State welfare officials have not determined the amount of the grants under the new plan, but said they would not be more than what a recipient could earn as a full-time, minimum-wage worker. The minimum wage is currently \$4.25 an hour.

The present welfare system uses a complicated formula to determine the amount a family receives based on family size and income from other sources. It is a system that Sandra Hunsley, secretary of the state Health and Welfare Agency, called outdated, cumbersome and ineffective.

"Not only does it discourage work, but it creates long-term in-

tergenerational dependency," she said.

The revised welfare under the block grant formula would supersede Wilson's previous proposals to cut the existing AFDC program.

On Wednesday, he called for making permanent several temporary reductions, including the termination of automatic cost-of-living increases in welfare programs. He also wants a 4.5 percent reduction in grants on top of cuts adopted over the past two years that are pending federal approval.

Under that scenario, a third of three would see their grants drop from \$507 a month to \$540 a month in counties with high cost of living, and to \$514 a month in low-cost counties. The latter include Sacramento, Yolo, Placer and El Dorado.

Initial reaction to the governor's proposal was mixed.

Martin Anderson, a fellow at the conservative Hoover Institute at Stanford University and a former aide to President Reagan, said the approach is one that many people want to see implemented. "Given the way we embarked on welfare the last 30 years, it has been a terrible, tragic disaster," he said. "This seems to be an innovative attempt to outgrow it."

But Margaret Peña, legislative representative for the California State Association of Counties, said she worries that the proposal does not give counties enough flexibility to place people in need.

She added, however, that counties, which historically have administered welfare programs, are eager to see the system overhauled.

"We plan to sit down with the administration and the Legislature in developing innovative ways of moving people off of the rolls and into the job market," she said. "We think (this proposal) provides us with a good opportunity."

LEVEL 1 - 9 OF 46 STORIES

Copyright 1996 McClatchy Newspapers, Inc.
Sacramento Bee

January 14, 1996, METRO FINAL

SECTION: EDITORIALS; Pg. FO4

LENGTH: 760 words

HEADLINE: WHERE'S THE HOPEFUL HALF?

BODY:

Gov. Pete Wilson tried to make clear last week that he was back as a full-time governor. Most of the old hot-button lines about illegal immigrants and the evils of the Clinton administration were gone from his State of the State address; so was the gloomy refrain of past years that California is an economic basket case.

The expected call for a tax cut was there; if we don't cut taxes, he said, we would drive business into the welcoming arms of other states. But since the call came right after his declaration that California "is roaring back" -- that by now businesses had created almost as many new jobs as had been lost in the recession, and would soon create many more -- the message seemed just a bit unpersuasive. And since the state's financial situation remains precarious, and since our public services and infrastructure are woefully inadequate -- and considering the problems Wilson himself outlined, this is hardly the time to talk about tax cuts.

Wilson's real focus was on a set of acknowledged social issues: juvenile crime, teenage pregnancy, absent fathers, welfare reform and school improvement. He called for a publicity and counseling campaign whose message to unmarried adolescents would be the refrain of his speech: Don't get pregnant.

What he proposed was for the most part self-evident: more vigorous enforcement of statutory rape laws against adults who impregnate minors; an expanded mentoring program for young men who have been abandoned by their fathers; expanded contraceptive services (a proposal that is already raising the hackles of conservatives in his own party); replacement of the welfare system with a multifaceted arrangement requiring the able-bodied to work for their checks, and providing vouchers, not cash, for rent and clothing to those who are not yet ready to work.

All of it was of a piece -- that many, if not most of the state's social problems, stem from those single adolescent mothers and their children. And while no one would ignore that issue, and while most of his proposals for remedies deserve serious consideration, where are the positive alternatives -- the jobs, recreation programs, libraries that actually stay open at night, the decent housing and schools, the child-care and community facilities that reinforce the message that there is something besides the street?

Wilson is right that we are building too many prisons, but it isn't just because "too many absent fathers have failed to prevent the brutalizing of their sons." The fathers are absent in part because there is no work for undereducated, untrained young men, and while that hardly excuses their irresponsibility, the stool of family stability will not stand on the leg of

Sacramento Bee, January 14, 1996

punishment alone.

The governor says, correctly, that some 14-year-old criminals ought to be treated as adults. Some are as callous and brutal as any adult thug. But at what point does an innocent 7-year-old turn into such a 14-year-old thug, and what, other than hectoring and mentoring, will the governor offer not just to keep the one from turning into the other, but also to provide him with a decent chance to become the productive citizen that he could be? A state that can even contemplate a \$ 3 billion tax cut can afford to put a lot more into its children.

LANGUAGE: ENGLISH

LOAD-DATE: January 15, 1996

LEVEL 1 - 1 OF 16 STORIES

Copyright 1995 The San Diego Union-Tribune
The San Diego Union-Tribune

December 31, 1995, Sunday

SECTION: NEWS; Ed. 1,2; Pg. A-3

LENGTH: 728 words

HEADLINE: Humbled Wilson has ambitious agenda Keeps low profile while planning reform package

SOURCE: Associated Press

BYLINE: DOUG WILLIS

BODY:

While 1995 was the worst year of Pete Wilson's political career, the Republican governor remains the most powerful figure in the state Capitol, and he has plenty of time to leave his mark on the state.

No year could have started with more promise for Wilson than 1995.

He was fresh off a re-election triumph that had seemed impossible a few months earlier. The ailing state economy, which forced him to make so many painful and unpopular choices in his first term, was showing signs of improvement.

Then everything went wrong. Wilson lost his voice for three months. Disclosures that he once hired an undocumented immigrant as a maid undercut his credibility as a foe of illegal immigration.

His brief presidential campaign went nowhere except into debt, but it still alienated many supporters by breaking his promise not to run for president if re-elected as governor.

Courts invalidated the 1994 ballot initiative denying benefits to illegal immigrants, which Wilson sponsored. Even the improving state economy didn't yield political dividends, as he still had the second-longest budget stalemate in state history last summer.

As Wilson begins his sixth year as governor, he is keeping an unusually low public profile. He has declined dozens of requests for traditional holiday season interviews looking back at the past year and ahead to the new one.

He's made only a handful of public appearances.

But sources close to the 62-year-old Wilson say he isn't retreating from the spotlight, but rather is busy putting the finishing touches on an ambitious legislative agenda for 1996.

Wilson spokesman Sean Walsh says that package contains major initiatives in crime, health, welfare, education and taxes as well as structural reforms.

"Items at the top of the list include welfare reform and health-care reforms following the federal government's block-granting of those two programs," Walsh said.

"In addition, the governor will focus heavily on crime, with an emphasis on juvenile crime. The governor also intends to focus very heavily on teen pregnancy prevention programs."

He said Wilson also will unveil new proposals to cut taxes and shrink state government and make it more efficient by privatizing -- turning over to private enterprise -- many current government functions and programs.

"Virtually all state functions are on the table for review," Walsh said of the privatizing plan.

But he said that review will take considerable time before all the specifics are finalized.

Another Wilson confidant and advocate of the privatization plan said: "The governor's authority and his interest in solving the state's problems are as strong as they have ever been. He will be a forceful presence in the Capitol for the remaining three years of his term."

The exact shape of Wilson's agenda for the state won't be revealed until next week, when he will deliver two politically defining documents.

First will be his annual State of the State address Jan. 8 to a joint session of the Senate and Assembly. That will be followed by his annual state budget proposal.

Although Wilson spent a good deal of his political capital on his ill-fated presidential campaign, he's still in a strong position to set the agenda in the Capitol.

Until this past year, Wilson had an impressive record of getting his way with the Legislature despite Democratic majorities in both houses. With three years left on his final term and more Republican legislators to help him, Wilson has plenty of time to reassert that authority.

The effect of the leadership changes and turmoil in the Legislature is the big unknown.

All of the major political powers of past years in the Legislature are sidelined or gone.

Willie Brown, the Democratic Assembly speaker for 14 1/2 years, has resigned to become mayor of San Francisco. David Roberti, Democratic leader of the Senate for 13 years, was forced out of the Legislature a year ago by term limits.

New Republican leaders were elected in both houses last summer and are untested. The struggle to succeed Brown as Assembly speaker is unprecedented in state history.

It could turn out to be a leadership void that Wilson fills. Or it could produce an ongoing political brawl in which nothing of substance proposed by the governor or any other political force is accomplished.

GRAPHIC: 1 PHOTO; Gov. Wilson: Better year?

LANGUAGE: ENGLISH

LOAD-DATE: January 1, 1996

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The San Francisco Chronicle

DECEMBER 27, 1995, WEDNESDAY, FINAL EDITION

SECTION: EDITORIAL; Pg. A17; DEBRA J. SAUNDERS

LENGTH: 624 words

HEADLINE: Wilson Abstains From Costly ENABLers

BYLINE: DEBRA J. SAUNDERS

BODY:

EDUCATION NOW And Babies Later -- ENABL, pronounced enable -- is a state government program designed to teach young teens to postpone sex and having children. One problem with this \$ 5 million program: There's no proof it works.

In fact, a study of ENABL's \$ 2.8 million school component, by the School of Social Welfare at the University of California at Berkeley and ETR Associates, found that kids between 12 and 14 who participated in teen-led ENABL classes were more likely to report becoming pregnant or causing a pregnancy than teens in a control group that never took the class.

While evaluators determined there is no reason to believe Middle School ENABL contributed to the reported higher rate of pregnancy, they also found that after three or 17 months, the courses left no significant impact on a teens' decision to postpone sex, frequency of intercourse or number of sexual partners.

The evaluators' recommendation? What bureaucrats always suggest when a program fails: (I kid you not) Double the number of classes from five to 10.

Governor Pete Wilson has a different solution: Dump it.

As he put it in an interview last week, 'The program makes all kinds of sense. The problem is, it doesn't work.'

The irony is that this program was implemented as part of Wilson's 1991 Teen Pregnancy Prevention Initiative -- a leg of his vaunted 'preventive government' agenda with which Wilson entered office. A \$ 14 billion shortfall in his first year as governor hindered that effort.

Now, Wilson is questioning the preventive agenda, not because it costs money, but because it doesn't work. 'It's not often that the government evaluates its efforts and decides they're insufficient,' he said with a small show of pride.

Actually, the evaluators didn't decide Middle School ENABL was insufficient; Wilson, to his credit, did. The evaluators noted that the course didn't seem to change behavior in any statistically significant or lasting way, yet still trumpeted ENABL's successes. Like: The trainers enjoyed it, parents approved and the kids (whose behavior wasn't changed) said they liked the courses. So for this the taxpayers should shell out \$ 2.8 mil?

Wilson described School/ENABL's problem as one of community. You can't expect kids to abstain from sex just because a course tells them not to -- not when

their hormones are raging, MTV is undulating and there is little stigma within the community. Parents have to set standards and the community has to reinforce them. A no-sex lecture won't do the trick. Government has natural limits.

Wilson concluded that many ''preventive'' programs simply are trying to remedy ''the default on the part of parents.'' Add the default of advertisers and entertainers who sell sex to kids to make a fast buck. You can't expect five or 10 lectures to undo endless hours of electronic seduction. Indeed, it is both lazy and unrealistic for parents to expect schools to take over the task of instilling values in their own children.

The evaluators suggested that if the School/ENABL program included birth control, the course might change kids' behavior. But, again, they assume teens are going to do what an ENABLER tells them to do. As if teens always will use a condom if teachers tell them to. Educrats have that kind of faith in their persuasiveness, but if such programs worked, School/ENABL would have changed kids' behavior.

No doubt critics will charge that Wilson's decision to gut School/ENABL is a cynical ploy to ingratiate himself with the Religious Right. But the truly cynical decision would be to stick with a program that doesn't work. Or double it. That's how government doesn't work these days.

LANGUAGE: ENGLISH

LOAD-DATE: December 27, 1995

the mother.

In most cases, these cads are ignoring their child support obligations -- and getting away with it.

Furthermore, these grown men are taking sexual advantage of impressionable girls, and ought to be hauled into court for statutory rape. Cook County State's Attorney Jack O'Malley, for example, should go after these guys with as much enthusiasm as he has shown for prosecuting Rep. Mel Reynolds (D-Ill.), whose charges include having sex with a 16-year-old girl. At least Beverly Heard, now 19, hasn't saddled taxpayers with another child to support.

However, the pregnancy rate among unwed adolescents has risen sharply in recent years. If we are to "end welfare as we know it," as demanded by both liberals and conservatives, then greater efforts must be made to wring support from both parents -- not just the mothers. It's not enough, for example, to cut off payments to unmarried teen mothers, or ban increased payments if women have more children.

The welfare reform proposals being touted in Washington and in state legislatures must be as tough on fathers -- especially those who are not married to their babies' mothers. Make them pay child support.

Indeed, Gov. Edgar should take a tip from his GOP counterpart in California. Not only has Gov. Pete Wilson set up a \$ 12 million teen pregnancy prevention program, but he set aside more than \$ 2 million of that to prosecute men who have sex with girls under 18. Are you listening, O'Malley?

Michelle Stevens is editor of the Chicago Sun-Times editorial pages.

LANGUAGE: English

LN-ACC-NO: MICH07081995

LOAD-DATE: August 10, 1995

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Chicago Sun-Times

August 7, 1995, MONDAY, Late Sports Final Edition

SECTION: EDT; Pg. 21

LENGTH: 621 words

HEADLINE: Let's Punish Unwed Fathers, Too

BYLINE: Michelle Stevens

BODY:

Now that Susan Smith's trial is over -- with a sentence of life in prison -- a huge segment of the American public is steamed because the South Carolina mother wasn't condemned to die for drowning her two little boys.

Many of these same people, though, are strangely silent about demanding stiff punishment for her stepfather, who has confessed he sexually molested Smith when she was 16.

It's that old double standard that applies to sexual matters. The women get punished, and the men don't.

The jury foreman at Smith's trial last month did say that jurors considered her sexual abuse in declining to impose the death penalty. Smith's stepfather, Beverly Russell, admitted in 1988 that he sexually assaulted her when she was 16. Until recently, though, Russell continued serving on the South Carolina Republican Party's executive committee and as a leader of the Christian Coalition. He is allowed to go on with his life as a respectable civic leader.

On the other hand, Smith has been sneered at and called a whore because the trial elicited the fact that she was intimate with four men in the months before she drowned her only children. It takes two to tango, so why haven't we heard similar epithets about Smith's partners, including Russell, her estranged husband, her boyfriend and his father? It's because of that double standard.

Consider that girls are admonished for indulging in sex before marriage -- especially if they become pregnant. Yet society condones such behavior by teenage boys.

If they're lucky, these unwed teen mothers get on welfare. The guys get away with their reputations as studs intact. The same men who brag about how many babies they have clam up when asked if they are providing financial support for all those children.

Not that these fathers are too young to support a family. A national study by the New York-based Alan Guttmacher Institute confirms what most folks have long suspected: Men over 20 father at least half of the babies born to teenage girls.

The researchers, who surveyed nearly 10,000 mothers between 1989 and 1991, also found that 20 percent of the fathers were six or more years older than

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Los Angeles Times

July 12, 1995, Wednesday, Home Edition

SECTION: Life & Style; Part E; Page 1; View Desk

LENGTH: 2147 words

HEADLINE: ARE WE TEACHING TOO LITTLE, TOO LATE?;
AMERICANS ARE FIERCELY DIVIDED OVER SEX EDUCATION. SOME CALL FOR ABSTINENCE.
OTHERS PREACH CONTRACEPTIVES. BUT SO FAR, LITTLE SEEMS TO BE WORKING.

SERIES: 1 in 8: Who's to Blame for Teen Pregnancy. Last of four parts.

BYLINE: By SHARI ROAN, TIMES HEALTH WRITER

BODY:

The names of many teen pregnancy prevention programs inspire confidence: Success Express, Project Taking Charge and I Have a Future.

But the names are often misleading for one simple reason: Very few sex education programs have been rigorously evaluated to see if they work, and of those that have been evaluated, few have been successful at combatting the problem.

Indeed, researchers working on behalf of the federal government recently concluded that among 200 popular programs that address unintended pregnancy, only 23 had undergone detailed evaluation. And of those, only 13 "were even somewhat effective" in reducing teen pregnancy, said the authors of the Institute of Medicine's report "Unintended Pregnancy and the Well-Being of Children and Families."

Even Dr. Henry W. Foster Jr., President Clinton's failed nominee for surgeon general and a longtime proponent of programs to curb teen pregnancy, has admitted that his curriculum, I Have a Future, is not as effective as he had hoped it would be.

"In most other countries, schools play a more constructive roll. But here it's kind of uneven," says Dr. Felicia Stewart, deputy assistant secretary for Population Affairs, a branch of the U.S. Department of Health and Human Services. "I think the education going on in schools leaves aside the part about values. And sex education isn't nearly as extensive as parents would guess."

Parents who rely on schools to teach responsible sexuality have badly misplaced hopes. The IOM, an arm of the National Academy of Sciences, found:

- * While most federal funding for sex education programs over the past decade has been funneled into programs that encourage abstinence until marriage, these programs have not been evaluated in any thorough or long-term manner, leaving parents and educators with no knowledge of whether they actually work.

- * Despite polls that show adults overwhelmingly want sexually active teens to have access to contraceptives, only 21% of 500 school-based health clinics around the country provide contraceptives.

Los Angeles Times, July 12, 1995

* Nationwide, the most popular approaches to sex education -- such as California's Education Now, Babies Later (ENABL), which encourages preteens to delay sexual intercourse until they are older -- may be only moderately successful. Studies show students might delay sex for a few months, instead of a few years.

Says Dr. Lawrence Neinstein, associate director of the Division of Adolescent Medicine at Childrens Hospital, Los Angeles: "You have people who believe that kids need to learn about contraceptives, and people who believe that anything more than sex after marriage is wrong. You have all these messages that are mixed and public policy that is mixed."

And you have one out of every eight teen-agers getting pregnant.

*

In Sharon Simon's classroom at Aliso High School in Reseda, the senior girls are dismissed from class on this hot spring morning and the boys are asked to stay. Demetrius Navarro, a sex education counselor from the Valley Community Clinic has arrived for his regular session with the guys.

Navarro, young and hip, has been meeting with this group all year. He snatches a felt-tipped pen and scrawls a question:

Should people have sex only if they love each other?

Three guys saunter to the board, take up pens and respond:

I disagree because people should have sex when they need it.

I disagree because not everyone loves each other.

I disagree because guys be going out to get Ho's.

Simon observes, shaking her head. The responses reveal why she asks Navarro for a new supply of condoms before he leaves. Meanwhile, in West Covina, school officials contend that they must follow the conservative community's preference for abstinence-only sex education -- despite the fact that one neighborhood in the district has the 14th-highest teen pregnancy rate among more than 200 L.A. County neighborhoods designated by ZIP code.

"This is the community's druthers, plus there is a heavy, heavy emphasis in the state educational code on abstinence until marriage," says Marty Evans, assistant superintendent for education services.

She acknowledges that directors of local health clinics, dealing with an overflow of pregnant teens, have beseeched the school board to provide more appropriate sex education and counseling. But, she says, "What we're concerned about is usurping a parent's role, and we're certainly not getting any clamor from the community to provide that."

Americans largely desire school-based sex education for their children. According to a recent poll, 85% of Americans support sex education and 65% support the provision of condoms in schools.

Yet in schools across California, a sex education curriculum is likely to be selected with little thought about whether it has been proven to work or fulfills the particular needs of adolescents in the community.

Individual school boards determine what curriculum is best, says Julie Linderman, a health education consultant for the state Office of Family Planning.

But the state requirements are vague. Linderman says schools are supposed to teach "sexuality, reproduction and family life." The state code calls for only a few specifics: Students must be taught that there are risks and hazards associated with using condoms, and that abstinence is the only safe method to avoid HIV infection and other sexually transmitted diseases.

School districts are free to teach this material at any time during junior or senior high, and the presentation of the material can consist of a single hourlong session.

"California is so large and diverse, it's no surprise that sex education spans every possible format," Linderman says. "There is no specific curriculum that is mandated. We are trying to provide a number of credible curricula so that there is a choice."

But few of the programs have undergone detailed evaluation for their effectiveness, she concedes.

"California's educational system has that local control, in part, because sex education . . . programs are fairly new and there is a lack of evidence of what will work. Efforts have only been seriously instigated in the last five years, especially in the last two years."

The state is loath to rob individual communities of their sex education preferences.

For example, Linderman says, her office hears criticism that ENABL should be offered to 10-year-olds in communities with very high rates of teen pregnancy. Other communities have complained that talking to 14-year-olds about sex is inappropriate.

"You really see differences in various communities," she says.

ENABL is the most popular sex education program in California. Modeled after a curriculum called Postponing Sexual Involvement by Dr. Marion Howard of Emory University, the program teaches 12- to 14-year-olds how to delay sexual activity by resisting peer pressure. It does not emphasize contraception and other reproductive health issues.

About 300,000 California students have completed the course. But ENABL, which is also taught in YMCAs and Girls Clubs, is just now undergoing the first detailed evaluation. The report is expected to be released this summer.

Linderman cautions that a long-term decline in teen pregnancy rates may not show up this early. "It would be nice if the evaluation showed that kids taking the course in 1991 were not yet pregnant, but we are not quite sure if we'll see that cut-and-dried result this soon."

Los Angeles Times, July 12, 1995

In his new budget, Gov. Pete Wilson has requested \$500,000 to expand ENABL, but some educators want more proof. *Then defended*

"It needs additional evaluation," says Senate President Pro Tempore Bill Lockyer, (D-Hayward). "I would say that there is agreement that it's desirable to (delay sex). But there may be different degrees of optimism on whether it would work better in a more multipronged approach."

But in an earlier study by Douglas Kirby of ETR Associates in Santa Cruz, two programs -- Postponing Sexual Activity and Reducing the Risk -- were found to delay onset of sexual activity by a few months.

This success, however slight, suggests that adults can't simply teach kids the facts and rely on them to make the right decisions, says Kirby, who is directing the evaluation of ENABL. Younger teens, in particular, are looking for strong adult guidance.

"It appears many teens want or will accept direction on what the 'right decision' is," Kirby says.

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While Americans generally agree that sex too young is unhealthy, there are fierce differences on how to educate older teens about sex. While some call for abstinence until marriage, others say older teens should be taught about contraceptives.

It may be possible to appease both groups. Both the IOM report and studies by Kirby found that students are receptive to the dual message: "Don't have sex, but if you do, protect yourself" -- although some educators have criticized the concept as confusing.

"For kids who are not sexually active, we have to try to delay sexual activity," Neinstein says. "The more we delay sex, the less risk for HIV, STDs and pregnancy. But a certain percentage are going to become sexually active no matter what you say or do. And saying nothing isn't very helpful."

The ineffectual programs, Kirby says, are those that lack a tight, narrow message.

Studies have also shown that educators often wait too long to teach kids about contraceptives. About half of all teens nationwide are sexually active by 17. But one national study found that many teens become sexually active before taking a sex education course. Of those 16 and younger, fewer than half had had a course.

Moreover, girls enter puberty much younger than even decades ago, about age 11 now. And young adults are postponing marriage to later and later years.

A commitment to sexual abstinence made at puberty may now span 15 years or longer. And yet, many observers note, U.S. culture is permeated with provocative sexual images.

"We have the most bizarre mixture of messages in this country," says Sue Rabinovitz, the associate director of Program Services in Adolescent Medicine

at Childrens Hospital. "There is all this titillation about sex. At the same time, we have this culture that condemns people about having sex. How do we expect people to make sense of that? I think we need to come to terms with sexuality in this country. The message needs to be: If you are going to have sex, protect yourself."

But promoting abstinence is still high on the agenda of many religious, political and education leaders, even though there is no evidence that abstinence-only programs are effective.

Gov. Wilson has also proposed \$500,000 for the development of an Abstinence Until Marriage curriculum that, aides say, will be implemented as a pilot program and "rigorously" evaluated.

Linderman says the pilot project will examine whether a scientifically credible abstinence course would reduce pregnancy rates.

"The majority of the (existing abstinence) curricula have very serious defects from an education and social value perspective," she says. "People object to abstinence curricula because of those defects."

For example, some programs teach that you can completely avoid HIV infection by remaining abstinent. That is simply not true. HIV can be contracted through intravenous drug use or, rarely, a blood transfusion.

But any emphasis on abstinence may have the effect of sabotaging programs that teach about contraceptives, warns Lockyer, who has introduced a teen pregnancy prevention program this session.

Lockyer says his office has already received criticism from conservatives because his proposal might include provisions on the distribution of contraceptives. Conservatives wouldn't support any programs that teach use of contraceptives, Lockyer says, conceding: "I may have to (change) that to get the bill passed."

"The religious right is increasingly powerful in California politics and they are preoccupied with questions of sexual behavior. I'm sure theirs is a minority point of view, but they control the Republican Party in this state."

But, he adds: "I don't know how you'll avoid unwanted pregnancy without those programs."

(BEGIN TEXT OF INFOBOX / INFOGRAPHIC)

Pressure at School

Most teen-agers report receiving unwanted sexual comments or actions at school. Percentage of students in grades 8 - 11 reporting unwanted sexual comments or actions, 1993:

BLACKS: Female - 84%; Male - 81%

HISPANIC: Female - 82%; Male - 69%

Los Angeles Times, July 12, 1995

WHITE: Female - 87%; Male - 75%

Sources: Harris / Scholastgic Research, Hostile Hallways: the AAUW Survey on Sexual Harassment in America's Schools, American Assn. of University Women Education Foundation

The Series at a Glance:

Sunday: High pregnancy rates among Latinas.

Monday: The invisible fathers.

Tuesday: America's family planning problem.

Today: The failure of sex education.

GRAPHIC: Photo, COLOR, Bernie Solloa kisses his new daughter at Aliso High. Counselor Demetrius Navarro, in blue shirt, discusses sex education, attitudes and responsibility with the young men. IRIS SCHNEIDER / Los Angeles Times; Photo, Counselor Demetrius Navarro, left, teaches the young men at Aliso High School in Reseda to check the expiration date on their condoms. IRIS SCHNEIDER / Los Angeles Times; Chart, Pressure at School

LANGUAGE: ENGLISH

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June 21, 1995, METRO FINAL

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HEADLINE: WILSON LAUNCHES MENTOR DRIVE FOR CALIFORNIA'S AT-RISK YOUTHS

BYLINE: Jon Matthews, Bee Capitol Bureau

BODY:

Following up on the themes of his recent Focus on Fathers Summit, Gov. Pete Wilson on Tuesday signed an executive order to promote mentoring services for at-risk youth.

Wilson, saying California and the nation face a crisis of absent fathers, also repeated his previous calls for new programs aimed at preventing teen pregnancy and boosting the involvement of parents in their children's lives.

"There are simply too many children who are deprived of a father's influence, and they end up living lives without the kind of hope and direction that every child should have," Wilson declared before he signed the order in his Capitol office.

Wilson, who has experienced slow recovery from throat surgery, spoke for about 20 minutes in a raspy, sometimes-breaking voice. In a question-and-answer session with reporters, he said he was not concerned about his voice but "impatient that the recovery be full."

The governor's executive order establishes the California Mentor Initiative, described as a public-private program to provide at-risk youth with support and guidance.

The order calls for two state departments -- Economic Opportunity, and Alcohol and Drug Programs -- to set aside a total of \$ 1.25 million from community grant funds to provide initial public money for the program. It also creates a new California Mentor Council to recommend how to further promote and expand mentor programs.

In addition, Wilson said he will continue pressing for changes in the welfare system to promote marriage and the creation of new teen pregnancy prevention efforts.

He also called for increased funding for prosecution of statutory rape crimes.

"There's no debating that children having children is a modern-day tragedy," the governor said. "But if an adult male chooses to father a child with a teenage girl, and then abandons his child, it isn't a tragedy. It's a crime. And it's time it ended. Now."

Sacramento Bee, June 21, 1995

Wilson appeared with youth and adult participants in mentor programs, who spoke of how at-risk youth who lack family support can benefit from having supportive adults in their lives.

But one young person in the audience asked Wilson why the government was putting so much money into jails rather than schools.

Wilson said it "is a terrible, sad thing" that the state has had to build so many prisons but that they are necessary to protect innocent citizens.

He said the mentor program and the other efforts, if successful, will reduce the need for prison and jail spending.

"That will then allow us to do what we would much prefer to do, and that is to build schools and libraries, physics labs -- the kinds of things that will contribute to the enrichment of individual human potential," he said.

"That's what we want to do. But you can't ignore violent people in the streets."

LANGUAGE: ENGLISH

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