

NLWJC - Kagan

DPC - Box 065 - Folder-005

Welfare-Teen Pregnancy

A NATIONAL STRATEGY TO PREVENT TEEN PREGNANCY

ANNUAL REPORT 1997-98



U.S. Department of Health and Human Services

June 1998

Table of Contents

Introduction..... 3

Trends in Teen Births & Pregnancies 5

Building Partnerships..... 9

Supporting Promising Approaches.....15

Increasing Opportunities Through
Welfare Reform.....19

Research & Evaluation Activities24

Appendix I
*Teenage Birth Rates in the US:
National and State Trends, 1990-96*

Appendix II
*Measuring the Proportion of Communities
With Teen Pregnancy Prevention Programs*

Appendix III
HHS Activities

Appendix IV
Teen Parent Provisions

Introduction

Despite the recent decline in the teen birth rates, teen pregnancy remains a significant problem in this country. It is a problem that impacts nearly every community. Thus, the responsibility to solve this problem lies with all of us, including families, communities, and young people themselves.

The President and Congress called on HHS to develop a National Strategy to address this serious challenge and to assure that at least 25 percent of communities in this country have teen pregnancy prevention programs in place--as mandated under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. The Department responded to this call by releasing a National Strategy to Prevent Teen Pregnancy in January of 1997. This Strategy presented a comprehensive new plan to prevent teen pregnancies in the United States by strengthening, integrating, and supporting teen pregnancy prevention and other youth-related activities in communities across this country.

The Department is required by this law to report to the Congress by June 30th of each year on progress made with the Strategy. This represents our first Report to the Congress on the National Strategy to Prevent Teen Pregnancy. In this document, we also report that in FY 1997, HHS funded teen pregnancy prevention programs in at least 31% of the communities in the country. This is a conservative number as it only includes HHS funds that flow directly to the communities.

Good News. Statistics and data demonstrate some encouraging trends:

- From 1991 through 1996, HHS reported that teen birth rates declined for white, black, American Indian, Asian or Pacific Islander and Hispanic women ages 15-19.
- The birth rate for black teens demonstrated the largest decline—down a fifth from 1991 to 1996—reaching the lowest birth rate ever reported for blacks.
- Teen birth rates have decreased in every state.
- The teen pregnancy rate has also declined by 8 percent from 1991 to 1994.

Our Charge and the Work Ahead. While these data indicate that concerted efforts to reduce teen pregnancy may be succeeding, we still have a long way to go. The Federal government, the private sector, parents and other caring adults are all helping send the same message:

Don't become a parent until you are truly ready to support a child.

Key Principles. In implementing this National Strategy, we have adhered to and advanced the five principles highlighted in the January 1997 report. According to research and experience, these five principles are essential to community efforts.

The Five Principles

1. Parents and other adult mentors must play key roles in encouraging young adults to avoid early pregnancy and to stay in school.
2. Abstinence and personal responsibility must be the primary messages of prevention programs.
3. Young people must be given clear connections and pathways to college or jobs that give them hope and a reason to stay in school and avoid pregnancy.
4. Public and private-sector partners throughout communities—including parents, schools, business, media, health and human service providers, and religious organizations—must work together to develop comprehensive strategies.
5. Real success requires a sustained commitment to the young person over a long period of time.

Reporting Our Progress. We hope that this annual report—and those that follow—will provide useful information on the efforts of the Department of Health and Human Services. We also hope to complement the efforts of others, such as those of the non-profit National Campaign to Prevent Teen Pregnancy, individual states and communities, foundations, other non-governmental entities, parents, youth, and other caring adults.

Wp-teen pregnancy

Andrea Kane

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP
cc: Cynthia A. Rice/OPD/EOP
Subject: HHS PRESS RELEASE--NEW CDC REPORT

Here it is.

----- Forwarded by Andrea Kane/OPD/EOP on 09/17/98 06:50 PM -----



MARTHA HENNEGHAN <mhennegh @ OS.DHHS.GOV >
09/17/98 04:10:07 PM

Please respond to mhennegh@os.dhhs.gov

Record Type: Record

To: HHS PRESS @ LIST.NIH.GOV
cc:
Subject: HHS PRESS RELEASE--NEW CDC REPORT

Date: September 17, 1998
For Release: Immediately
Contacts: Mike Greenwell, National Center for
Chronic Disease Prevention and Health Promotion, CDC (770)
488-5131
CDC Press Office (404) 639-3286

Headline: New CDC Report Cites Drop in Sexual Risk Behaviors Among Teens

The percentage of sexually experienced high school students decreased substantially from 54.1 percent in 1991 to 48.4 percent in 1997, according to a report released today by the Centers for Disease Control and Prevention.

"For the first time in two decades, fewer young people are engaging in sexual behavior that puts them at risk for HIV infection, other sexually transmitted diseases and pregnancy," said HHS Secretary Donna E. Shalala. A This positive trend represents a reversal of the increasing rates of sexual intercourse among adolescents that began occurring in the 1970s and 1980s. It is truly good news for all of us involved in the lives of America's teenagers."

The report, published today in the Morbidity and Mortality Weekly Report, uses data from CDC's Youth Risk Behavior Surveillance System for the years 1991-1997. This survey measures the prevalence of health-risk

behaviors among adolescents through representative national, state, and local surveys conducted biennially.

Percentages of high school students who reported ever having sexual intercourse in 1997 range from 38 percent in grade 9 to 60.9 percent in grade 12. This compares to the 1991 figures of 39 percent for grade 9 and 66.7 percent for grade 12.

The overall percentage of sexually experienced males decreased from 57.4 percent in 1991 to 48.8 percent in 1997, while females showed a slight decrease from 50.8 percent in 1991 to 47.7 percent in 1997.

As a result of decreases in the proportion of high school students who are sexually experienced, decreases in the proportion of high school students having multiple sex partners, and increases in condom use among students who are sexually active, fewer young people nationwide are engaging in behaviors that place them at risk for HIV infection, other STDs, and pregnancy, the report says. These reductions in sexual risk behaviors are occurring at the same time as teen pregnancy and gonorrhea rates are also decreasing. According to today's report, condom use among students who are sexually active increased during that same time frame from 46.2 to 56.8 percent.

"Today's news is very encouraging, but much more needs to be done to address the multiple epidemics of teen pregnancy, STD and HIV infection," said Dr. James Marks, director of CDC's National Center for Chronic Disease Prevention and Health Promotion. "Despite the improvements seen here, too many youth remain at risk. Half of all HIV infections in the U.S. occur among young people under age 25 and HIV infection is the sixth leading cause of death among 15-24 year olds in the U.S.," Marks said.

In addition, 3 million cases of sexually transmitted diseases occur each year among teens, and up to 1 million teens become pregnant in the U.S. each year. Teen pregnancy rates have also been decreasing significantly, however, with declines from 1992 to 1995 in all of the 42 states with available data.

"This is good news but also a road map of work left undone," said Dr. Helene Gayle, director of CDC's National Center for HIV, STD, and TB Prevention. "Clearly this is not a one-shot deal, and no single approach will effectively reach all teens. But these data do demonstrate that we can achieve the two critical goals of delaying sexual activity for teens wherever possible and providing teens who are sexually active the tools needed to save their lives."

###

Note: HHS press releases are available on the World Wide Web at:
<http://www.hhs.gov>.

WP - teen pregnancy

Andrea Kane

Record Type: Record

To: Cynthia A. Rice/OPD/EOP, Diana Fortuna/OPD/EOP, Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP
cc:
Subject: Teen Pregnancy

FYI, this is the press release HHS did related to kick off of teen pregnancy prevention month and Campaign to **Prevent Teen Pregnancy** event today. NOTE that the 96 teen births data is not actually new--just newly packaged. At the event this a.m., Shalala also read Presidential message we worked on. I'll red dot it over to Bruce and Elena.

----- Forwarded by Andrea Kane/OPD/EOP on 04/30/98 03:50 PM -----



mhennegh @ OS.DHHS.GOV
04/30/98 11:07:10 AM

Please respond to mhennegh@os.dhhs.gov

Record Type: Record

To: HHSPRESS @ LIST.NIH.GOV

cc:
Subject: HHS PRESS RELEASE

Date: April 30, 1998
For Release: Immediately
Contact: NCHS Press Office (301) 436-7551

Headline: **TEEN BIRTH RATES DOWN IN ALL STATES**
New Government Report on Teenage Birth Rates Includes State Rates by Race and Ethnicity

HHS Secretary Donna E. Shalala announced today that, according to a new HHS report, the teen birth rate declined substantially nationwide from 1991 to 1996. Secretary Shalala announced the findings at a reception honoring the first anniversary of the National Campaign to Prevent Teen Pregnancy.

According to this new government report focusing solely on teenage child bearing, between 1991 and 1996, teen birth rates declined for white, black, American Indian, Asian or Pacific Islander and Hispanic women ages 15-19. The rate for black teens -- until recently the highest -- experienced the largest decline, down 21 percent from 1991 to 1996 to reach the lowest rate ever reported for blacks.

The latest state-by-state data, from 1995, show that teen birth

rates have declined in all 50 states and the District of Columbia. Among the states with the lowest rates - under 35 births per 1,000 teens -- were Vermont, New Hampshire, Minnesota, North Dakota, Maine, and Massachusetts. Areas with double that rate at 70 or more births per 1,000 women aged-15-19 included the District of Columbia followed by Mississippi, Texas, Arizona, New Mexico, Arkansas, Nevada, Georgia and Alabama.

"This report shows that our concerted effort to reduce teen pregnancy is succeeding," said Secretary Shalala. "The federal government, the private sector, parents and caregivers are all helping send the same message: Don't become a parent until you are truly ready to support a child."

Shalala also noted the important work of the National Campaign to Prevent Teen Pregnancy and its 1998 National Campaign Honorees, who are implementing innovative teen pregnancy prevention programs across the U.S.

The Campaign was created in response to President Clinton's 1995 State of the Union challenge to "parents and leaders all across this country to join together in a national campaign against teen pregnancy to make a difference." The honorees were recognized in the categories of: building common ground, corporate leadership, effective programming, male involvement, media innovation, state leadership and teen leadership in preventing teen pregnancy.

The new National Center For Health Statistics report, "Teenage Births in the United States: National and State Trends, 1990-96" brings together the latest and trend data to profile the teenage mother. It has teen birth rates for each state by race and Hispanic origin to help explain some of the differences across states. While the decline in the teenage birth rate varied among States, those with both high and low rates succeeded in achieving significant reductions between 1991 and 1995. The variation between states reflects, in part, national patterns by race and ethnicity.

Each year in America, almost 500,000 teenagers give birth. The preliminary U.S. birth rate for teenagers in 1996 was 54.7 live births per 1,000 women aged 15-19 years, down 4 percent from 1995 and 12 percent from 1991 when the rate was 62.1. These recent declines reverse the 24 percent rise in the teenage birth rate from 1986 to 1991. There has been success in lowering the birth rate for both young and older teens, with rates for those 15-17 years of age down 12 percent between 1991 and 1996 and the rate for those 18 and 19 down 8 percent.

Still, teen birth rates are higher today than in the mid-1980s when the rate was at its lowest point, 50-53 births per thousand teens age 15-19. The national teen birth rate was at its highest in 1957, at 96 births per 1,000 women ages 15-19. However, most teenagers giving birth in the 1950s and for the next two decades were married while the vast majority of teenage mothers today are unmarried.

Teenage mothers are much less likely than older women to receive timely prenatal care, are more likely to smoke and less likely to gain the recommended weight during their pregnancy, and more likely to have a low birthweight infant, as shown in the annual reports from NCHS' National Vital Statistics System.

THE WHITE HOUSE

WASHINGTON

NATIONAL TEEN PREGNANCY PREVENTION MONTH
MAY 1998

Warm greetings to everyone observing National Teen Pregnancy Prevention Month, 1998.

Teen pregnancy continues to be one of the most serious social problems challenging our nation today. While there is good news to report -- teen birth rates have fallen for five years in a row -- my Administration continues to work hard to reduce teen pregnancy. But the core work of teen pregnancy prevention must be done by families and communities, where parents and other adults play a critical role.

Parents are their children's first and best teachers. Research confirms that close, supportive relationships between parents and children are critical to protecting teens from a vast array of risky behaviors. New findings from the National Campaign to Prevent Teen Pregnancy show that parents play a particularly important role in preventing teen pregnancy. Parents who build a strong relationship with their children -- one that clearly and comfortably expresses values, emphasizes mutual trust and respect, encourages independence and good decisionmaking, and expresses love and affection clearly and often -- are much more likely to succeed in influencing their sons and daughters to delay sexual activity.

I thank all those parents, teachers, clergy, coaches, youth group leaders, and others who are dedicating their time, talents, and energy to help our young people make wise decisions and to provide them with options for the future that are more promising than early parenthood. I commend all those teenagers who have shown the courage and self-esteem to resist negative peer pressure. By working together, we can make sure that the teen years are a time for our young people to learn, grow, and mature before they take on the profound responsibilities of parenthood.

Best wishes to all for a successful observance.

Bill Clinton

Andrea Kane

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP
cc: Christa Robinson/OPD/EOP, Cynthia A. Rice/OPD/EOP
Subject:

Based on discussions with the Campaign to Prevent Teen Pregnancy, we've got the makings for a good event on 4/30. This would coincide with the kick-off of Teen Pregnancy Prevention Month in May. The Campaign would be thrilled to have the President, the VP, and/or Mrs. Gore (apparently the First Lady is not available). Do you think we should forward this on to VP? Note 4/30 is also 50th anniversary of Israel and "Erase the Hate" day.

We would:

- Announce new research information and Campaign publications about the importance of adult involvement in reducing teen pregnancy, including a summary of research, tips for parents and adults, and new posters on this theme.
- Call on all adults to do their part and specifically challenge the entertainment industry to be part of the solution.
- Announce a White House meeting for entertainment media leaders in the Fall at which they would showcase examples of innovative programming and announce new commitments. (Campaign staff and others believe focusing on the media has great potential. This would be a huge motivation to push forward the media work the Campaign has begun).
- Recognize the eight 1998 Campaign honorees who will have received awards at a dinner the night before (NBC, Teen Outreach Program, Governor Carper, SADD, CDC-funded conflict resolution program in San Bernadino, Jerry Tello and Geoffrey Canada for their work on male involvement, and a busines).

Estimate up to 150 attendees including: honorees, Campaign Board and task force members, and other key supporters. Preferred time is late morning. If the new data and publications are not released at a White House event, the Campaign is planning a Hill briefing that same day. If we do release here, we could also invite key Congressional members to attend (Sen. Lieberman and Snowe, and Reps. Castle and Lowey co-chair the Senate and House Advisory Panels for the Campaign).

We can also do a May 1998 Teen Pregnancy Prevention Month presidential proclamation/message on the adult involvement theme.

National Campaign to Prevent Teen Pregnancy

Possible event April 30, 1998

The Campaign is planning several events in Washington at the end of April to kick off Teen Pregnancy Prevention month in May. The Campaign's board will meet Wednesday, April 29th. There will be an honoree dinner that evening to acknowledge no more than 12 organizations doing good things to prevent teen pregnancy (similar to last year, but fewer honorees). Thursday April 30th is available for some kind of event and the Campaign would welcome the participation of the President or First Lady. The Campaign will be highlighting the theme that parents/adults matter in reducing teen pregnancy. Sarah Brown is giving this more thought, but in the meantime, possible options include:

- 1) **White House reception for honorees** with President and/or First Lady (similar to last year).
- 2) **Event with media leaders** who commit to do something concrete in support of the Campaign, i.e. air a show highlighting the issue, work it in as a theme in soap operas, do PSAs, etc. Campaign staff have been meeting with various industry folks and this could be used to both thank those who have gotten on board and inspire others to do so.
- 3) **Release the following Campaign publications** (could be at the White House or at a local school):
 - Research report on impacts of parent/adult involvement in adolescent sexual risk taking
 - Resource guide for parents on how they can get involved and where they can get information.
- 4) **Release tool kit for states and communities** on addressing teen pregnancy. This is funded by ASPE. (It might take some reprioritizing for this to be ready for release on 4/30).
- 5) **Unveil posters highlighting the 'parents matter' theme.**

An event could probably be structured to include any combination of the above items.

Update on Campaign Activities

The Campaign has organized around five major issues.

- 1) **Leadership**--to draw new groups into the effort.

Past activities include:

- Meeting with Youth Development Organizations to highlight research on the effectiveness of comprehensive youth development programs in reducing

teen pregnancy.

- Establishing House and Senate Advisory groups. Key members include Senators Lieberman and Snowe. These groups have commissioned a paper on lessons about the impact of media campaigns (on other public health issues).

Future activities:

- Senate group will release above report on media campaigns (probably at National Press Club).
- Meeting with religious leaders sometime in 1998.

2) State and Local Involvement

Past activities:

- Establish state and local advisory committee
- Serve as resource for state and local activities including sending speakers to events, sending materials, and brokering information among communities.
- Recently released 'Partners in Prevention' directory of assistance that national organizations can provide to state and local communities.

Future activity:

- Publish tool kit for state and local communities. ASPE is funding this, is involved in reviewing it during development, and has final review. The Campaign has developed an outline and commissioned authors for 13 sections/topics. Deadline to get final draft to ASPE is 4/15/98.

3) Media

Past/current activities:

- Convened 41 states to discuss their use of media in preventing teen pregnancy. A report called 'Sending the Message' has just been published that summarizes the meeting and serves as a resource guide.
- Campaign staff is working closely with TV producers and directors, as well as media company CEOs to brief them on the issue and engage them in various ways. BET has done 2 town summits, with 2 more planned; NBC has committed to do a More you Know series on teen pregnancy.

Future activities:

- Briefing for ABC soap opera writers in NY and CA.
- Anne Moore, President of People, has invited First Lady to speak to meeting of girls and women's magazines.
- Briefing for writers and producers of 6 major shows (including ER and Friends) in June/July to give them ideas to incorporate into Fall scripts.
- Trying to engage Whoopi Goldberg (she's on the Campaign board) -- may propose a TV special.

4) Religion and Public Values--to think through and help communities deal with the tough issues.

Future activities:

- Releasing paper on what people are arguing about in the teen pregnancy field.
- Facilitate community dialogues--1st one scheduled for San Bernadino in mid-March.
- Meeting of religious leaders (see above).

5) Research--to synthesize and disseminate data and research findings.

Past activities:

- Released No Easy Answers

Future activities:

- Review of data on impact and nature of parental/adult involvement from federally-funded Adolescent Health study.

Also holding series of round tables with follow-up publications. Report on Involving Men and Boys has just been released, round table on the Culture of Girlhood held last week, and round table on Contraceptive Use by Sexually Active Teenagers planned for June.

The Campaign will also do some polling, particularly on parental/adult involvement, with the idea of releasing data in conjunction with late April events.

January 15, 1998

NOTE TO LARRY HAAS

FROM: CYNTHIA RICE, DPC (6-2846)

RE: REFERENCE TO TEEN BIRTHS IN BUDGET SECTION II, p. 3

Please do not change "teen births" to "teen pregnancies" in Section II, p.3 (attached) because:

- We don't know if teen pregnancies are down, since the most recent data are from 1992 (we have teen birth data through 1996, but pregnancy data lag far behind since they are imputed using abortion and other pregnancy termination information which becomes available more slowly).
- For this reason, we always use "decline in teen birth rate" as our measure of success. For example, the end-of-year HHS accomplishments document said, "HHS announced in 1997 that the birth rate for teens aged 15-19 has declined five straight years in a row, decreasing by 12 percent between 1991 and 1996."

Ideally you would use "teen birth rate" rather than "teen births" because:

- It is the measure of success we always use;
- It is considered more rigorous (it holds constant for any change in population size);
- It has gone down every year of the last five, unlike teen births (see chart below).

	1991	1992	1993	1994	1995	1996
Teen Birth Rate (per 1,000 teens)	62.1	60.7	59.6	58.9	56.8	54.7
Teen Births	531,591	517,635	513,647	518,389	512,115	505,513
Teen Pregnancies (per 100 teens)	11.5	11.1	N/A	N/A	N/A	N/A

II. PREPARING THE NATION FOR A NEW AMERICAN CENTURY

Imagine an America in which every child has a world-class education; in which every family can fairly balance the demands of work and child-rearing; in which we lift living standards here and around the world; in which we learn to grow our economy and preserve the common environment which is our home; in which our oldest values of opportunity, responsibility and community guide us into a new time of greatest opportunity.

President Clinton
September 1997

It is, as the President said not long ago, "a time of genuine hope and earned optimism for America." A country that not many years ago was approaching the 21st Century with uncertainty now looks to it with strength and confidence, with the knowledge that we can make it a "New American Century."

The Administration's five years of hard work are paying off. Our economy is strong, our social health is improving, and our place as the world's undisputed leader for peace and freedom is unchallenged. Our Federal Government is leaner, more efficient, more effective, and more connected to the essential values that Americans share—opportunity, responsibility, and community.

Our economy has grown an average of three percent a year, helping to create over 14 million new jobs. Unemployment is below five percent, inflation is under control, and interest rates are low. Investment growth and consumer confidence are at their highest levels in a generation. Homeownership has hit record levels. And, after two decades in which family incomes remained essentially flat, we are making progress on this most intractable of economic problems as incomes have begun to rise at all levels.

rates
?
•
pregnancies (NA) see note from CRice
- Violent crime has dropped dramatically for five years in a row, and the 1996 drop was the largest in 35 years. The welfare rolls have dropped by record numbers. Poverty and teen (births) are also down while, all across America, many of our poorest urban

and rural communities are springing back to life.

Around the world, America remains the world's lone superpower in both military and economic terms. Our forces, our resources, and our international influence have helped to keep the peace in war-torn nations, nurture democratic capitalism in former communist countries, and open markets for our goods.

Perhaps most stunning of all, the budget deficit continues to fall dramatically and, with this budget, the President proposes to reach balance in 1999, marking the first balanced budget in 30 years and an end to an era of continuous deficits that spiraled out of control through the 1980s and early 1990s.

Implementing the President's Agenda

Five years ago, the President took office against the backdrop of a sweeping economic transformation both at home and abroad that was already dramatically changing how Americans lived, how they worked, and how they related to one another. An economy that had shifted from agriculture to manufacturing a century earlier was shifting again, this time from manufacturing to information, technology, and global commerce, challenging the rhythms of American life.

In this new economy, Americans could no longer rely solely on their hard work to earn a good living. Now, they would need the skills to run the computers and other sophisticated equipment that had be-

WR - teen pregnancy



Cynthia A. Rice

09/22/97 09:00:44 AM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Diana Fortuna/OPD/EOP

cc:

Subject: National Campaign to Prevent Teen Pregnancy

I met recently with Sarah Brown of the National Campaign to Prevent Teen Pregnancy to find out more about their upcoming plans, some of which I think we may want to become involved in (I've drafted a separate events memo I'll send you shortly).

Besides possible events, she asked for the President's help in two areas:

1) Could he help them engage Whoopi Goldberg, who is a member of their board, but is not very active. They would like to do forums of teens around the country with her as moderator.

2) Would he make some phone calls, as he apparently did last time, if needed to help them get new board members.

FDA Plans Call For Warnings On Diet Drugs

Heart Trouble Reported In More 'Fen/Phen' Users

Associated Press

The Food and Drug Administration yesterday announced plans to require the popular prescription diet drug combination "fen/phen" to carry labels warning patients that the drugs can cause serious heart valve damage.

The announcement came as the FDA reported having received reports of 58 more cases of heart valve damage among users of fen/phen since new concerns about the drugs arose last month.

How many of the cases actually were caused by the medicines is unclear. Some doctors wondered whether newly vigilant physicians might be hearing heart murmurs—the telltale sound of bad valves—that have been there all along. Drug companies have suggested that the problem may stem from obesity and not the drugs.

Fen/phen suppresses appetite and is a combination of the prescription drugs fenfluramine and phentermine. Both drugs are approved by the FDA for short-term use in dieting, although not specifically in combination.

Wyeth-Ayerst Laboratories, which makes the Pondimin brand of fenfluramine, said yesterday that it will sponsor a study of 1,200 fen/phen users and others being treated for obesity at several institutions to assess the possible risk.

Fenfluramine is chemically similar to Redux, another popular appetite suppressant that arrived on the market last year. The FDA said it also had learned of four cases of heart valve damage in Redux users. And there were two cases of damage in patients taking fenfluramine alone and two in patients taking Redux plus phentermine.

At Interneuron Pharmaceuticals, which makes Redux, spokesman Bill Bond said: "This is a very limited number of cases that may or may not have anything to do with the drug and may be related to the underlying condition of obesity."

Doctors appear to have cut back prescribing all three drugs. The Mayo Clinic said on July 9 that it had identified 24 cases of heart valve damage that may be related to the drugs. Figures from IMS America, a drug market research company, show that in the month after the findings were made public, new prescriptions for fenfluramine fell 40 percent, Redux 23 percent and phentermine 18 percent.

The drugs suppress appetite by boosting serotonin, a chemical that relays messages in the brain. A review in the latest issue of the *Journal of the American Medical Association* said heavy doses of both Redux and fenfluramine appear to disrupt brain levels of serotonin in animals, although there is no evidence of this in people.

Teenage Girls Who Volunteer Are Less Likely to Get Pregnant, Study Finds

By Jay Mathews
Washington Post Staff Writer

Teenage girls are less likely to become pregnant if they are involved in community service projects, and the amount of sex education they receive is not as important, according to a new study.

The study, published yesterday in the August issue of the *Journal of Child Development*, found a pregnancy rate of 4.3 percent among 283 girls who participated in the national Teen Outreach program throughout high school instead of enrolling in sex education classes. The program provided a variety of community service and volunteer opportunities, but no information about birth control.

In contrast, a group of 287 girls who took regular health and sex education classes instead of doing the volunteer work had a pregnancy rate of 9.8 percent.

The study by Joseph Allen, an associate professor of psychology at the University of Virginia, and other researchers concluded that teenage girls are less likely to become pregnant when their work on behalf of others helps them realize they are "subconscious, capable individuals."

Scientists who were not involved in the research said the results stand out because the study was one of the most carefully controlled of its kind. Both groups of girls were taken from the same 25 schools in 13 states. About half of the students in the Teen Outreach group volunteered to participate, and the other half were assigned. Similarly, half of the students in the Outreach group had wanted to participate in Teen Outreach but had not been accepted because there was not enough room. Both groups consisted of girls and boys.

To be the strongest evidence, we hope that such programs can reduce teen pregnancy.

said Douglas Kirby, a California sociologist who has spent 20 years studying teenage behavior.

Allen said the study rates neither side in the heated debate over how much and what kind of sex education should be taught in schools. Some groups call for more birth control information while others prefer lessons on abstinence.

The study results come at a time when an increasing number of schools are requiring that students to perform community service.

Educators and health officials have argued for years that teenagers engaged in community service gain the self-respect that helps them resist bad choices. The Teen Outreach program study funded by grants from the Charles Stewart Mott Foundation and the Life Without Rector's Digest Fund, provides the clearest evidence of that link, several specialists said.

"It goes next to nothing. 'Hey, I'm important. I'm somebody,'" said Naomi Medina, 20, who participated in programs two years ago at a school in

California's San Fernando Valley. She said she worked at shelters for the homeless and in elementary schools during the program.

The program, which enrolls about 6,000 students a year, was started in 1978 by Brenda Hoedler, a St. Louis school administrator, and is now run by the Cornerstone Consulting Group of Houston. It operates at 120 sites, mostly in schools as part of health education programs.

The ninth- to 12th-grade students are placed in volunteer activities that match their interests and needs. Some work as aides in hospitals and nursing homes; some tutor other students and others engage in wilderness.

In the study by Allen and co-authors Susan Fluhler, Scott Herring and Gabriel P. Kuper, the Teen Outreach participants averaged about 45.6 hours of community service a year and also had at least one class in copying skills. The amount of sex education they received varied because of differing local guidelines. But

no school spent more than 15 percent of Teen Outreach Program time on sex education, and many participants got no sex education at all.

The study also said that 27 percent of the Teen Outreach group, both girls and boys, failed courses during the five-year study period compared with 47 percent of the control group.

Achievements on both sides of the sex education issue said yesterday that the study of the Teen Outreach Program has not changed their view.

"I think that is a good program, but I don't think it has a direct link to abstinence-only education," said Robin DeJernett, government relations director for the Richmond-based Family Foundation, which supports abstinence lessons.

Debra W. Joffe, president of the Seneca Information and Education Council of the United States, said that she was impressed by the results but that she still supports education about contraception. "There is not a single magic bullet in preventing teen pregnancy," she said.

WR - teen pregnancy

cc Bruce
Elena
Cynthia

In case you missed this - interesting - Diana

The Washington Post

THURSDAY, AUGUST 28, 1997

File: teen pregnancy

THE PRESIDENT HAS SEEN

5114197

The New York Times

Editorial



May 12, 1997

Battling Teen Pregnancy

According to recent Federal surveys, sexual activity among American teen-agers is down — the first decline in nearly three decades — and use of contraceptives is up. That is promising news as the nation with the highest teen pregnancy rate in the industrialized world tries for a 33 percent reduction in teen pregnancies by the year 2005. But no national effort can be successful without a focus on community-based solutions.

Federal efforts to promote abstinence programs would be fine if the Government support did not carry with it a prohibition on the discussion of contraceptives. Abstinence programs can reduce teen pregnancies, but other educational activities are necessary as well.

America's mixed messages about sex too often portray it as a desirable activity with few or no consequences. But nationwide, there are 112 pregnancies for every 1,000 young women aged 15 to 19, resulting in 61 births, 36 abortions and 15 miscarriages. The rate of births and abortions among teens has been declining, however, in the last few years. The latest survey by the Department of Health and Human Services suggests that the downward trend may continue. In 1995, 50 percent of young women 15 to 19 engaged in sexual activity, down from 55 percent in 1990. Among boys, the 1995 figure was 55 percent, down from 60 percent in 1988, the last year with a comparable survey.

The National Campaign to Prevent Teen Pregnancy, an independent nonprofit effort launched in 1996, aims to reduce the number of pregnancies per 1,000 young women to 75 by 2005. Operating largely with private funds, the campaign, headed by former Gov. Thomas Kean of New Jersey and the economist Isabel Sawhill, hopes to avoid debates over abortion and contraception that have hindered several government attempts to address the issue.

A provision of the welfare reform law offers \$250 million to states, under a matching formula, for programs that teach only sexual abstinence. Many states are reluctant even to apply for the money, fearing that they would be unable to field questions on condoms or other contraceptives. In addition, a recent study of abstinence-only programs in public schools in California, the state with the highest teen pregnancy rate in the country, found many offered misleading and harmful information.

Preaching abstinence can work, particularly with younger teens, but a variety of

*Breed
Do we have
any continued
involvement with
this?
unhappy
thurs get started
Rog*

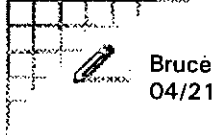
*Cynthia -
Can you write a
paragraph or two
answering the
President's
question in the
weekly? Be sure
to include
mention of the
recent awards
ceremony.
Thanks
Elena*

approaches are needed to persuade young people to delay sexual activity and to avoid pregnancy. Communities need to try everything from school-based clinics and after-school programs to mentoring and peer counseling. The latest Health and Human Services survey suggests that the best national approach is to encourage as many community-based solutions as possible.

[Home](#) | [Sections](#) | [Contents](#) | [Search](#) | [Forums](#) | [Help](#)

Copyright 1997 The New York Times Company

Wp-teen pregnancy
and
DPC-Weekly items



Bruce N. Reed
04/21/97 04:58:38 PM

Record Type: Record

To: Lyn A. Hogan/OPD/EOP

cc: Elena Kagan/OPD/EOP, Cynthia A. Rice/OPD/EOP

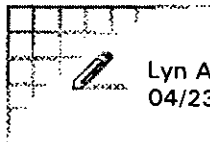
Subject: teen pregnancy

I just read the report ("Whatever Happened to Childhood?") from the Teen Pregnancy campaign. Lyn, could you write a few graphs for our report to the President summarizing the key findings about the scope of the problem? (Their stats were more interesting than their conclusions. On solutions, their conclusion seemed to be, more research, nothing works, etc.)

Also, could you get a copy of their Welfare Reform Resource Packet, which they tout in their materials as "well-regarded".

Thanks! I know your non-profit is going to spend a lot more time solving problems and a lot less time studying them.

Wp-teen pregnancy



Lyn A. Hogan
04/23/97 12:17:00 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Cynthia A. Rice/OPD/EOP
cc: Diana Fortuna/OPD/EOP, Katharine Button/WHO/EOP, Nicole R. Rabner/WHO/EOP
Subject: First Lady's Teen Preg Prevention Event

The message of the May 2 event will be something like: we continue to make encouraging though modest progress at reducing the problem of teenage pregnancy (teen birth rates have gone down four years in a row and new data will soon be released to show that teen sexual activity is declining). However, this is still a daunting problem that needs ~~are~~ continued support.
/cum

What we know now is that this problem has no single solution, but rather many solutions which are being implemented in communities around the country. Every community has its varied approach to teen pregnancy prevention because every community has its own unique set of circumstances and beliefs that drive that approach. The key to really making a difference in this problem is at the local level through individualized community-based approaches. Today, we are happy to recognize 12 such community-based programs, each making a difference but doing it their own way.

Re: releasing new data at or before the May 2 event

Melanne and I had a conversation with Melissa about whether or not to release the HHS report and/or the grants. We decided to release neither.

--Because the new data in the report is underwhelming -- though it does show some progress -- Melanne and Melissa would not release the report at the event but would say that a report will soon be released that shows modest success toward the goal of reducing teen pregnancy.

--On the grants side, on May 1, Sec. Shalala will be at an out of town event where she will talk about girls and the media and particularly focus on teenage pregnancy and smoking as they relate to young girls. There she will announce the Secretary's girl power grants for 9-14 year olds, that in part focus on teen pregnancy prevention. The only other grants we could announce would be the abstinence grants, which are a little too controversial for this event. Instead, Melanne will have the First Lady talk about Sec. Shalala's announcement and reiterate the importance of building the self-esteem of young girls as a way to prevent early pregnancy.

Questions/comments?

May 2, 1997

TEEN PREGNANCY EVENT

DATE: May 2, 1997
LOCATION: Roosevelt Room
TIME: 2:00 pm - 3:00 pm
FROM: Bruce Reed

I. PURPOSE

To demonstrate the Administration's commitment to reducing teen pregnancy and to highlight the one year anniversary of the National Campaign to Prevent Teen Pregnancy and their first 12 honorees. The event also recognizes the month of May as Teen Pregnancy Prevention Month.

II. BACKGROUND

The National Campaign to Prevent Teen Pregnancy is a private nonprofit organization dedicated to preventing teen pregnancy. It formed in response to President Clinton's challenge, issued in his 1995 State of the Union address, that "parents and leaders across the country... join together in a national campaign against teen pregnancy." May 1997 marks the campaign's first anniversary.

Following his State of the Union comments, the President held a meeting at the White House with a group of prominent teen pregnancy prevention experts and advocates to discuss what could be done to combat the problem. From that meeting came a private sector planning effort that led to the creation of the national campaign.

The campaign is chaired by former New Jersey Governor Thomas H. Kean. Its Board of Directors includes Whoopi Goldberg, Katherine Graham, the Hon. Nancy Kassebaum-Baker, the Hon. Warren B. Rudman, and William Galston. Isabel V. Sawhill, President of the campaign, was an Associate Director of the Office of Management and Budget during President Clinton's first term.

Today, at an earlier event on Capitol Hill, the campaign distributed three reports. The first, Whatever Happened to Childhood, chronicles the problem of teen pregnancy in the United States. Using mostly previously released data, the report finds that: 1) although we are making some progress, there is much more work to do and 2) there is no single or simple solution to the problem so we must continue to be creative, innovative, and persistent in our efforts. A second report, Snapshots from the Front Line, provides examples of community efforts to prevent teen pregnancy, highlighting some of today's honorees. The campaign is also distributing a previously released report No Easy Answers: Research Findings on Programs to Reduce Teen Pregnancy, which finds that only a few programs have produced credible evidence that they reduce the risk of pregnancy, but the overwhelming evidence shows that sex education does not increase sexual activity.

At the close of the program you will recognize 12 honorees chosen by the campaign who will be seated in the front row. Each honoree supports prevention approaches that are helping to lower teen pregnancy rates and strengthen communities. The honorees' work embodies several key themes that are essential to preventing teen pregnancy:

- Emphasizing values and self-esteem in working with adolescents;
- Forging partnerships with the corporate sector;
- Focusing the community on a "unity of goal" to prevent teen pregnancy even when there are conflicts over program approaches;
- Encouraging adult-child communication;
- Involving youth in the discussion;
- Emphasizing the importance of male involvement in prevention;
- Recognizing the importance of program evaluation; and
- Involving the media in reducing teen pregnancy.

In your remarks, you will discuss two new teen pregnancy prevention grant programs and new findings from a study of childbearing and family planning released yesterday by the Department of Health and Human Services.

Grants: In Los Angeles yesterday (May 1), Secretary Shalala announced the two new community grant programs to prevent teen pregnancy and promote responsible behavior. One program will be aimed at teenage girls and the other at teenage boys. Each of the grant programs will total about \$1 million per year and involve public-private partnerships organized by individual communities.

HHS Study: The Secretary also discussed a newly released study which shows that teen sexual activity declined from 55 to 50 percent during the 1990s after increasing steadily for more than two decades. The decline is small -- 10 percent -- but significant because it shows that the long-term increase in teenage sexual activity may finally be over. This data is part of a new study of child bearing and family planning covering all women 15-44.

III. PARTICIPANTS

The First Lady
Former New Jersey Governor Thomas H. Kean,
Chair of the National Campaign to Prevent Teen Pregnancy

*Attached is a list of the 12 Campaign honorees who will be seated in the front row. Also, please note that Alma Powell, who is on the board of Best Friends, one of the honored organizations, will be seated in the front row as well.

IV. PRESS PLAN

Open.

V. SEQUENCE OF EVENTS

- You will greet the 12 honorees and Isabel Sawhill in a brief photo receiving line prior to the event in the Blue Room.
- The 12 honorees and Isabel Sawhill will then be announced into the East Room and proceed to their seats in the front row.
- You and former Governor Kean will be announced into the East Room and proceed to the stage.
- You will make remarks and then individually recognize the 12 honorees and ask them to stand.
- You will then introduce Governor Kean.
- Governor Kean will make remarks.
- You will then close the event by inviting the guests into the State Dining Room for tea.

VI. REMARKS

Prepared by Jennifer Klein.

**FIRST LADY HILLARY RODHAM CLINTON
NATIONAL CAMPAIGN TO PREVENT TEEN PREGNANCY
THE EAST ROOM
MAY 2, 1997**

[Acknowledgments: Governor Tom Kean, Board Chairman of the National Campaign to Prevent Teen Pregnancy; Bel Sawhill, Ph.D., the Campaign's President; and Sarah Brown, Director of the National Campaign.]

- Thank you for joining me as we mark the beginning of teen pregnancy prevention month and the first anniversary of the National Campaign to Prevent Teen Pregnancy. In his 1995 State of the Union address, the President called on parents and leaders across the country to join together to prevent teen pregnancy. You met that challenge and formed the nonpartisan, non-profit National Campaign. I want to thank you for all of your work over the past year: including your efforts on Capitol Hill to raise interest in teen pregnancy; your leadership in forging partnerships among government, business, the media, and others; your support for state and local action; and your series of informative and insightful reports. I am particularly happy to welcome you here today to recognize the National Campaign's first 12 honorees -- leaders whose efforts to prevent teen pregnancy are making a difference across the country.
- Teen pregnancy is a serious problem in the United States. *Four in ten girls become pregnant at least once before turning 20, and 75% of teenagers who have children are not married.*
- Having a child as a teenager limits a young mother's likelihood of finishing high school and increases the chances that she will end up in poverty. And the children of teen parents often suffer. They have poorer health, more difficulty in school, and a greater chance of being abused or neglected. With the new information we have about the importance of the earliest years of childhood, it is especially heartbreaking to think that children are being born to parents who are not yet prepared to care for, nurture and stimulate them.
- *We are* making progress. We are heartened that the teen birth rate has fallen four years in a row after reaching its highest point in two decades in 1991. And an HHS study released yesterday has given us more encouraging news by showing that teenage sexual activity has dropped for the first time since the survey began ~~20~~²⁵ years ago.
- The President is committed to reducing teen pregnancy. Since 1993, the Administration has supported innovative and promising teen pregnancy prevention strategies in over 1,400 communities across the country. Just yesterday, Secretary Shalala announced two new grants to prevent teen pregnancy and promote responsible behavior. One grant, part of the Girl Power! Campaign, will give communities tools to work with girls between the ages of nine and 14 to build self-esteem and prevent teen pregnancy, as well as smoking and drug use. The other will help communities educate boys and encourage them to make responsible decisions.

- The unifying theme of the President's work on teen pregnancy is that there is *no one size fits all answer* to teen pregnancy. We know that people in communities around the country are developing unique and diverse solutions that are making a real difference. The Administration is dedicated to supporting and fostering these community-based efforts.
- That is why I am so pleased today to recognize the leaders of 12 organizations that are being honored by the National Campaign. These programs share important basic themes. They all emphasize the importance of values and self-esteem in attacking teen pregnancy; of working hand in hand with businesses and the media; of adapting approaches to changing times and circumstances; of including boys in prevention strategies; and of encouraging communication between adults and children and involving our young people in the discussion about how to prevent teen pregnancy.

[RECOGNIZE EACH OF THE HONOREES. ASK THEM EACH TO STAND BUT ASK AUDIENCE TO HOLD APPLAUSE UNTIL THE END.]

Elayne Bennett, President and Founder of the Best Friends Foundation, a school-based program reaching about 2,000 girls in 15 cities to promote responsible behavior and abstinence, and to build self-esteem. I would also like to recognize **Alma Powell**, Chair of the National Council and a member of the board of the Best Friends Foundation, who is also here today.

Patricia Canessa, President of the Board of the National Organization on Adolescent Pregnancy, Parenting and Prevention, who has brought together a diverse network of health care providers, education and social service professionals, and national, state and community leaders to reduce teen pregnancy.

Russell C. Deyo, Vice President of the Johnson & Johnson Family of Companies and the Chair of Johnson & Johnson's Corporate Contributions Committee, for Johnson & Johnson's civic commitment and ongoing support of this cause.

Sue Cameron, County Commissioner of Tillamook County, Oregon, who through unity of purpose and diversity of means have achieved dramatic success -- reducing the teen pregnancy rate in the county by nearly 75% between 1990 and 1994.

Gloria Feldt, President, Planned Parenthood Federation of America, Inc., who unfortunately could not be here, for the work she and Planned Parenthood have done to encourage families to communicate about this difficult issue. **Michael McGee**, the Vice President of Educational Services at Planned Parenthood, is here today on her behalf.

Eric Graham, President of Children's Express, who through journalism has given children a voice on this and other important issues.

Susan Wilson, Executive Director for the Network for Family Life Education at Rutgers University, for creating a forum for teens to discuss pregnancy, abstinence, drugs and other issues.

Dr. Wade Horn, Director of the National Fatherhood Initiative, who has worked to improve the well-being of children by increasing the chances that they will grow up with loving, committed and responsible fathers.

Edward Pitt, Associate Director of the Fatherhood Project, and Director for the National Practitioners Network for Fathers and Families at the Families and Work Institute, who has also been a strong voice for the role of fathers and other men in the lives of children and teens.

Marion Howard, Ph.D., Clinical Director of the Grady Teen Services Program, who, since the 1970s, has run innovative programs and paired them with rigorous evaluations, thereby increasing our knowledge about how to prevent teen pregnancy.

Sheila Johnson, Executive Vice President of Corporate Affairs for Black Entertainment Television (BET), who has used the media to raise awareness on this critical issue and will host a live, nationally-televised town meeting on teen pregnancy tomorrow.

Ann S. Moore, President of People Magazine, who printed a compelling cover story on teen pregnancy which informed millions of Americans about the serious consequences of teen pregnancy.

- I am grateful for the work of all of these honorees, the National Campaign, and so many others who are with us today. You show all of us that while teen pregnancy is one of the most difficult problems facing this country, there *are* approaches that can work if all of us who have a stake in this problem and in the future of our children dedicate ourselves to the challenge.
- I'd like to introduce someone who has done just that. My good friend Governor Kean, the Board Chairman of the National Campaign to Prevent Teen Pregnancy, the President of Drew University, and the former Governor of New Jersey, has been a powerful and determined voice in the battle against teen pregnancy. I am so happy, Governor Kean, that you could be with us today.

###

1997 NATIONAL CAMPAIGN TO PREVENT TEEN PREGNANCY HONOREES

Elayne Bennett, President and Founder, Best Friends Foundation

Best Friends is a school-based program for girls in grades five through nine that fosters self-respect and promotes responsible behavior and abstinence. Best Friends helps girls identify what self-respect is, and teaches them how they can succeed in life if they set goals and maintain their self-respect. Ms. Bennett formed the program in 1987 in Washington, D.C. and now approximately 2,000 girls participate in 50 schools in 15 cities.

Patricia Canessa, President of the Board, the National Organization on Adolescent Pregnancy, Parenting and Prevention (NOAPPP)

NOAPPP is a diverse national network of national, state and community leaders and health care, education and social service professionals dedicated to preventing teen pregnancy and addressing problems related to adolescent sexuality, pregnancy, and parenting. NOAPP provides technical assistance and training, informational materials, and organizes conferences to enhance state and local coalitions working to reduce teen pregnancy.

Russell C. Deyo, Vice President of the Johnson and Johnson Family of Companies New Brunswick, New Jersey

Mr. Deyo serves as the Chair of Johnson and Johnson's Corporate Contributions Committee, which supports socially responsible charities and encourages civic improvements and better health and education for young people. Mr. Deyo and Ms. Canessa serve on the National Urban Adolescent Pregnancy Prevention Program, an effort that identifies, evaluates and disseminates information about successful adolescent pregnancy programs.

Sue Cameron, County Commissioner, Tillamook County, Oregon

County Commissioner Cameron has led a successful county-wide effort which has reduced the teen pregnancy rate of girls under age 18 by nearly 75 percent between 1990 and 1994. Realizing that there are differing values and that no single approach can alone reduce teen pregnancy, Ms. Cameron used the debate over teen pregnancy as an opportunity to incorporate several different approaches into one coordinated effort to reduce teen pregnancy in Tillamook.

Gloria Feldt, President, Planned Parenthood Federation of America, Inc., New York, NY

Planned Parenthood is the world's oldest and largest voluntary family planning organization which provides educational programs to enhance the understanding of individual and societal implications of human sexuality. Ms. Feldt has increased efforts to help parents talk with their children and teenagers about sexuality, growth and development through a comprehensive program, *Talking About Sex: A Guide for Families*.

Eric Graham, President of Children's Express

Children's Express is a national, non-profit youth development and leadership organization that uses journalism to give children a voice. Children's Express issues a weekly national column which is researched, reported and edited by children and adolescents and is syndicated to newspapers around the country.

**Susan Wilson, Executive Director for the Network for Family Life Education
New Brunswick, New Jersey**

The Network for Family Life Education publishes *Sex, Etc. -- A Newsletter by Teens, for Teens*, which publishes the opinions of teens on social issues, including sexuality, abstinence, teen pregnancy, drugs, etc. It also provides educational information to teens on these issues.

**Wade Horn, Ph.D., Director of the National Fatherhood Initiative
Gaithersburg, Maryland**

The National Fatherhood Initiative is a non-profit, non-sectarian organization that aims to improve the well-being of children by increasing the number of children growing up with loving, committed and responsible fathers. This organization promotes fatherhood through public awareness campaigns, conferences and community fatherhood forums.

**Edward Pitt, Associate Director of the Fatherhood Project and Director for the National Practitioners Network for Fathers and Families at the Families and Work Institute
New York, New York**

The National Practitioners Network is a center for research-based solutions to the problems associated with changing trends in family life. Mr. Pitt has worked for the Urban League's Male Responsibility Campaign and has been a committed voice for the role of fathers and other men in the lives of children and teens.

Marion Howard, Ph.D., Clinical Director, Grady Teen Services Program, Atlanta, Georgia

The Grady Teen Services Program has been providing educational classes on *Postponing Sexual Involvement* since the 1970's. The classes evolved into a comprehensive program designed to help young teens understand the pressures influencing their sexual behavior; to understand their rights in social relationships and ways of meeting social and personal needs other than by sexual involvement.

Sheila Johnson, Executive Vice President of Corporate Affairs, Black Entertainment Television (BET)

Teen Summit is BET's award-winning, weekly talk show that focuses on African-American teens and engages teens and celebrities in frank discussions about issues affecting young people. In May 1997, as part of their Teen Summit programming, BET will air a live Town Meeting focusing on the consequences of teen pregnancy and on involving boys and men in preventing teen pregnancy. BET has also created teen pregnancy PSAs which will be broadcasted around the time of the Town Meeting and shared with other networks who wish to promote the issue.

Ann S. Moore, President of People Magazine, New York, New York

In the fall of 1994, Ms. Moore ran a cover article for *People* on teen pregnancy entitled, "Babies Who Have Babies: A Day in the Life of Teen Pregnancy in America." This issue was one of the highest selling issues in People Magazine history. The article focused on the stress teen pregnancy puts on teen mothers and all involved. The article and its sequel a year later raised the profile of the consequences of teen pregnancy.

TEEN PREGNANCY PREVENTION

May 2, 1997

Announcement

To mark the first anniversary of the National Campaign to Prevent Teen Pregnancy, the First Lady will today recognize 12 individuals chosen by the campaign for their efforts to prevent teen pregnancy. The First Lady will also discuss two new teen pregnancy prevention grant programs, as well as findings from a new study of childbearing and family planning released yesterday by the Department of Health and Human Services.

Background

The National Campaign to Prevent Teen Pregnancy is a private nonprofit organization dedicated to preventing teen pregnancy. It formed in response to President Clinton's challenge, issued in his 1995 State of the Union address, that "parents and leaders across the country... join together in a national campaign against teen pregnancy." May 1997 marks the campaign's first anniversary.

Following his State of the Union comments, the President held a meeting at the White House with a group of prominent teen pregnancy prevention experts and advocates to discuss what could be done to combat the problem. From that meeting came a private sector planning effort that led to the creation of the national campaign.

The campaign is chaired by former New Jersey Governor Thomas H. Kean. Its Board of Directors includes Whoopi Goldberg, Katherine Graham, the Hon. Nancy Kassebaum-Baker, the Hon. Warren B. Rudman, and William Galston. Isabel V. Sawhill, President of the campaign, was an Associate Director of the Office of Management and Budget during President Clinton's first term.

To commemorate the first anniversary of the campaign, the First Lady is recognizing 12 honorees chosen by the campaign for their outstanding leadership. Each honoree has promoted prevention approaches that are helping to lower teen pregnancy rates and strengthen communities. The honorees' work embodies several key themes that are essential to preventing teen pregnancy:

- Emphasizing values and self-esteem in working with adolescents;
- Forging partnerships with the corporate sector;
- Focusing the community on a "unity of goal" to prevent teen pregnancy even when there are conflicts over program approaches;
- Encouraging adult-child communication;
- Involving youth in the discussion;
- Emphasizing the importance of male involvement in prevention;
- Recognizing the importance of program evaluation; and
- Involving the media in reducing teen pregnancy.

Secretary Shalala's Announcements

In Los Angeles yesterday (May 1), Secretary of Health and Human Services Donna Shalala announced two new community grant programs to prevent teen pregnancy and promote responsible behavior. Each of the grant programs will total about \$1 million per year and involve public-private partnerships organized by individual communities.

The Secretary also discussed a newly released study which shows that teen sexual activity declined from 55 to 50 percent during the 1990s after increasing steadily for more than two decades. The decline is small -- 10 percent -- but significant because it shows that the long-term increase in teenage sexual activity may finally be over. This data is part of a new study of child bearing and family planning covering all women 15-44.

BACKGROUND AND ACCOMPLISHMENTS FACT SHEET

Over the past four years, the Clinton Administration has launched a comprehensive effort to prevent teen pregnancy. Data shows we are making progress:

- Teen birth rates have fallen four years in a row, by 8 percent from 1991 to 1995, and appear to have continued to drop since then; and
- A new study, released today by HHS, shows the percentage of teenagers who have had sex declined by 10 percent in the 1990s (from 55 percent in 1990 to 50 percent in 1995).

However, there is still much work to do. More than 4 out of 10 young women become pregnant before age 20 and 75 percent of those who give birth do so outside of marriage. Teen pregnancy remains a major social problem for this country and one that none of us can ignore.

Administration Accomplishments

- Since 1993, the Administration has supported innovative and promising teen pregnancy prevention strategies tailored to the unique needs of communities. HHS-supported programs already reach about 30 percent or 1,410 communities in the United States.
- In his 1995 State of the Union address, President Clinton challenged “parents and leaders across the country ... to join together in a national campaign against teen pregnancy to make a difference.” In response to his challenge, The National Campaign to Prevent Teen Pregnancy was formed. The national campaign is a private nonprofit organization dedicated to preventing teen pregnancy by supporting values and fostering actions that are consistent with a pregnancy-free adolescence. This month marks the national campaign’s first anniversary.
- The President has consistently supported efforts to reduce teen pregnancy as part of welfare reform, and the law he signed in August 1996 contains several important provisions:
 - Unmarried minor parents are required to stay in school and live at home, or in an adult-supervised setting, in order to receive assistance;
 - The law encourages “second chance homes” -- adult-supervised residential homes designed to provide teen parents with the skills and support they need;
 - \$50 million a year in new funding for state abstinence education activities is provided starting FY 1998;
 - The law includes the toughest ever child support enforcement measurements which send a strong message to young boys and girls that they should not have children until they are ready to provide for them.

- Just yesterday, Secretary of Health and Human Services Donna Shalala announced two new community grant programs to prevent teen pregnancy and promote responsible behavior. One program will be aimed at teenage girls and the other at teenage boys. Each of the grant programs will total about \$1 million per year and involve public-private partnerships organized by individual communities.
- The Secretary also released a new study that shows that teen sexual activity declined from 55 to 50 percent in the 1990s after increasing steadily for more than two decades. The decline is small -- 10 percent -- but is significant because it shows that the long-term increase in teenage sexual activity may finally be over. This data is part of a new study of child bearing and family planning covering all women 15-44.

Q&A MAY 2 TEEN PREGNANCY EVENT

Question: Why did you choose to honor these specific programs picked by the National Campaign to Prevent Teen Pregnancy?

Answer: Each of these people has offered tremendous leadership in the fight against teen pregnancy. The honorees' work embodies several key themes that are essential to preventing teen pregnancy: emphasizing values and self-esteem in working with adolescents; forging partnerships with the corporate sector; encouraging adult-child communication; involving youth in the discussion; emphasizing the importance of male involvement in prevention; and involving the media.

Question: What was it that Secretary Shalala announced yesterday in California?

Answer: Secretary of Health and Human Services Donna Shalala announced two new community grant programs to prevent teen pregnancy and promote responsible behavior. One program will be aimed at teenage girls and the other at teenage boys. Each of the grant programs will total about \$1 million per year and involve public-private partnerships organized by individual communities.

The Secretary also released a new study that shows that teen sexual activity declined from 55 to 50 percent in the 1990s after increasing steadily for more than two decades. The decline is small -- 10 percent -- but is significant because it shows that the long-term increase in teenage sexual activity may finally be over.

Question: How much has the teen birth rate fallen over the past several years?

Answer: HHS last October released data showing an 8 percent drop in teen birth rates from 1991 to 1995, and the latest data indicates that the decline has continued.

Question: Why do you cite teen birth rates but not teen pregnancy rates? Have teen pregnancy rates fallen too?

Answer: Teen pregnancy rates refer to the rate at which teens become *pregnant* while teen birth rates measure the rate at which teens actually *give birth*. Teen pregnancy rates and teen birth rates have *both* fallen over the last few years. Teen pregnancy rates fell slightly from a high of 117 pregnancies per 1,000 women in 1990 to 112 per 1,000 women in 1992 (the most recent year for which data is available). The reason we cite teen birth rates more often than teen pregnancy rates is that teen birth rates are more current.

Question: What causes the difference between the teen pregnancy rate and the teen birth rate?

Answer: More than half of teen pregnancies result in birth, one third end in abortion and another 14 percent end in miscarriage.

Question: In other words, are you saying that teen pregnancy increases the incidence of abortion?

Answer: Since 1990, abortion rates among teens have declined because fewer teens are becoming pregnant, and, in recent years, fewer pregnant teens have chosen to have an abortion. Today, one-third of teens end their pregnancies in abortion, and teens account for roughly one-quarter of all abortions performed annually. There is no stronger argument for teen pregnancy prevention and family planning than the need to reduce the number of abortions in this country.

Question: Isn't abstinence alone the best way to prevent ^{pregnancy} ~~abortion~~? Don't family planning and sex education increase ^{pregnancy} ~~abortion~~? ^{+abstinence}

Answer: We believe unmarried teenagers should abstain from having sex. However, it is unrealistic, even dangerous, to ignore the fact that some teens will, in fact, have sex outside of marriage and before they are ready for it. It is for that reason, that we must simultaneously preach abstinence and teach teens about family planning and sex, including the use of birth control. By offering teens family planning and sex education, we are working to prevent abortion.

Question: Is teen pregnancy primarily a problem in African-American neighborhoods? ^{pregnancy and}

Answer: No. Teen pregnancy is a problem everywhere, across racial and socio-economic lines. About half of all pregnant teens aged 15-19 are white. However, teen *birth rates* are higher among African-American and Hispanic teens than among white teens.

Question: What are the negative effects on a teen mother and her child?

Answer: Early parenting limits a young mother's likelihood of completing high school -- less than one-third of teens who begin their families before age 18 ever complete high school -- and increases the likelihood that young mothers will end up in poverty. In addition, the children of teen mothers have more health problems, do much worse in school, live in home environments of lower quality, suffer higher rates of abuse and neglect, and are more likely to become teen mothers themselves.

Question: What else has the Clinton Administration done to prevent teen pregnancy?

Answer: We have done a lot.

Since 1993, the Administration has supported innovative and promising teen pregnancy prevention strategies tailored to the unique needs of communities. HHS-supported programs already reach about 30 percent or 1,410 communities in the United States.

In his 1995 State of the Union address, President Clinton challenged "parents and leaders across the country ... to join together in a national campaign against teen pregnancy to make a difference." In response to his challenge, The National Campaign to Prevent Teen Pregnancy was formed. The national campaign is a private nonprofit organization dedicated to preventing teen pregnancy. This month marks the national campaign's first anniversary.

The President has consistently supported efforts to reduce teen pregnancy as part of welfare reform, and the law he signed in August 1996 contains several important provisions:

- Unmarried minor parents are required to stay in school and live at home, or in an adult-supervised settings in order to receive assistance;
- "Second Chance Homes" -- adult-supervised residential homes designed to provide teen parents with the skills and support they need to finish school, become good role models, and providers for their children -- are allowed and encouraged;
- \$50 million a year in new funding for state abstinence education activities is provided starting FY 1998;
- The new law includes tough child support enforcement which sends the strongest possible message to young boys and girls that they should not have children until they are ready to provide for them.

Question: Last year the President appointed Dr. Henry Foster as his senior advisor on teen pregnancy prevention and youth issues. What has Dr. Foster accomplished to date?

Answer: Dr. Foster is a key part of the Administration's effort to send a message to teenagers of the importance of postponing child bearing until they are emotionally, physically, and financially prepared for the responsibility. Dr. Foster has spent the last year-plus traveling around the country visiting with teenagers and community-based prevention programs.

Summary
Whatever Happened to Childhood?
Published by the National Campaign to Prevent Teen Pregnancy

Following is a brief summary of the key findings from the National Campaign To Prevent Teen Pregnancy draft report, "Whatever Happened to Childhood,?" to be published in two to four weeks.

The report aptly illustrates teen pregnancy as a social crisis that continues to break down family, community and common culture. The message the report sends is twofold: 1) although we are making some progress, there is much more work to do and we must not let our attention stray from this critical national issue and, 2) despite consistent community-based efforts, the evidence has not born out a simple solution to the problem so we must continue to be creative, innovative and persistent in our efforts.

Of the many community experiments around the country, the report states, most have exhibited mixed outcomes, and no one program stands out as having produced clear, replicable results. Community approaches include sex education aimed at delaying sexual activity and reducing the number of sexual partners and using birth control; abstinence only programs; support for community-based family planning services; comprehensive approaches stresses components from each approach (and) programs dedicated to nurturing and guiding young people.

In addition to these conclusions, the report also presents some interesting observations that may have future policy implications.

First, the vast majority (85 percent) of pregnancies among teens are not fully planned or unintended. Rather they result from teens' ambivalence about pregnancy, accidents, their confusion about preventing pregnancy, and sometimes their failure to make any clear decision about sexual activity.

Second, many communities do not address the problem at all because the conflict over which approach to use can become so intense and destructive to the community that a community decides to do nothing at all. Therefore, the report states, a new and emerging approach to teen pregnancy prevention is community conflict resolution. The report lays out an excellent example of this approach at work. In 1990, the rural community of Tillamook County, Oregon had the highest teen pregnancy rate in the state but fought bitterly over a solution, including the Board of Education voting down several proposals. Finally, the County decided to embrace a new ethic of "unity of purpose, diversity of means," allowing various segments of the community to develop their own intensive initiatives, from creating a church-based abstinence program to improving access to family planning programs. By 1994, the county teen pregnancy rate had dropped by 70 percent, becoming the lowest in the state. *This story bares out research by Dr. Kristen Moore that says teen pregnancy programs that send mixed messages to teens actually work because the teen will be exposed to all messages and will take what works for her or him, whether it be abstinence, birth control, or self-esteem raising.*

Third, although the teen birth rate has decreased in the past few years, the number of births to teens increased in 1993 and 1994, reflecting an overall increase in the U.S. teen population.

Because the number of teens is expected to increase further, so will the number of pregnancies and births, perhaps increasing by 26 percent by the year 2010 unless rates are reduced.

The report tells its story using mostly previously released data that remain relevant. Following are facts from the report worth reviewing.

- Every year in this country, over 1 million teenagers become pregnant and four in 10 girls become pregnant as least once before turning 20.
- The pregnancy rate increased among all girls age 15-19 by 23 percent between 1972 and 1990 from 95 to 117 pregnancies per 1,000 women, and then declined to 112 per 1,000 women in 1992 (the year for which the most recent data is available). At the same time, the pregnancy rate among sexually experienced girls decreased 19 percent, largely due to increased use of contraception.
- By 1991, the teen birth rate had reached 62 births per 1,000 women aged 15-19, its highest point in the past two decades. Since then, that rate has fallen slowly to 57 births per 1,000 women in 1995.
- The encouraging recent decline in the U.S. teen birth rate is counterbalanced by a negative trend: today, nearly three-quarters of teen births are to unmarried teens, while as recently as 1960, only 50 percent were. Today, teen mothers make up the largest group (48 percent) of all first births to unmarried women.
- Birth rates are higher among African-American and Hispanic teens than among white teens
- While most pregnant teens are 18 or 19 years old, about 40 percent are 17 or younger and about half of all pregnant teens ages 15-19 are white.
- Many of the fathers of children born to teen mothers are older -- nearly 40 percent of those young men who impregnate a minor teen (under 18) are 20 years old or older.
- More than half of the teen pregnancies result in a birth (1/3 end in abortion and 14 percent in miscarriage) and of those who give birth most keep their child rather than put it up for adoption.
- Early parenting limits a young mother's likelihood of completing high school -- less than one-third of teens who begin their families before age 18 ever complete high school.
- When compared to children of older mothers, children of teen mothers have more health problems, do much worse in school, live in home environments of lower quality, suffer higher rates of abuse and neglect, and are more likely to become teen mothers themselves.

4/30/97

NOTE TO MELANNE VERVEER -

As promised, here is a final copy of the teen pregnancy press release; a fact sheet on the two grant programs; and some Q and As we prepared for the Secretary's appearance in Los Angeles. I hope this information is useful in preparing the First Lady's remarks for Friday. (The Secretary's remarks are still being drafted, but I will be able to share them with your staff tomorrow morning if that would be helpful.)

Please don't hesitate to call if I can be of further help.



Melissa Skolfield

cc: Jennifer Klein
Cynthia Rice

HHS NEWS

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

EMBARGOED FOR RELEASE 10 A.M. EDT
Thursday, May 1, 1997

NCHS Press Office, (301) 436-7551
Sandra Smith or Jeffrey Lancashire

TEEN SEX DOWN, NEW STUDY SHOWS Secretary Shalala Announces New Teen Pregnancy Prevention Grant Programs

The percentage of teenagers who have had sexual intercourse has declined for the first time after increasing steadily for more than two decades, HHS Secretary Donna E. Shalala announced today. These findings are part of a major new study of childbearing and family planning covering women 15-44 to be released later this month by HHS.

The 1995 National Survey of Family Growth, conducted by HHS' National Center for Health Statistics, found that 50 percent of women 15-19 years of age had ever had intercourse, the first decline ever recorded by the periodic survey. The survey previously found that 55 percent of 15-19 year old women had ever had intercourse in 1990, reflecting a steady increase from 53 percent in 1988 and 47 percent in 1982. Earlier surveys found the percentage to be 36 percent in 1975 and 29 percent in 1970.

Additional research sponsored by HHS' National Institute of Child Health and Human Development indicates a similar trend for teenage males. The percentage of never-married males 15-19 who have ever had sexual intercourse declined from 60 percent in 1988 to 55 percent in 1995, reversing a trend measured since 1979. The NICHD research was carried out by the Urban Institute.

"We welcome the news that the long term increase in teenage sexual activity may finally have stopped," said Secretary Shalala. "But this news should encourage us to do more, not lull us into doing less. We need to change the cultural messages that have been accepted too long. Continual increases in teen sexual activity are not inevitable, and we can take action together to protect the health and well-being of our young people."

The survey released today also found increases in the use of contraceptives at the time of first intercourse. Among women of all ages, some [76 percent of all those who began having intercourse in the 1990s used contraception at first intercourse,] up from 64 percent in the late 1980s, according to the Survey of Family Growth. The increase in contraception at first intercourse was a result of marked increases in condom use: from 18 percent in the 1970's to 36 percent in the late 1980s and 54 percent in the 1990's. The NICHD-sponsored research also showed an increase in the use of contraceptives by teenage males or their partners at the time of first intercourse.

condoms - tripled since 70s

These increases in condom use may be related to another finding from the survey: 90 percent of women 18-19 reported that they have received formal instruction on sexually transmitted diseases, safe sex to prevent HIV, and how to say no to sex.

Secretary Shalala said the dramatic increase in contraceptive use at first intercourse and the decrease in sexual activity among teens may be responsible for the leveling off and recent decline of the teenage birth rate. HHS last October released data showing an 8-percent drop in the teen birth rate from 1991 to 1995, and the latest data available through June 1996 indicate that the decline has continued. Pregnancy rates for teens aged 15-19 also declined in 30 of 41 reporting states in 1992, the latest year for which statistics are available, according to the Centers for Disease Control and Prevention.

Speaking in Los Angeles today at a conference on girls and the media, Secretary Shalala announced two new community grant programs to prevent teen pregnancy and promote responsible behavior. One program will be aimed at teenage girls and the other at teenage boys. They are part of the National Strategy to Prevent Teen Pregnancy, announced in January.

"These grants will help communities develop innovative and comprehensive approaches to preventing teen pregnancy, especially by promoting all the activities and achievements that boys and girls should be saying 'yes' to," Secretary Shalala said. "When young people can see lives of opportunity and hope ahead of them, they are more likely to make the right choices."

The grant program for girls is part of the secretary's new Girl Power! campaign, which is aimed at enhancing self-esteem, promoting good health and preventing unhealthy behaviors among girls 9 to 14 years old. Each of the grant programs will total about \$1 million per year and involve public-private partnerships organized by individual communities.

The 1995 National Survey of Family Growth, to be released in full later this month, will provide the latest and most comprehensive national data on fertility, contraception, marriage and cohabitation, infertility, adoption, maternity leave, medical

- 3 -

services, breast-feeding, smoking and other factors which impact both teenage and adult women, and the health and well-being of their children. The study updates key trends, includes many new topics, and has significant new findings on teenagers. More findings of the survey available today include:

- Approximately 16 percent of girls whose first intercourse was before age 16 reported that first intercourse was not voluntary, compared with just 3 percent of women whose first intercourse was at age 20 or older. (Overall, 8 percent of all women said that their first intercourse was not voluntary.) In addition, nearly two-thirds of births to teenagers (64 percent) were unintended when they were conceived, compared with 31 percent of births to women of all ages. The study also found that teenage wives face a much higher risk of separation and divorce than women who wait longer to marry: 47 percent of women who married before age 18 saw their marriages dissolve within 10 years, compared with 19 percent of women who married at age 23 or older.

- The study asked for the age of the woman and her male partner when she had her first voluntary intercourse. Of women who had their first voluntary intercourse before age 16, 66 percent reported that their partner was under 18, 21 percent said their partner was 18 or 19, 7 percent said their partner was 20-22 and for 6 percent their partner was 23 or older.

- Only 36 percent of teenage mothers breastfed their infants, compared with 55 percent of all mothers; and teen mothers who do breastfeed do so for a shorter time than adult mothers (an average of 18 vs 29 weeks, or about 4 vs 7 months).

The 1995 survey was based on 10,847 in-person interviews conducted by female interviewers in the homes of women 15-44 years of age who comprise a nationally representative sample.

The National Survey of Family Growth was jointly planned and funded by a number of HHS agencies: the National Center for Health Statistics, a part of the Centers for Disease Control and Prevention; the National Institute of Child Health and Human Development, one of the National Institutes of Health; and the Office of Population Affairs; with additional support from the Administration for Children and Families.

Excerpts from "Fertility, Family Planning, and Women's Health" can be downloaded from the NCHS Home Page on the Internet at <http://www.cdc.gov/nchswww/nchshome.htm>, along with the news release and ordering information for the full report.

###

Note: HHS press releases are available on the World Wide Web at: <http://www.dhhs.gov>.

HHS CHALLENGES COMMUNITIES TO INVEST IN THE FUTURES OF GIRLS AND BOYS

Today Secretary Shalala announced the availability of two new grant programs for communities to develop innovative approaches -- one targeted to girls and other to boys -- to prevent teen pregnancy and promote responsible behavior. Both grant programs build on the Clinton Administration's comprehensive teen pregnancy prevention strategy and one also supports the Department of Health Human Services (HHS) Girl Power! public education campaign.

Building Bright Futures For Girls

As part of HHS' Girl Power! public education campaign, HHS will offer a total of \$1 million in grants to communities to build public-private partnerships to promote healthy behavior, increase confidence and prevent teen pregnancy and other risky behaviors, such as smoking and drug use, among girls 9 to 14 years old.

Focusing on Young Girls: Recognizing that girls experience adolescence differently than boys and that 9-14 year old girls are particularly vulnerable to negative influences, loss of self confidence and mixed messages about health risk behaviors, the projects will address the critical and unique needs, interests and challenges of this age group.

Offering a Comprehensive Approach: The projects will take a comprehensive approach by addressing teen pregnancy prevention as it relates to other risky behaviors and within the overall context of health promotion, self confidence, motivation and opportunity.

Building Partnerships: By building strong partnerships with parents, schools, communities, youth groups, religious organizations, media, health providers, businesses and local governments, the grant projects will demonstrate how communities can work together to improve the health, education, and well-being of young girls and their families.

Promoting Volunteerism: Responding to the challenge of the Presidents' Summit for America's Future, the projects will utilize community volunteers to serve as mentors to the girls, to encourage the girls to get involved in community service and to spread the messages of delaying sexual activity, staying in school and preparing for the future.

Expanding The Message To Boys and Young Men

Recognizing that a comprehensive strategy to prevent teen pregnancy and promote responsible behavior must also target boys and young men, HHS announced the availability of \$1 million in grants to organizations already working with males to add a family planning component to their existing programs.

Helping to Develop Long-Term Strategies: We do not know enough about what influences a boy's, and young men's decisions about abstinence, sexual activity and fatherhood. Similarly little is known about what family planning/reproductive health services are appropriate and effective for males. Therefore these projects will be critical in developing long-term strategies at the federal, state and local levels for including boys and young men in teen pregnancy prevention and family planning efforts.

Focusing on Safe and Responsible Behavior: The projects will focus on developing and testing approaches to providing family planning services to males; ensuring that adult males send the message of abstinence, responsibility and health to young men and boys; and involving males in building community support for teen pregnancy prevention and respectful relationships.

Offering a Wide Range of Services: The projects will provide educational services; counseling, outreach to males and their families, clinical services and public information on family planning/reproductive health issues.

Utilizing Existing Resources: Utilizing the best available resources, the grantees will work in partnership with federal, state, local and community-based health and social service agencies to educate males about health decision-making and family planning.

Questions and Answers on Teen Pregnancy/NSFG Report

Bunae

Q What is the NSFG and why is it important?

A The National Survey of Family Growth (NSFG) is a periodic study, of childbearing and family planning covering women ages 15-44, conducted by HHS' National Center for Health Statistics (NCHS) every five years. Among the many important findings of the 1995 NSFG, to be released by HHS later this month, is that the percentage of teenagers who have had sexual intercourse has declined for the first time after increasing steadily for more than two decades. The percent of women 15-19 who have had sexual intercourse declined from 55 percent in 1990 to 50 percent in 1995. The survey also found increases in the use of contraception at the time of first intercourse. The combination of the dramatic increase in contraceptive use at first intercourse and the delay of sexual activity among teens may be responsible for the leveling off and recent decline of the teenage birth rate.

Q Did you get parents' permission to ask girls under 18 about their sex lives?

A Yes. We obtained parental permission before interviewing unmarried girls between the ages 15 of 17.

Q Do you survey boys too?

A In this survey of fertility and reproductive health we interview only women ages 15-44. Women can provide the most accurate and detailed information on their pregnancies and the health-related aspects of childbearing. Meanwhile, additional research sponsored by HHS' NICHD indicates a similar trend for males. The percentage of never-married males 15-19 who have ever had sexual intercourse declined from 60 percent in 1988 to 55 percent in 1995, reversing a trend measured since 1979. The NICHD study, the 1995 National Survey of Adolescent Males was carried out by the Urban Institute.

Q Why do you say that the use of contraception at first intercourse is a factor in the declining teen birth rate?

A Almost 80 percent of women interviewed reported that they had their first premarital intercourse when they were under age 20, so the assumption is reasonable. The decline in teen sexual activity is also playing an important role.

Q What is having the most impact on teen birth rates - delayed sexual activity or increased condom use?

A Both the delay in sexual activity and the increase in the use of contraceptives are probably contributing to the decline in teen birth rates. The increase in the use of contraceptives seems to have had an even greater effect. For example, contraceptive use for women at first premarital intercourse (the overwhelming majority of whom are teenagers) increased from 64 percent in the late 1980's to 76 percent in the 1990's. Teens typically choose condoms as their contraceptive method at first intercourse. The percentage of teenagers who were having sex without using birth control has also been slowly declining--from 10 percent in 1982 to 8 percent in 1988 and 7 percent in 1995.

That said, we believe that communities, schools, and parents - not Washington - are best able to determine the needs, interests and challenges of children, and that communities must be allowed to design programs that are right for them

Q How do you get information on the age differential between teenage girls and their sexual partners and why?

A The survey asked the woman for her age when she had her first intercourse. We asked a separate question about her partner's age. This information contributes to our understanding of teen pregnancy prevention and to the design of prevention strategies.

Q Has there been an increase in abortions causing the decline in the teen birth rate?

A While we don't have complete and comprehensive data on abortions among teens since 1992, we know that according to preliminary Centers for Disease Control and Prevention data, total abortions have declined, and the proportion of abortions to teens has declined. Thus, the teen abortion rate has dropped concurrently with the birth rate, signaling a definite drop in teen pregnancy.

Q Are you claiming credit for the results of this study?

A This particular survey measures the differences from 1990 to 1995 and does not include annual data. However, teen birth rates have been going down every year from 1992 to 1995, according to the CDC. The recent declines in teen birth rates indicate that public and private-sector programs may be having some success. The reasons for the good news are complex. But certainly in the past few years, we've been able to forge a consensus about the importance of both personal responsibility and community involvement. We've promoted abstinence education. And we've cracked down on child support enforcement. In addition, preventing teen pregnancy has been a top priority for the President since he took office:

- In January, HHS announced the National Strategy to Prevent Teen Pregnancy to strengthen our existing efforts to assure that every community in the country is working to prevent out-of-wedlock teen pregnancies by: increasing opportunities through welfare reform; supporting promising approaches; building public-private partnerships; improving data collection, research and evaluation; and disseminating information on innovative and effective practices.
- President Clinton fought for three-and-a-half years for a welfare bill that sends teenagers the message that staying in school, postponing sexual activity, and preparing to work are the right things to do. And teens have been getting that message.
- Overall HHS has increased funding for teen pregnancy prevention. We've provided funding for 13 grants through the CDC to help communities build coalitions to reduce teen pregnancy; 17 demonstration projects through the Adolescent Family Life program aimed at preventing early teen sexual activity and pregnancy; and 27 grants through HRSA to specifically address a wide range of adolescent pregnancy issues.
- Last year, President Clinton challenged parents and leaders all across this country to join together in a national campaign against teen pregnancy. A group of prominent Americans responded to that challenge, forming an organization that will support grassroots community efforts all across our country.

Q You note approvingly that more women are getting sex education. Are you promoting this?

A The survey measured trends in percent of women who had formal education on sexually transmitted diseases, safe sex to prevent HIV, and how to say no to sex by the time they were 18 years of age. We found that 9 out of 10 women 18-19 had formal education--which could have taken place at school, church, health center, clinic, or other location--in those topics.

BACKGROUND: The survey asked this of all women but answers are really only meaningful beginning with the 18-19 year olds. Results show that formal instruction in each of these areas has increased.

Again, we believe that communities, schools, and parents - not Washington - are best able to determine the needs of children, and that communities must be allowed to design programs that are right for them. But appropriate instruction on the risks of teen pregnancy and on building refusal skills to avoid both premature sexual activity and teen pregnancy, can be useful.

Q Are you saying your way - i.e. two \$1 million grant programs - are the only way?

A Absolutely not. Preventing teen pregnancy has been a priority of the Clinton Administration since the President took office and we support a wide variety of community-based strategies. These grants build on the Administration's comprehensive, ongoing efforts to prevent teen pregnancy and HHS' Girl Power! public education campaign.

The Administration has supported many innovative and promising teen pregnancy prevention strategies tailored to the unique needs of communities based on five principles: parent and adult involvement; strong messages of abstinence and personal responsibility; clear strategies for young people's futures; involvement of all facets of the community; and a sustained commitment to young people. HHS-supported programs in this area already reach about 30 percent of communities in the United States. And our National Strategy strengthens our existing efforts to assure that every community throughout the country is working to prevent out-of-wedlock teen pregnancies. We believe that communities, schools, and parents - not Washington - are best able to determine the needs of children, and that communities must be allowed to design programs that are right for them.

Q Are you promoting condoms for boys and abstinence for girls? If so, isn't this a double standard?

A No. These grants build on our comprehensive, ongoing strategy to prevent teen pregnancy, encourage responsible behavior and send the strongest possible message to girls and boys that postponing sexual activity, staying in school and preparing for work are the right things to do. Because we know that there is no single or simple intervention to combat teen pregnancy, our strategy approaches teen pregnancy on a number of fronts, including abstinence education and family planning. Ultimately, we believe that communities, schools, and parents - not Washington - are best able to determine the needs of children, and that communities must be allowed to design programs that are right for them.

But it is simply not acceptable - emotionally, physically, and financially - for 9 to 14-year-olds, boys and girls, to be having sex and having children. Therefore, as part of our national strategy, we will engage all of our teen pregnancy prevention and related youth programs in sending a strong abstinence message to boys and girls in this age group.

The new Girl Neighborhood Power grant program is specifically targeted to girls in this age group for whom the abstinence message is most appropriate. Recognizing that girls experience adolescence differently than boys and that 9-14 year old girls are particularly vulnerable to negative influences, loss of self confidence and mixed messages about risky behaviors, the projects will address the critical and unique needs, interests and challenges of this age group.

The other new grants projects are not targeted to a specific age of males and may serve adult males as well as boys. Grantees should determine what message is appropriate based on the age group they serve.

Q How can you be sure that the survey data are accurate? why would teens report truthfully about sensitive topics, such as sex?

A First, we do the NSFG and our other surveys using the best practices in the field, and there is now more than 2 decades of experience interviewing teens on these topics. For example in the NSFG, we make certain that parents and teens know who is doing the study by sending them a letter and a pamphlet that explains the survey before the interviewer contacts the respondent. For minors, parental consent is obtained. The interviews are conducted in private; if anyone comes into the room during the interview the interviewing stops until privacy is restored. We paid \$20 incentives because our pretesting showed that they improve response rates, save money, and improve data quality--especially for teens. We designed the questionnaires carefully and tested them extensively before using them in the national study. Finally, we can compare the findings to findings from other surveys. We generally find very good agreement with other well-conducted studies.

Q What are the latest data on the teen birth rate?

A HHS last October released data showing an 8-percent drop in the teen birth rate from 1991 to 1995, and the latest data available through June 1996 indicate that the decline has continued. Pregnancy rates for teens aged 15-19 also declined in 30 of 41 reporting states in 1992, the latest year for which statistics are available, according to CDC.

Q Are young teens vulnerable to involuntary sex or sexual intercourse with older partners?

A About 8 percent of women in the study (1 in 12) said that their first intercourse was not voluntary. The younger a woman is at first intercourse the more likely it is that her first sexual experience was not voluntary. About 16 percent of women who had their first intercourse before age 16 said it was involuntary, but that drops to 7 percent or less at age 16 or older.

BACKGROUND: In the United States, the man is typically 1-3 years older than the woman—whether at first intercourse, first marriage, or remarriage. Of course, in some cases the age difference is larger. For women who were 17 at their first intercourse: 89 percent of their first partners were age 22 or younger; 11 percent were 23 or older, for example. At first marriage, the average age of men is about 2 years older than women; at remarriage, men average about 3 years older women. [Source: NSFG report and 1990 marriage data.]

Q When will the full survey results be released? Did you rush the teen findings for teen pregnancy prevention month?

A The 1995 National Survey of Family Growth was a major study which collected a wide range of data on many, many topics. In the past, the NSFG results have been released one topic at a time. In this cycle, the NSFG staff decided to do a large report covering a wide range of topics, so that more of the study's data would be available as quickly as possible. The findings on teen sexual activity and contraception from this large report are being released now. The rest of the full report of the survey results will be available electronically in a week or two, and the printed report should be available in about a month.

Count Falls for 1st Time in 20 Years, Survey

(Washington) By Richard T. Cooper (c) 1997,

Los Angeles Times

WASHINGTON For the first time in more than 20 years, there is evidence that the rising wave of premarital sexual intercourse among America's teen-agers finally may have crested and begun to subside. New survey data released by the government Thursday show a decline in the percentage of unmarried teen-age women and men who acknowledged having had sexual intercourse at some point between the ages of 15 and 19. These were the first declines ever recorded since the collection of such data began in the 1970s.

A large-scale study conducted in 1995 by the National Center for Health Statistics found that 50 percent of women 15-19 years old reported having had intercourse at least once, down from 55 percent in 1990. A parallel survey conducted for the government by the Urban Institute in 1995 showed a similar change among teen-age men: Fifty-five percent of males between 15 and 19 years of age said they had had intercourse at some point, down from 60 percent in 1988.

"We welcome the news that the long-term increase in teen-age sexual activity may finally have stopped," Health and Human Services Secretary Donna Shalala said in announcing the new data during a speech in Los Angeles Thursday. "Continual increases in teen sexual activity are not inevitable."

Shalala and others called for a redoubling of efforts to reduce teen-age sexual activity, including a stronger message from adult society that teen sex is not acceptable. "We need to change the cultural messages that have been accepted too long," Shalala said.

The magnitude of the rise in teen-age sexual activity is reflected in the fact that in 1970, the year the NCHS began its periodic surveys, only 29 percent of women ages 15 to 19 reported having had sex.

"It was going up, and it didn't just plateau, it dropped. And that's good," Kristin Moore, executive director of Child Trends, Inc., a Washington-based research organization, said. "It changes the number of adolescents at risk by hundreds of thousands" for sexually transmitted diseases and for teen pregnancy.

"The longer kids delay, the better," she said.

The NCHS survey also showed a steep increase in the use of contraceptive devices particularly condoms by teen-age women during first-time intercourse. Fifteen years ago, the survey found, half of all teen-age women used some form of contraception the first time they had sex; in the 1990s, three-quarters reported doing so.

The number of teen women reporting they had received formal training in using birth control, avoiding HIV and other sexually transmitted diseases and resisting pressure to have sex rose sharply as well.

Specialists attributed the decline in teen sex to a variety of factors, including fear of AIDS, more widespread sex education and changes in society's moral values.

One of those who linked changes in teen-age sexual activity to more emphatic moral standards in U.S. society was William Galston, a professor of public policy at the University of Maryland and board member of the National Campaign Against Teen Pregnancy. "There has been an important cultural shift in the last 10 years, relegitimizing the possibility of some moral judgments," he said.

Albright's Talks With Russians Yield No Progress on NATO (Moscow) By Tyler Marshall (c) 1997, Los Angeles Times

MOSCOW Secretary of State Madeleine Albright talked for 2 1/2 hours with Russian leaders here Thursday but came away with few signs of progress in the tortuous process of coaxing Moscow into a new formal relationship with NATO.

After two meetings with Russian Foreign Minister Yevgeny M. Primakov and a 20-minute telephone call with President Boris N. Yeltsin, who was vacationing outside Moscow, Albright told reporters "we may have somewhat narrowed the differences" but then acknowledged that "we still have some ways to go."

Senior administration officials traveling with Albright made it clear the pace of negotiations will have to accelerate if a charter formalizing relations between Russia and the NATO alliance is to be signed by Yeltsin, President Clinton and other alliance leaders as hoped later this month in Paris.

Establishing a formal relationship between Russia and NATO is considered vital to prevent Moscow from being squeezed out of a rapidly evolving new security order for Europe, one that will offer many of Russia's former allies but not Russia itself membership in an expanded organization.

Enlarging the alliance deep into Central Europe stands as the premier foreign policy initiative of the Clinton presidency. While it marks the fulfillment of long-nurtured dreams for countries such as Poland, Hungary and the Czech Republic, trapped behind the Iron Curtain for nearly half a century, enlargement is viewed as an aggressive act in Moscow.

For many, a successfully negotiated charter is essential to keeping Moscow engaged despite its strenuous opposition to alliance enlargement.

So far, four of the charter's five sections are reportedly agreed upon, including one establishing a permanent NATO-Russia council at alliance headquarters in Brussels that will give Moscow a voice albeit not a veto on a range of regional security matters.

However, a fifth section, dealing purely with the military aspects of NATO's enlargement, has become a serious sticking point, with Russia insisting on conditions, including permanent guarantees that no nuclear or additional conventional forces will be moved into new member countries. One of these countries, Poland, borders the Russian enclave of Kaliningrad.

NATO has issued unilateral statements declaring that it has "no intent, no plan, and no reason" to deploy nuclear weapons in new member states and also that it would not station substantial new combat forces under existing circumstances. But it has refused to be tied to anything more binding.

Thursday's talks made only limited progress in bridging these differences.

"We mainly dealt with formulation of problems that need to be resolved, and our experts are working on specific solutions to those problems," Primakov said.

Despite the lack of headway Thursday, there were hints that there could be enough political will in Moscow to agree with the West in time to sign the charter as planned.

Albright said that during her telephone conversation with Yeltsin, the Russian leader encouraged both sides "to move in our negotiations."

The Washington Times

http://www.washtimes.com

WASHINGTON, D.C., FRIDAY, MAY 2, 1997

PHONE: (202) 636-3000
SUBSCRIBER SERVICE: (202) 636-3333 25

Details of devil balanced budget GOP and Clinton have tax-cut spat

By Patricia Hill
THE WASHINGTON TIMES

The White House and Republicans were within inches of a balanced-budget accord yesterday, but lingering disputes over tax cuts and President Clinton's health and welfare initiatives prevented them from clinching the deal.

The tentative agreement outlined by party leaders in caucuses with the rank and file would cut taxes by \$135 billion over five years while shaving \$115 billion from Medicare's growth and capping the growth of Medicaid to achieve about \$25 billion in savings.

All sides agreed in principle to include a cut in capital-gains taxes, doubling of the \$600,000 estate-tax exemption, Mr. Clinton's educational-tax credit and a phased-in \$500 tax credit for families with children. The cuts would be partially offset by \$55 billion in higher airport and other taxes.

While some predicted a final deal as early as today, the negotiations got hung up when the White House and congressional Democrats demanded agreement on the details of the tax cuts — which could take another week to negotiate. They cited fears that the GOP will pass tax cuts that "explode the deficit" after 2002, when the budget is supposed to be balanced. Republicans want to let the tax-writing committees work out the details.

"I can't believe the president would blow up the agreement by insisting on the explicit tax provisions," House Ways and Means Committee Chairman Bill Archer told The Washington Times after

see BUDGET, page A13

Labor buries Tories in Britain



Before the landslide: Labor Party leader Tony Blair and wife Cherie are joined by their children — Ewan, Nicky and Kathryn — after voting yesterday.

New prime minister, Clinton likely to 'get on pretty well'

By Martin Siefert
THE WASHINGTON TIMES

Tony Blair can look forward to a red-carpet welcome at the White House when, as Britain's new prime minister, he first visits Washington to polish up the two nations' tarnished "special relationship."

NEWS ANALYSIS

And the man who has been nicknamed "the British Clinton" can bring along his much-touted skill on the acoustic guitar to accom-

pany President Clinton on the saxophone.

But if the similarities of personal and political styles foreshadow improved relations between the two governments, few analysts expect major policy changes on either side of the Atlantic.

"Clinton and Blair look set to get on pretty well," said David Cox of George Washington University. "Blair has essentially modeled his campaign and his public personality on Clinton."

Mr. Blair last night brought his party back from a generation in

the political wilderness and four successive election defeats. He did it in part by tapping the advice of Clinton campaign veterans including former presidential adviser George Stephanopoulos.

Mr. Clinton clearly enjoys being a role model for Britain's Labor leader. When Mr. Blair visited Washington a year ago, the president welcomed him warmly.

Both men are baby boomers and political pragmatists who shepherded long-demoralized political parties back to power. Both incurred the enmity of ideological

extremists for doing so.

The difficulties Jesse Jackson gave Mr. Clinton in 1992 were paralleled by the angry denunciations that miners' leader Arthur Scargill and extremist actress Vanessa Redgrave now pour on Mr. Blair's head.

Both attend church regularly. But where Mr. Clinton's critics charge he goes for the atmosphere and the political value, Mr. Blair is a deeply religious man whose Christian views deeply color his

see BLAIR, page A16

Exit polls put margin of victory at 18 percent

By Ben Barber
THE WASHINGTON TIMES

LONDON — A historic electoral landslide yesterday propelled Labor Party candidate Tony Blair into the prime minister's office and ended the 18-year reign of Conservatives in Britain, exit polls and early returns showed.

In power since Margaret Thatcher ousted the last Labor government in 1979, the Conservatives were battered by divisions over Britain's future role in Europe and a widespread sense they had simply been around too long.

Exit polls after voting booths closed at 10 p.m. projected a 47 percent win for Labor vs. 29 percent for the Conservatives, led by Prime Minister John Major.

Labor won the first 20 districts to declare winners.

"It is clear from these first results and from exit polls there is going to be a Labor government in this country," said George Robertson, a Labor winner in Scotland.

Treasury chief Kenneth Clarke accepted that the Conservatives had lost. "We do need to get back together as a sensible, united party," Mr. Clarke said.

Mr. Blair emerged from his northern England home just before midnight to greet supporters. He did not claim victory, but he and his wife smiled broadly with optimism.

Labor, which has followed the lead of Bill Clinton's Democrats by moving toward the center and abandoning its leftist ideas, would have as much as a 171-seat majority in the 659-seat House of Commons, the BBC said.

Mr. Blair, 43, will become the youngest prime minister since

see LABOR, page A16

Liberals outraged at proposal for tax cuts

By Nancy E. Roman
THE WASHINGTON TIMES

Democratic divisions were on display on Capitol Hill yesterday as House Minority Leader Richard A. Gephardt led a chorus of liberal Democrats railing against the proposed balanced-budget deal President Clinton struck with GOP congressional leaders.

Some 110 House Democrats, led by Rep. Rosa DeLauro of Connecticut, fired off a letter to Mr. Clinton urging him not to support the tax cuts that reportedly are part of the deal.

"Administration officials have assured us that your goal is to reach a budget agreement that will have the support of a majority of the Democratic Caucus," they wrote. "A budget deal which includes these back-loaded tax cuts is a budget that will not meet that goal."

But several conservative House Democrats applauded the proposal, and Senate Minority Leader Tom Daschle of South Dakota, after some harsh criticism, softened his stance.

Mr. Daschle began the day saying the plan would cut public investments to pay for tax cuts and declaring he was "not prepared to commit to an excessive degree of bailout for the wealthy at the expense of children."

After a midday visit to the White House, Mr. Daschle said he was prepared to back the deal. "On the basis of what has been explained to me, I would support it," he said. "I'm encouraged, but I want to see the details."

There appear to be more than enough conservative Democrats in both chambers to seal the deal to cut taxes by \$140 billion over five years and reduce the cost-of-living increases for Social Security recipients. The plan includes ex-

see LIBERALS, page A13



Parental pledge: Patsy and John Ramsey use an interview yesterday to vow that "we will find you," referring to the killer of 6-year-old JonBenet.

Ramseys hold surprise interview to say they did not kill JonBenet

By Valerie Richardson
THE WASHINGTON TIMES

DENVER — In their first interview with reporters since days after their daughter's death, John and Patricia Ramsey yesterday declared they are innocent of JonBenet's murder and criticized Boulder authorities for failing to pursue other suspects.

"I did not kill my daughter JonBenet," Mr. Ramsey told seven selected news reporters during a secret meeting at an undisclosed hotel in the Boulder area. "I will miss her dearly for the rest of my life." Their comments were recorded and later televised.

As for rumors that their child, a beauty queen, may have been mo-

Criticize police, offer big reward

tested by a family member, Mr. Ramsey said, "I can tell you those were the most hurtful innuendoes to us as a family. They are totally false."

He urged Boulder police to stop focusing the investigation on him and his wife in order to develop other leads in the 4-month-old murder probe. His 6-year-old daughter was found strangled, beaten and possibly sexually assaulted Dec. 26 in the basement of the family's luxurious Boulder home.

"Any time spent looking at us is time wasted," Mr. Ramsey continued. "That's why we brought in our own investigative team."

The surprise meeting comes after a week in which the reclusive couple suddenly began courting the media in an apparent effort to rehabilitate their damaged reputations. In a heated exchange of letters with Boulder police last week, the Ramseys accused authorities of a "cowardly smear campaign" that included canceling two scheduled meetings and then blaming it on the couple.

The much-anticipated interview finally took place Wednesday at

see RAMSEYS, page A12

Sexual activity drops among teen-age girls

Rate in survey had risen steadily since '70

By Cheryl Weitzstein
THE WASHINGTON TIMES

The percentage of teen-age girls who have had sexual intercourse fell from 55 percent in 1990 to 50 percent in 1995, the first decline in more than two decades, a national survey shows.

"We welcome the news that the long-term increase in teen-age sexual activity may finally have stopped," Donna E. Shalala, the secretary of health and human services, said in a speech in California yesterday.

But the findings of the National Survey of Family Growth (NSFG) should not "fill us into doing less," she said. "We need to change the cultural messages that have been accepted too long."

As if on cue, officials and allies of the National Campaign to Prevent Teen Pregnancy will kick off the campaign this morning at a

Later today, leaders of 12 exemplary programs chosen by the campaign will be feted at a White House reception with first lady Hillary Rodham Clinton.

Among the 12 programs are the Best Friends Foundation, the Planned Parenthood Federation of America, Black Entertainment Television, the National Fatherhood Initiative and the Grady Teen Services Program of Atlanta.

Yesterday, HHS released some of the findings of the 1995 family survey, which is conducted roughly every five years by the National Center for Health Statistics.

The complete survey, which is based on 10,847 interviews in homes of females ages 15 to 44, will be released this month.

Previous NSFG figures showed a steady increase in sexual activity of girls ages 15 to 19. In 1970, 29 percent of teens said they had had

see TEENS, page A16

INSIDE

Friday, May 2, 1997
Volume 16, Number 122
6 Sections, 150 Pages

FRIDAY Home Guide

BIGGEST HOME GUIDE — Today's edition of the Friday Home Guide is the largest ever — 64 pages for home hunters. Section F

AutoWeek / E1-12	MetroTimes / C1-24
Belway / A8	Movies / C19-21
Business / B7-12	Nation / A3-15
Classified / D1-5	Obituaries / C10
Comics / D6	Politics / A11
Commentary / A20	Prudent / A4
Culture, etc. / A2	Sports / B1-6
Daybook / A10	Stocks / B10-11
Editorials / A22	Television / C22-23
HomeGuide / F1-64	Weather / B12
Lotteries / C3	World / A17-19

02803 87040 7

Rules weren't enough to protect battered boy

Monitoring ended before worst abuses

By Arlo Wagner
THE WASHINGTON TIMES

Child care officials followed all the rules to ensure the safety of 5-year-old Richard Holmes and had no warning that he would be bitten, gagged, bound and chain-locked in his room 22 hours a day, investigators said yesterday.

All those cruelties occurred after officials monitored Richard in his new home for six months last year, five investigators told reporters after a week of reviewing Richard's life and treatment in foster homes and county custody.

In December, child welfare workers, relatives, lawyers and juvenile court Judge Lee Sistler agreed that Richard would probably be OK and closed the case, allowing the boy to continue living in a Germantown apartment with his father and his father's girl-

On April 17, the father, Alan Lee Holmes, 27, and girlfriend, Alba Ingrid Scarpelli, 31, were jailed in lieu of \$500,000 bond on charges of abusing Richard. Miss Scarpelli is also charged with allowing Richard's half-sister to pound him with a hammer.

"There was absolutely nothing in this case that I could say... that what happened to this child was going to happen," said Daryl Plevy, a lawyer in Montgomery County's Department of Health and Human Services.

The Washington Times learned that Holmes and Miss Scarpelli "rigorously" attended weekly counseling and parenting sessions in their quest to pass the monitoring program and have Richard assigned to them.

County Executive Douglas M. Duncan last week ordered an investigation of the manner in which

see BOY, page A24

House Passes Financing Bill After Rebels Win Points

By ERIC SCHMITT

WASHINGTON, May 1 — The House approved the financing for its 18 committees in the 105th Congress today, but only after a group of Republican renegades had wrung several unrelated concessions from Speaker Newt Gingrich.

Many of the 11 rebellious conservative Republicans said that over the past month they had won promises to freeze some legislative spending and to refocus their leaders' efforts to cut taxes, balance the budget and overhaul entitlement programs.

"The old Contract With America feeling is back," said Representative Lindsey Graham of South Carolina, one of the renegades.

The rebels embarrassed Mr. Gingrich in late March when they joined House Democrats and stalled a bill that would have paid for an investigation into White House and Democratic campaign fund-raising.

While the House approved the inquiry's financing the very next day, lawmakers were forced to adopt a 30-day stopgap measure, which would have expired on Friday, to allow committees to continue their business while Mr. Gingrich negotiated with the insurgents.

The lawmakers decided to pick a fight over the financing measure because they saw it as the last straw in a move away from the principles that catapulted Republicans to control of Congress in 1994.

"That first 'No' vote was not just about committee funding, it was about drift in the party," Mr. Graham said. "Since that last vote, we've seen a newly energized leadership."

The immediate issue today was approval of a \$149.9 million measure to pay for the operations of 18 House committees over the next two years. That is a 4 percent increase over the levels in last Congress.

But the overall increase is actually 13 percent when the measure is combined with the \$20 million approved for the House Government Reform and Oversight Committee, the panel conducting the fund-raising inquiry, and \$7.9 million for a special reserve fund that could be used for the investigation. The committee received \$13.5 million in the 104th Congress and there was no reserve fund then.

The measure was approved today, 262 to 157, with all but one of the rebels, Representative Mark W. Neumann of Wisconsin, and 52 Democrats, voting for it.

Nine Republicans, including Representative Mike Pappas of New Jersey, voted against it.

A spokesman for Mr. Pappas, Sean Spicer, said, "While the people of New Jersey continue to work harder, it's not appropriate to be spending more money on Congress."

The measure emerged with only marginal changes. Republican leaders agreed to trim \$550,000 and change certain financing rules.

But Mr. Gingrich also promised the rebels to freeze the allocation to the House subcommittee that finances several agencies under the auspices of Congress, including the Library of Congress, Government Printing Office and Botanic Garden. The 1998 fiscal year level would remain at \$2.2 billion. Because this would require Senate consent, it was unclear today how Mr. Gingrich would fulfill his pledge.

Check Counterfeiters Enter Computer Age

WASHINGTON, May 1 (AP) — A fast-growing, computerized corps of check counterfeiters is stealing billions of dollars with phony checks — many times what bank robbers steal with guns, the Federal authorities warned today.

The Secret Service and F.B.I. told a Congressional subcommittee that counterfeit checks were thriving.

"Over 1.2 million worthless checks are accepted for payment every day," said Chuck Owens, the financial crimes section chief at the F.B.I. That is fewer than 1 percent of the 180 million written daily but enough to amount to an expensive problem.

Its cause lies in the rapid spread of personal computers and desk-top publishing. A decade ago, producing convincing counterfeit checks required offset printing equipment and a fair degree of skill. Now, all that is needed is a laser scanner to capture an original check, a personal computer to alter the data and a quality laser printer. Total cost of the equipment is less than \$5,000.

Sex Activity By Youths Is on Decline

WASHINGTON, May 1 (Reuters) — The proportion of American teenagers who have had sexual intercourse at least once has dropped for the first time in more than 20 years, the Government reported today.

The finding came from two surveys, both using 1995 data.

One of them found that 50 percent of girls 15 to 19 years of age had had sex, a drop of five percentage points since that survey was last taken, in 1990.

A separate but similar study found a five-percentage-point drop as well among boys in that age group: 55 percent had experienced intercourse, compared with 60 percent in 1988.

The decline follows a long period in which teen-age sexual activity rose relentlessly. When the survey on girls, which is taken every five years, was first adopted in 1970, only 29 percent reported having had sex.

The new survey on girls' sexual activity was part of a larger study, scheduled for release later in May, on childbearing and family planning. The study was carried out by the National Center for Health Statistics.

The data on teen-age boys were collected separately, in a study sponsored by the National Institute of Child Health and Human Development.

"We welcome the news that the long-term increase in teen-age sexual activity may finally have stopped," said Donna E. Shalala, the Secretary of Health and Human Services, who called for further efforts to "change the cultural messages that have been accepted too long" about teen-age sex.

The survey on girls also found that more of them were likely to use birth control the first time they had sex: three of four had used contraception the first time, compared with about 64 percent found doing so in surveys in the late 1980's.

Much of the increase is due to more condom use, the new study found.

Dr. Shalala said the decreasing sexual activity and greater use of contraception might be responsible for the leveling off and recent decline in the teen-age birth rate. The latest data, through June 1996, show that this decline has continued.

The New York Times

FRIDAY, MAY 2, 1997

Government Finds Racial Bias On Corps of Engineers Dredge

By KEVIN SACK

MEMPHIS, May 1 — An investigation by the Department of Defense has concluded that black deckhands on a Mississippi River dredge operated here by the United States Army Corps of Engineers have for years endured racial slurs and discriminatory personnel practices by white authorities on the boat.

One of the black workers, Randy C. Galloway, said in an interview today that conditions on the dredge, known as the Hurley, were "modern-day slavery." Mr. Galloway, 41, who has 10 years with the corps, added, "All they wanted blacks to do was make their beds, cook their food and clean their toilets and walkways."

Another black worker, Chancey Wilson, a 42-year-old deckhand leader with 17 years' corps experience, said, "They wanted you just to be a houseboy."

The finding of discrimination, which was made public this week, is the second such judgment against the Army Corps of Engineers this year. In February, the corps agreed to pay \$800,000 in damages and to revise its personnel policies to settle a racial discrimination case brought by black workers in Pittsburgh.

Officials with the corps said today that they did not believe that discrimination was endemic in the agency.

"I don't think there's as much concern that it is a recurring problem as there is in making sure that it doesn't become a recurring problem," said Homer H. Perkins, a spokesman for the corps in Washington.

In the Memphis case, investigators took particular issue with the decision by officers last year to promote the only black employee on the dredge who had not recently filed a discrimination complaint against them. A second black man, who had filed a discrimination complaint, was also promoted last year. But the investigators concluded that his promotion was apparently designed "as a shield against a possible finding of discrimination."

The two men who were promoted

became the first blacks in the 64-year-history of the Hurley and its predecessor boat, the Burgess, to be moved from seasonal work to full-year status. The full-year jobs are coveted because they carry higher salaries, a guarantee of year-round employment and faster advancement toward eligibility for retirement benefits.

The Hurley, a five-story, 300-foot-long vessel, dredges mud from the Mississippi River bottom during a shallow-water season that usually stretches from late spring into the fall. During the season, the dredge operates from Cape Girardeau, Mo., to just north of Baton Rouge, La. In the off-season, it docks in Memphis and full-year employees spend their time maintaining the boat.

Last year, after the two black men were promoted, the Hurley carried a staff of 22 full-year employees and 25 seasonal employees. Most of the seasonal workers are black, while all but the two recently promoted full-year employees are white.

Several black dredge workers said that on the Burgess, which was used until 1993, sleeping quarters, bathrooms and mess halls were segregated by race. While white workers were assigned semiprivate quarters in the front of the boat, blacks slept 10 to 12 to a room in the aft. The Defense Department investigation did not address that complaint.

The report, which was filed by the Office of Complaint Investigations in the Defense Department, found that the environment on the Hurley was "permeated with malicious and reckless indifference toward African-American employees."

While saying that black employees who testified in the case may have exaggerated the pervasiveness of racial slurs, the investigators concluded that "the evidence clearly shows white managers used racially charged language" and that they "stifled the progress of African-American employees." The Hurley's captain, Jimmy Nation, "either condoned or ignored discriminatory behavior," the report states.

The report found that white workers regularly used racial epithets to refer to black counterparts in their presence. It also said that white workers told racist jokes on the boat.

Regarding the promotion of David Woods, the black worker who did not file a discrimination complaint, the report concluded that "retaliation such as this is especially egregious since it sends a chilling message to the complainants and others that speaking out against employment discrimination is unacceptable."

The report also found that Mr. Nation had awarded a significant promotion in 1994 to Roger D. Conrad, a white officer who had "exhibited alcohol problems for an extended period of time while occupying a position in the pilot house." The investigators found that Mr. Conrad was "an abusive supervisor prone to berate African-American employees by using harsh and unmistakably racist terms."

The bottom line, they concluded, is that "Mr. Nation placed his trust in an individual with a known alcohol abuse problem but lacked confidence any African-American employee could handle such responsibility."

Alvin C.W. Ellis, counsel to the Memphis district of the Corps of Engineers, said Mr. Conrad had resigned from the Corps last year. He said that the corps was studying the investigative report and that no employees of the Hurley had been disciplined thus far.

Officials with the Corps of Engineers and the National Federation of Federal Employees, the union representing the black workers, agreed that the language in the investigative report was unusually strong.

"This is the agency investigating itself, and you just don't see reports like this come down that often," said Clark D. King, president of Local 259 of the Federal employees union.

The report recommends that the corps provide an "appropriate remedy." The black workers are seeking hundreds of thousands of dollars in compensation, training that would qualify them for advancement, and punishment of white officers who have discriminated.

On Wednesday, the corps began discussing a possible settlement of the case with Joshua A. Bowers, a lawyer for the black workers.

"The offer was not serious," Mr. Bowers said. "In fact, it was outrageous."

If a settlement cannot be reached, Mr. Bowers said he was likely to take the case to Federal court.

The New York Times

FRIDAY, MAY 2, 1997

Teenagers Less Sexually Active in U.S.

Surveys Also Show More Using Condoms

A1 By Barbara Vobejda
and Judith Havemann
Washington Post Staff Writers

After climbing steadily for more than two decades, sexual activity among American teenagers has declined, the first drop since the federal government began tracking the information in 1970, according to a new government survey released yesterday.

Among girls aged 15 to 19, the proportion who reported having had sexual intercourse had fallen to 50 percent in 1995 from 55 percent in 1990, the last time the study was conducted. A separate federal study showed the figure for boys had dropped to 55 percent in 1995 from 60 percent in 1988.

The national studies also found that those teenagers who are sexually active are more likely to use contraceptives than they were in the past, and condom use has increased most dramatically.

Those two changes—fewer teenagers having sex and better contraceptive use among those who are—explain why the birth rate among teenagers has fallen since 1991, researchers said.

"We welcome the news that the long-term increase in teenage sexual activity may finally have stopped," Health and Human Services Secretary Donna E. Shalala said in a statement.

While researchers cautioned that teenage birth rates in this country remain disturbingly high, they also said the new studies show young

See TEENAGERS, A12, Col. 1

TEENAGERS, From A1

people are responding to programs urging them to delay sex and take steps to avoid pregnancy and AIDS.

That message is now a common ingredient in sex education courses, AIDS awareness programs and other community efforts aimed at reducing teenage sexual activity and births. Many of these programs offer information on both contraception and safe sex, as well as teaching young people how to resist peer pressure to become sexually active.

"I think it is easier for young people to refuse to become sexually involved," said Marion Howard, co-author of a program used in the Atlanta public schools that trains and hires older teenagers to help younger students postpone sex.

"The word about HIV and AIDS has gotten out, and that's contributed" to the decline in sexual activity, she said. "And there's been a willingness of adults to begin to acknowledge that young people are sexual human beings and they need to talk to them."

The National Center for Health Statistics, which conducted the survey of young women, also found that use of condoms had tripled since the 1970s. The proportion of young women saying they had used condoms the first time they had intercourse went from 18 percent two decades ago to 54 percent in the 1990s.

Researchers have known for several years that teenage births were declining—a trend that first appeared in 1991—but they did not know if it was because young people were having

less sex, improving their use of contraceptives or having more abortions.

The new figures, combined with

*"I think it is easier
for young people to
refuse to become
sexually involved."*

— educator Marion Howard

studies showing that abortion rates have declined among teenagers, provide the answer.

"Something is turning around here," said Isabel V. Sawhill, a senior fellow at the Urban Institute, "but we

still have the highest teen pregnancy rate in the industrialized world."

The new figures were released as a group of civic leaders, politicians, and researchers, including Sawhill, launched a far-reaching effort known as the National Campaign to Prevent Teen Pregnancy. The group, which has as its goal to reduce teenage pregnancy rates by one-third over the next eight years, is holding a series of events in Washington this week, including a White House reception today hosted by first lady Hillary Rodham Clinton.

The organization was initiated last year at the prompting of President Clinton and is now raising private funds to support research into which programs work, and to enlist the help of the media in changing the messages going out to young people and support

local programs across the country aimed at reducing teenage pregnancy.

Among the programs cited by the campaign is one in Tillamook, Ore., where the community offered birth control at the local health department, sex education focusing on abstinence in the schools, strong programs for teenagers in the churches, more after-school activities for girls at the YMCA, a teenage center and other educational activities.

The county, on the Oregon coast just south of the Washington border, had the second highest teenage pregnancy rate in the state in the 1980s, and after instituting the programs, the lowest. But since then, the rate has risen again, as some efforts slackened off, and the community is gearing up to attack the problem again.

Fifteen-year-old Emmalea Trent, a high school freshman in the area, said she was influenced by all the messages she's heard about teenage pregnancy. "I'm afraid to go out and do it because I don't want to get pregnant," she said.

But the story of Jasmine Meltzer underscores the complexities of getting that message through to all teenagers. At 14, she is the mother of an 11-month-old son, Austin. The daughter of a registered nurse and construction worker, Jasmine became sexually active at 11, pregnant at 13, and now, as a high school freshman, she lives at home and supports her son with child support checks from the child's 18-year-old father, who is in the Army.

"I always used birth control," she said, "but the one time I didn't, I got pregnant. It was really dumb."

The Washington Post

FRIDAY, MAY 2, 1997

In Bosnia, a Dubious Peace Process

Karadzic's Power Symbolizes Weakness in Pressing Balkan Accords

A1 By Michael Dobbs
Washington Post Staff Writer

Virtually every day, an easily recognizable figure with an unruly pompadour of gray hair reports to work at his political headquarters in Pale, capital of the Bosnian Serb minstate. U.S. officials say they are in no doubt that Radovan Karadzic, an indicted war criminal, is effectively calling the shots in the Serbian half of Bosnia more than eight months after an American-brokered agreement supposedly stripped him of all power.

The continuing influence of Karadzic and others wanted for war crimes is turning into a major headache for the Clinton administration as it searches for ways to make good on its commitment to withdraw 8,600 U.S. peacekeeping troops from Bosnia by the middle of 1998 without reigniting Europe's worst conflagration since World War II. Balkan experts in the administration and elsewhere agree that the goal of a self-sustaining peace in Bosnia will remain illusory as long as people like Karadzic stand in the way of even a minimal reintegration of the country.

While the war criminals issue is only one of several examples of non-compliance with the 1995 Dayton Peace Accords, it has become a symbol of a much larger problem. In purely military terms, the Bosnia operation has been a huge success, with scarcely any casualties to NATO troops. But the prospects for long-term peace in Bosnia seem dubious as long as the economic reconstruction of the country and the fate of more than a million refugees are held hostage to the ambitions of the politicians who plunged the country into war.

Critics, both inside and outside the administration, complain of an

See POLICY, A25, Col. 1

POLICY, From A1

atmosphere of drift that has resulted in widespread noncompliance with the political provisions of Dayton. At the same time, pressure is growing in Congress for a unilateral pullout of U.S. troops from Bosnia, with a bipartisan group of lawmakers led by Rep. John R. Kasich (R-Ohio) proposing to cut off funding by the end of this year.

The critics have recently obtained new ammunition in the form of a gloomy assessment by the General Accounting Office, the investigative arm of Congress, which concludes that hardly any of the major political and economic components of Dayton have been implemented.

The draft report, based on GAO visits to Bosnia in July and December and on interviews with U.S. and European officials, says that while the shooting has stopped the Dayton accord signatories have refused to carry out most of its provisions.

As a result, according to the GAO, "many western observers" said some international peacekeeping force probably will be needed there "for many years." That conclusion is beginning to gain some currency within the Clinton administration, according to senior officials, despite Secretary of Defense William S. Cohen's insistence that U.S. troops will pull out of Bosnia next year whatever the consequences.

"There is a growing sense of pessimism, both within the international bureaucracy and the U.S. bureaucracy, that this is not working out," said Morton Abramowitz, president of the Carnegie Foundation for International Peace and a former intelligence chief at the State Department. "There has been a loss of high-level concentration on Bosnia. The zest has gone out, and political concerns have crept in."

In the absence of an energetic lead from the White House, squabbles have broken out between the Pentagon and the State Department over the extent to which U.S. troops should get involved in catching war criminals and otherwise implementing the Dayton accords. Many officials in the State Department were dismayed when Cohen issued his pull-out deadline earlier this year.

If Bosnians want to "go back to slaughtering each other," that will be "up to them," Cohen told reporters on a trip to Europe. According to the GAO assessment, that is the outcome to be expected if all troops are withdrawn.

The struggle to shape Bosnia policy is emerging as a test of the credibility and political skills of Secretary of State Madeleine K. Albright, who was one of the leading proponents of forceful western intervention to end the 3½-year Bosnian war in her previous job as U.S. ambassador to the United Nations. Self-proclaimed admirers of Albright are watching her very closely to see if, in the words of a colleague, "she can wrestle Cohen back onto the reservation."

Although much of the sniping is taking place in private, some of it has surfaced in public. In a letter published in the policy journal *Foreign Affairs*, former Bosnia peace negotiator Richard C. Holbrooke complained that the Defense Department's "reluctance to go beyond a rather narrow definition of its role and mandate" had reduced the chances of a successful reconstruction effort in Bosnia. He added that the military's "continuing refusal to even consider, let alone attempt, the arrest of Radovan Karadzic or any other indicted war criminal has . . . given strength to the [Serb] separatist cause."

Last July, Holbrooke negotiated an agreement with the Bosnian Serbs under which Karadzic would give up his political posts and retire completely from public life. While Karadzic did step down from his position as president of the Bosnian Serb republic, U.S. officials now concede that, behind the scenes, he continues to pull the strings. In recent weeks,

he appears to have consolidated his position, winning a power struggle with his nominal successor, Biljana Plavsic.

While sharing Holbrooke's frustration over the failure to arrest war criminals, a former State Department colleague described Holbrooke's letter to Foreign Affairs as "self-serving." He traced the present impasse back to inherent flaws in the Dayton agreement itself, which was negotiated by Holbrooke and sought to reconcile two fundamentally irreconcilable visions of Bosnia's future. The Serbs regarded the agreement as tantamount to western recognition of their own minstate, while the Muslims saw it as a blueprint for a reunified country.

State Department officials have paid tribute to the military for going out of its way to assist the civilian authorities with certain aspects of Dayton implementation. The most frequently cited example are last summer's Bosnia-wide elections, which NATO troops rescued by transporting ballot boxes, guarding polling stations and providing other support.

However, to the great frustration of most Bosnia experts in the State Department, the military has missed several easy opportunities to grab Karadzic. As a result, in the words of one Bosnia negotiator, "he has become a walking symbol to the rest of the region that you can defy NATO and get away with it."

NATO and U.S. officials in the past two months have talked vaguely of plans to form special police squads to arrest Bosnian war criminals, but nothing has come of it.

State Department officials and western diplomats say that Albright's thinking on Bosnia is still unclear. The clearest evidence of her approach has come with the appointment of one of the State Department's top trouble-shooters, Robert S. Gelbard, to take over from John Kornblum as the administration's Bosnia point man.

Some Bosnia experts in the administration interpret the appointment as a sign that Albright favors an activist approach, because Gelbard is regarded as a tough, results-oriented diplomat, in the Holbrooke mode, who is ready to make a few enemies in order to get the job done. "You don't choose Bob Gelbard for such a job if your preferred option is just to muddle through," said a State Department official.

Staff writer Thomas W. Lippman contributed to this report.

FOR MORE INFORMATION

For key texts from the mission in Bosnia, including the Dayton Peace Accords and war crimes indictments against Bosnian Serb leaders, click on the above symbol on the front page of The Post's Web site at www.washingtonpost.com

The Washington Post

FRIDAY, MAY 2, 1997

JUDY MANN

An Overdue Battle Against Teen Pregnancy

About 45 percent of all first births in this country are occurring to women who are unmarried or teenagers or lacking a high school diploma. Today, three-quarters of births to teenage mothers occur outside marriage—up from 15 percent 30 years ago.

These alarming trends have led to the formation of the private, bipartisan, foundation-supported National Campaign to Prevent Teen Pregnancy. Its mission is to help break the cycle of children having children, which costs all of us a bundle. Advocates for Youth estimated that U.S. taxpayers spent about \$30 billion in 1991 to support families started by teenage mothers.

That doesn't take into account the costs to the teenage mothers when their educations are abruptly cut short or the sorry prospects for their children who start off life dogged by every disadvantage you can imagine.

The campaign is being chaired by Thomas H. Kean, former Republican governor of New Jersey and the president of Drew University, and it has a national board of heavy hitters. Its president is Isabel V. Sawhill, an economist and senior fellow at the Urban Institute.

"The feminist revolution is playing out in rather perverse ways for this youngest age group," she says. "It freed girls and women to behave more like boys and men," and that included giving them more sexual freedom. "At the same time, what happened is men no longer feel as responsible to protect young girls from harm or to marry them if they get pregnant. One of the unintended consequences has been a dramatic increase in sexual activity among teens. Often men and boys are pressuring young girls, and girls no longer have the support of society and the old-fashioned set of norms to protect them."

The campaign's message is sharply focused: Teenage pregnancy is wrong. There are too few national leaders willing to articulate this message clearly, forcefully and repeatedly, and too few willing to enlist the media, the business community, religious institutions and schools in broad and deep efforts to create a sea change in our cultural and social attitudes toward this devastating problem. The campaign intends to fill this void.

Sawhill doesn't pull any punches. She knows that some ethnic and racial communities see teenage pregnancy as a source of joy. She knows the

campaign, to be effective, will have to walk a fine line between changing cultural norms about what is socially desirable and what is the real life of many young mothers. Given the education and skills needed to keep up with modern society, teenage motherhood doesn't work. "You need much more than you needed in the past, and much more than in other countries where some immigrant groups have come from," she says.

One of the campaign's goals is to get past the polarizing debate over whether programs should teach abstinence or better contraceptive use as the best way to prevent teenage pregnancy. "We don't think the research or expertise that exists around this issue shows that one approach is definitely superior to another," Sawhill says. "What's right for one young person isn't going to be right for another."

"It's a very unproductive debate. Both are right. We don't need just one; we need all of the above. You wouldn't want to go into a war with just one type of ammunition, and you don't want to go into this war armed with just one approach."

One point the campaign is going to emphasize is that teenagers are not a homogeneous group. People, Sawhill says, "forget that a 13-year-old and a 19-year-old are at very different stages of development and have different capabilities for handling sexual and contraceptive behavior."

The problem of teenage pregnancy has for too long been relegated to "a hardy band of very committed people in the reproductive rights and health fields," Sawhill says. "We need to convince people this is a social problem of huge magnitude. . . . This casts a very long and dark shadow on the entire future of the country. I don't think we can leave this issue for just a small group to discuss."

The campaign's goal is to reduce the teenage pregnancy rate by one-third by 2005. Part of the strategy is to lead a national discussion on teenage pregnancy and the role of religion, culture and public values in identifying common grounds to address the calamity. For far too long, we've had a lot of adults shouting dogmatic "solutions" at each other while, each year, a million teenagers get pregnant and we don't seem to be able to prevent it. A campaign that takes the problem to all of the institutions and sectors of society that can help is long overdue and deserves widespread support.

The Washington Post

FRIDAY, MAY 2, 1997

History's Matter Of Truth

In the seconds it takes to utter a few words, a living person—Fuzzy Zoeller, say—can become a symbol so powerful that it obscures all else that person has said or done.

Notables who've been dead for a century haven't a prayer of sidestepping symbolism.

The ongoing drama of the women's suffrage statue got me thinking this way. After a four-year fight, a coalition of women's groups in September got Congress to agree to move a statue of three 19th century suffragists into the Capitol Rotunda. A month later, C. Delores Tucker, leader of the National Political Congress of Black Women, decried the statue's exclusion of Sojourner Truth, the great feminist abolitionist.

Now, the mostly white Women's Suffrage Statue Campaign says that Truth should be "fully honored," possibly with a separate statue, after the suffragist statue's installation, which could be as soon as next week. But Tucker and her supporters—bolstered by a bill introduced to Congress yesterday by Rep. Cynthia McKinney (D-Ga.)—would postpone the suffragist statue's move.

Insists Tucker: "No statue without Sojourner Truth can truly represent the suffragist movement."

Of the many questions raised, one for me stood out:

Who, really, was Sojourner Truth?

It's hard to wrap flesh, blood and meaning around long-dead heroes. It's even harder to explain why it's important that we try.

Though she's at least as well known as the embattled statue's subjects—Susan B. Anthony, Elizabeth Cady Stanton and Lucretia Mott—Truth's true self remains unclear. Was she the fierce, powerful ex-slave who asked, "Ar'n't I a woman?" The bespectacled black women's rights activist who also supported white feminists of her era? The orator so imposing that some doubted she *was* a woman—until she angrily bared a breast, mortifying them?

Today, Truth is primarily a
See BRITT, B6, Col. 5

BRITT, From B1

symbol: of black women's strength, independence—and rage.

"The symbolic Sojourner Truth is the militant Sojourner Truth," says Nell Irvin Painter, a Princeton University history professor and author of the recent biography "Sojourner Truth: A Life, A Symbol."

"But in the obituaries that appeared after her death [in 1883], one word kept coming up: intelligent," Painter says.

"Today's stereotype of black women is one of militance. It's angry, sassy, castrating, but not intelligent . . . [which] takes away a part of our humanity."

Truth had to have been brilliant to be celebrated for her brains in the 1800s. People today "simply cannot fathom the constant humiliation and degradation of black people" at that time, Painter says.

Yet Truth, born "Isabella," a slave on a farm in upstate New York—slavery wasn't limited to the South—often overcame the unimaginable. Her parents, who suffered through 10 of their children being sold into slavery, lost Isabella at age 9 to an abusive family. Said Truth of being sold: "Now the war begun."

Yet this illiterate slave evolved into "a strong, effective, intelligent public figure," says Painter. Her secret: "a power that millions of black women have used . . . to reconstitute themselves—the Holy Spirit."

Truth became a riveting singer, preacher and abolitionist orator, as well as a popular, outspoken feminist.

She also became a symbol. Painter and others insist that she never said, "Ar'n't I a woman?" and that the evocative quote was the invention of writer Frances Dana Gage. Gage, Painter explains, attributed the words to Truth more than a decade after the speech in which she was alleged to have said them; newspapers quoting the speech just weeks afterward never

mentioned them. The quote has clung to Truth because it befits the symbol.

Truth's feminist legacy also was manipulated. Though Mott and Stanton later characterized her as wholly supporting them, Truth in fact broke with the women in the late 1860s when they refused to support universal male suffrage—giving the vote to black men and uneducated white men—before women's suffrage. Stanton suggested that it was untenable for educated women to get the vote after men she described as an "incoming tide of ignorance, poverty and vice," splitting the suffrage movement in two.

Hardly the militant, Truth mediated between the sides before allying herself with those who felt women would get the vote after all men won suffrage.

Those who prefer Truth's flamethrower image to that of fighter *and* healer "miss her humanity," Painter says. "Humanity is complexity."

The media-savvy Truth—"who today would have a Web site and her own direct-mail operation," says Painter with a laugh—would love the current controversy. Though Painter has no problem with recognizing the *individual* achievements of the feminists in the statue, she feels that any statue honoring women's suffrage requires some Truth.

Such a statue would do more than honor Truth's greatness as a feminist abolitionist, Painter says. It would acknowledge that "black women existed in the 19th century, and not just as victims." And it would say, "Here's Sojourner Truth, who made history."

FOR MORE INFORMATION

To read two weeks' worth of columns by Donna Britt and other Metro columnists, click on the above symbol on the front page of The Post's Web site at www.washingtonpost.com

The Washington Post

FRIDAY, MAY 2, 1997

Fewer teens having sex; more use birth control

By Kim Painter
USA TODAY

The percentage of teen girls having sex has fallen for the first time in 25 years.

At the same time, birth control use by sexually active teens has risen dramatically, the government said Thursday.

"We're moving in the right direction," says Sarah Brown, director of the private National Campaign to Prevent Teen

Pregnancy, which kicks off in Washington today.

In 1995, 50% of girls ages 15 to 19 told government researchers they'd had sex.

That's down from 55% in 1990 and represents the only drop since 1970, when 29% of girls reported sex.

A recent Urban Institute study shows a similar trend in boys: 55% of single males ages 15 to 19 had had sex in 1995, down from 60% in 1988.

The government data is from a major reproductive health survey in 1995 that included about 1,400 teens and 9,000 older women.

Some highlights:
▶ 38% of girls ages 15 to 17 had had sex, down from 41% in 1990.

▶ 70% of girls ages 18 and 19 had had sex, down from 74% in 1990.

▶ 76% of girls and women who started having sex in the

1990s used birth control the first time, up from 64% in the late 1980s. The entire rise is due to condom use, up from 36% to 54%.

The data have a margin of error of 3 percentage points.

The changes already have had a clear effect: Teen birth rates fell 8% between 1991 and 1995, a recent report said.

Many experts credit sex education that stresses both the value of sexual abstinence and

the importance of disease and pregnancy protection for those who do have sex.

"Kids are not dummies. They make good decisions when they have good information," says Joyce Walker-Tyson of Advocates for Youth, Washington.

But U.S. teens still have the highest pregnancy and birth rates in the industrialized world, Brown says. "We still have a major problem."

Talks resume in siege of 'Republic of Texas'

The Associated Press

FORT DAVIS, Texas — The leader of the besieged Texas secessionists finally answered the phone and resumed negotiations Thursday after giving law officers the silent treatment for a day and a half.

Armored personnel carriers also resumed carrying what participants in the 5-day-old mountain standoff called "diplomatic pouches": documents exchanged between the leader of the "Republic of Texas," Richard McLaren, and his lawyer.

An agreement to end the standoff apparently was in place Tuesday night, but then McLaren broke off communication with law officers and his lawyer, Terence O'Rourke.

Telephone contact resumed around noon Thursday when negotiators called McLaren and he answered. "So far the conversations have not been much more than chitchat," said Mike Cox of the state Department of Public Safety.

McLaren and about a dozen Republic of Texas members have been holed up since Sunday. Six of them are wanted on charges of kidnapping or other offenses in connection with

a hostage-taking that started the siege.

Earlier Thursday, law officers trying to step up the pressure said they would cut off the electricity at the trailer that the group calls its "embassy." But Cox said later, after contact with McLaren had resumed, that the electricity would be left on as long as conversations continue.

Neighbors expressed growing irritation over the protracted standoff. "Rick has promised to fight to the death. I hope he is a man of his word," said Mike Smelley, who left his home at authorities' urging.

Dozens of state troopers have ringed the area, while two armored vehicles, tracking dogs and horses also have been brought in.

The Republic of Texas, which has splintered into three factions, says that Texas was illegally annexed by the United States and wants a statewide referendum on independence.

The standoff, 175 miles southeast of El Paso, began after members took two neighbors hostage in retaliation for the arrests of two followers. Both hostages were released a day later in exchange for one of the jailed followers.

USA TODAY
FRIDAY, MAY 2, 1997

States' campaign cash restrictions

Hodgepodge of laws governs contributions

While federal election laws set the rules on money for congressional and presidential campaigns, each state makes its own rules for contributions to campaigns and spending by state candidates. The result is a hodgepodge of laws governing how much individuals and political action committees can give and how much candidates can spend.

This page outlines the major restrictions each state places on campaign cash. Information was obtained from the Federal Election Commission and state officials. Included on this page are:

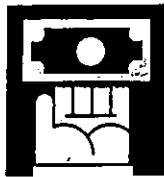
► **Donations:** This describes statewide limits, where information was available, on how much an individual, a political action committee, union or corporation can give to candidates or campaigns. In most cases, the candidates themselves can fund their own campaigns unlimited by state restrictions.

► **Spending:** Most states do not have spending limits on individual candidates, but some offer incentives for voluntary restraints.

► **Public financing:** 11 states offer some kind of public funds for statewide candidates, usually in exchange for voluntary spending limits by the candidate. A number of states offer taxpayers the right to contribute \$1 to \$5 from state income tax returns. In 1995, for example, Michigan raised \$1.3 million in check-offs from 7.4% of its taxpayers. In Wisconsin, 8.4% of all tax filers checked off the campaign contribution box, raising \$307,000. And about 12% of Minnesota's taxpayers used the public contribution box, raising \$1.4 million.

► **Disclosure reports:** Most states require some kind of public disclosure of campaign contributions and spending.

► **Reforms:** In a few cases, legislatures have voted for changes in the law. Although not yet in effect, those proposals are noted.



At least half the states are considering some kind of campaign reform. Not all plans are listed here, but many focus on making it harder for special interests to influence lawmakers' votes. Nearly half of the states already forbid legislators from taking any contributions while the legislature is in session and members are voting.

Other plans focus on reducing the amount of money that special interests can give. Direct contributions from corporations are banned in many states, but companies can give through their political action committees.

Among specific proposals:

► Vermont is considering a public finance package for all candidates who agree to spending limits.

► Iowa's Legislature is waiting to appoint a commission to draw a campaign-finance reform package.

► Minnesota is weighing bills that would limit contributions to party caucuses which spend on candidates' behalf.

► Illinois is considering a major rewrite of campaign laws, ranging from lifting limits on disclosure to ending lawmakers' use of political funds to pay for country club dues, vacation trips and house payments.

► New Mexico is considering bills to limit contributions by PACs and individuals.

► Nevada is debating a reform package that would make it illegal for big donors to hide their contributions by funneling cash through other people.

► Rhode Island is considering changing limits on contributions, while lifting an existing ban on corporate donations.

► Kansas, Virginia and North Carolina are among states which may ban contributions to lawmakers during legislative sessions.

Alabama

Donations: Individuals and PACs can contribute unlimited amounts; corporations are limited to \$500 for a candidate.

► Contributions to legislators prohibited during legislative session except within 120 days before election.

Spending: Campaigns have no limit on spending.

Public financing: Residents can check off \$1 on their state tax returns to go to designated state parties.

Disclosure reports: Required of all campaigns.

Alaska

Donations: Individuals are limited to \$500 for each state or legislative office; PACs are limited to \$1,000. Corporations and unions are prohibited from contributing.

► Contributions to any candidate are prohibited during the legislative session.

Spending: Campaigns have no limit on spending.

Public financing: None

Disclosure reports: Required of state and municipal candidates; must list contributions over \$250.

Arizona

Donations: Individuals can give up to \$760 for each statewide campaign, \$300 for legislative races but no more than \$2,820 overall. PACs are limited to \$75,610 overall; corporations and unions barred from giving.

► Lobbyists may not contribute to legislators during regular legislative sessions

Spending: Campaigns have no limit on spending.

Public financing: Residents can designate a portion of their state tax refund go to state political parties.

Disclosure reports: Required of candidates and political committees

Arkansas

Donations: Individuals, corporations, unions and PACs limited to \$100 per candidate.

► No contributions during legislative session or 30 days before or after the session.

Spending: Campaigns have no limit on spending.

Public financing: None.

Disclosure reports: Required of candidates, committees.

California

Donations: Individuals and PACs are limited to up to \$250 for legislative races, depending on size of district. Statewide campaigns are limited to \$1,000 contributions to candidates who agree to spending limits; statewide candidates who reject limits can accept only \$500 contributions or less.

Spending: Gubernatorial candidates can spend \$8 million in the general election. Candidates for state assembly can spend \$300,000 in an election cycle; state senate candidates can spend \$600,000.

Public financing: None

Disclosure reports: Required of all candidates.

Colorado

Donations: Individuals, PACs and candidates themselves are limited to \$500 in gubernatorial race; \$100 limit for state legislative candidates. Corporations prohibited from donating.

► Contributions from lobbyists to legislators prohibited during the legislative session.

Spending: No limit on spending, but statewide candidates can agree to voluntary limits.

Public financing: None

Disclosure reports: Required of candidates and political committees.

Connecticut

Donations: Individuals limited to \$2,500 for gubernatorial campaign; legislative races limited to \$500. Individuals can give no more than \$15,000 total to all state campaigns. PACs limited to a total of \$100,000 to all campaigns.

Labor and corporation donations prohibited.

► Contributions from lobbyists to legislators prohibited during the legislative session.

Spending: No limits.

Public financing: None

Disclosure reports: Required of candidates receiving more than \$1,000.

Delaware

Donations: Individuals, corporations, PACs and unions limited to \$1,200 per statewide candidate, \$600 for legislative candidates.

Spending: No limit.

Public financing: None

Disclosure reports: Required of candidates, committees.

Florida

Donations: Individuals and PACs limited to \$500 per candidate.

Spending: Candidates for statewide offices can agree to voluntary spending limits in exchange for public financing. Legislative candidates may spend unlimited amounts.

Public financing: Financing of statewide campaigns comes from state, boat and car registrations and \$5 check off on tax returns.

Disclosure reports: Public reporting required of candidates and committees.

Pending reform: Last month, legislature voted to limit "independent expenditures" by political parties and unions, that pump in hundreds of thousands of dollars in last-minute spending.

Georgia

Donations: Individuals, corporations, unions and PACs limited to \$5,000 total to statewide candidates.

► Contributions to legislators prohibited during the legislative sessions.

Spending: No limit.

Public financing: None

Disclosure reports: Required of candidates, committees.

Hawaii

Donations: Individuals and PACs limited to \$4,000 to state senate races; a total of \$8,000 for statewide races.

Spending: Candidates who agree to spending limits can receive public financing.

Public financing: Residents can check off \$2 on their state tax returns (Revenue was \$303,000 last year).

Disclosure reports: Required of campaigns and committees.

Idaho

Donations: Individuals, PACs limited to \$1,000 in legislative races; \$5,000 in statewide elections.

Spending: No limits.

Public financing: Residents can check off \$1 on state tax returns to go to political party designated by taxpayer.

Disclosure reports: Required of candidates, committees.

Illinois

Donations: No restrictions on contributions.

Spending: No limits.

Public financing: None

Disclosure reports: Required of candidates and committees if they take \$1,000 or more in contributions.

Indiana

Donations: Individuals, PACs face no limits; corporations and unions limited to \$5,000 total in statewide races, \$2,000 total for legislative candidates.

Spending: No limit.

Public financing: Revenues from sales of personalized license tags divided among political parties.

Disclosure reports: Required of candidates, committees.

Iowa

Donations: Individuals, PACs face no limits; corporate donations banned.

Spending: No limits.

Public financing: Taxpayers can check off \$1.50 on their state income tax form to go to designated political party.

Disclosure reports: Required of candidates, committees.

Kansas

Donations: Individuals and PACs limited to \$2,000 per statewide candidate, \$1,000 for state senate seats, \$500 for state House.

► Legislators may not receive contributions from lobbyists or PACs during session.

Spending: No limits.

Public financing: None

Disclosure reports: Required

USA TODAY
FRIDAY, MAY 2, 1997

1
3

Sexual activity drops among teen-age girls

Rate in survey had risen steadily since '70

By Cheryl Wetzstein
THE WASHINGTON TIMES

The percentage of teen-age girls who have had sexual intercourse fell from 55 percent in 1990 to 50 percent in 1995, the first decline in more than two decades, a national survey shows.

"We welcome the news that the long-term increase in teen-age sexual activity may finally have stopped," Donna E. Shalala, the secretary of health and human services, said in a speech in California yesterday.

But the findings of the National Survey of Family Growth (NSFG) should not "lull us into doing less," she said. "We need to change the cultural messages that have been accepted too long."

As if on cue, officials and allies of the National Campaign to Prevent Teen Pregnancy will kick off the campaign this morning at a Capitol Hill forum.

Later today, leaders of 12 exemplary programs chosen by the campaign will be feted at a White House reception with first lady Hillary Rodham Clinton.

Among the 12 programs are the Best Friends Foundation, the Planned Parenthood Federation of America, Black Entertainment Television, the National Fatherhood Initiative and the Grady Teen Services Program of Atlanta.

Yesterday, HHS released some of the findings of the 1995 family survey, which is conducted roughly every five years by the National Center for Health Statistics.

The complete survey, which is based on 10,847 interviews in homes of females ages 15 to 44, will be released this month.

Previous NSFG figures showed a steady increase in sexual activity of girls ages 15 to 19. In 1970, 29 percent of teens said they had had

see TEENS, page A16

TEENS

From page A1

sexual intercourse. The figure grew to 36 percent in 1975, 47 percent in 1982, 53 percent in 1988 and 55 percent in 1990.

A different survey of teen-age boys' sexual activity appears to mirror the decline in activity by teen-age girls.

The Health and Human Services Department's National Institute of Child Health and Human Development survey, conducted by the Urban Institute, found that the percentage of boys ages 15 to 19 who have had sexual intercourse dropped from 60 percent in 1988 to 55 percent in 1995.

The NSFG tracks sexual activity, fertility, contraception, marriage and cohabitation, infertility, adoption, maternity leave, medical services, breast-feeding, and

smoking.

In her California remarks, Miss Shalala said the increase in contraceptive use, plus the decrease in sexual activity, may be responsible for the decline in the teen birthrate, which dropped from 62.1 births per 1,000 teens in 1991 to 56.9 births per 1,000 teens in 1995.

But the NSFG does not ask questions that could explain why teen sexual activity and birthrates are declining. As a result, there has been speculation about whether the declines are mostly the result of increased abstinence or increased or improved use of contraceptives, such as condoms.

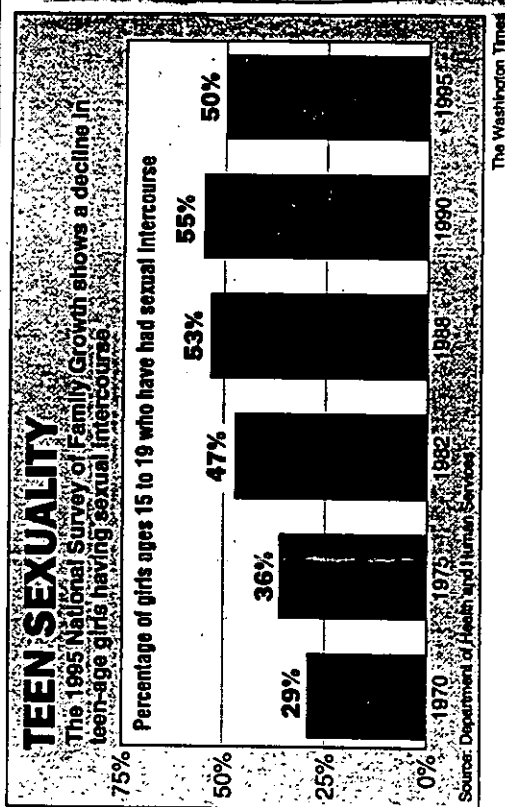
Another possibility is that more women are using post-coital "emergency" birth-control pills. Widespread use of such pills could result in 2.3 million fewer pregnancies, a 1992 study said.

The 1995 NSFG also found that:

- Among women of all ages, 76 percent used contraception at the time of first intercourse.

- Ninety percent of women ages 18 and 19 said they received formal instruction on sexually transmitted diseases, "safe sex" to prevent the spread of the AIDS virus and how to say no to sex.

- About 16 percent of girls whose first intercourse was before age 16 said it was not voluntary. Among women whose first intercourse was at age 20 or older, 3 percent said their first intercourse was not voluntary.



The Washington Times

FRIDAY, MAY 2, 1997

Clinton's reversal pleases contractors

By Doug Abrahms
THE WASHINGTON TIMES

Contractors yesterday applauded President Clinton's decision to withdraw an executive order that would have given preference to hiring companies with unionized labor for federal construction projects.

"The ultimate winner today is the American taxpayer," said Charles Hawkins, executive vice president of the Associated Builders and Contractors Association, which represents 19,000 open-shop contractors. "Now all contractors will be able to compete fairly for work on federal construction projects."

President Clinton had planned to sign an executive order urging agencies to use unionized labor on federal projects, but Republican senators opposed to the plan held up a vote on Alexis Herman, Mr. Clinton's nominee for labor secretary.

Instead, Mr. Clinton signed a "memorandum" that would encourage agencies to use unionized labor on federal projects. Memorandums are considered weaker than executive orders.

Union executives also claimed victory in the case because the memorandum represents the first time federal agencies would be required to consider using unionized labor in contract bids, union officials said.

"This memorandum will provide a message just as strong and effective for contractors to use," said Robert Georgine, president of the Building and Construction Trades Department of the AFL-CIO. "It's not the vehicle, but the message that's important."

There is only a small difference be-

see LABOR, page B12

LABOR

From page B7

tween the memorandum and executive order, said Mr. Georgine, whose group represents about 3 million union workers in the electrical, masonry and other construction trades.

But business groups disagreed. Many feared Mr. Clinton's executive order would have forced the government to hire unionized labor on federal projects, said Bruce Josten, vice president of the U.S. Chamber of Commerce.

The memorandum's lesser weight means it could still be possible for a company without unionized labor to win a federal construction contract.

Fewer than 20 percent of all U.S. construction workers belong to a union, Mr. Josten said. "Our view was that this [mandating union hiring] discriminates against four-fifths of the labor work force. These are people who exercised their legal right not to join a union."

The chamber does not oppose the government's using unionized labor in federal contracts, Mr. Josten said, but the chamber does not want federal agencies to be forced into selecting companies that use union labor. Such a move could add billions of dollars to federal construction projects, he added.

The president's memorandum is not expected to be released for several weeks, so experts were not sure on all the specifics, said Mr. Hawkins of the Associated Contractors. "It would appear that it [the memorandum] would be very diluted" from what Mr. Clinton had been proposing.

The memorandum probably would exempt projects under \$5 million and only affect projects built and owned by the federal government, he said. Agencies also would continue to use the lowest bid for construction projects. Paying union wages often raises the price tags above nonunion bids, he said.

"Any back-door attempts to pay off unions with federal construction will be strongly challenged," Mr. Hawkins said. "It is simply an attempt by a desperate White House to appease organized labor."

The Washington Times

FRIDAY, MAY 2, 1997

new prices as soon as they announce them.

To what extent any messages sent in the FCC auction had an effect on final prices of licenses to use radio spectrum is difficult to say, but there evidently were a lot of bids that weren't rounded off.

One auction participant who declined to be named said he noticed several peculiar bids in the numerous rounds of the auctions, which lasted for months.

Unlike a traditional auction with all bidders in a single room, the FCC auctions have been high-tech affairs conducted through off-site computers.

People all over the country could watch the progress of each auction round with the bidders and the markets they sought identified by numbers.

"You could look at some of the numbers tacked on the end of bids and compare them to a touchtone phone pad with letters on it," said the auction participant. "Sometimes the numbers would spell out things that would make you wonder."

The bidder said he asked his attorney whether such things were legal and was told it probably was legal, but inadvisable.

"We never tried to send any messages with numbers in our bids," he said, "but we still tacked on some numbers at the ends of our bids for other reasons."

"If two identical bids came in on the same day, the first one to arrive would win," he said. "But if you were just a little higher, you'd win even if your bid wasn't first. So we might bid \$1,100,150, with the \$150 added on just in case someone else also bid \$1,100,000."

"Also, as time went by, people got kind of bored. I think some people threw in extra numbers on their bids for no special reason than just to break the boredom."

Attempts to use bids to send signals to other auction participants are a common problem, said Robert Wilson, an economist at Stanford University who studies auction theory.

"You can outlaw signalling, but you can also design your auction to prevent it," he said. "That's why it's a good idea to require that all bids be rounded off to whole numbers."

The bid-rigging complaint is just the latest difficulty to afflict the FCC's auctions. Some winners in the so-called "C" round of bidding are having trouble raising money to pay for their licenses.

The "C" round was intended to attract small bidders and included special financing to make it easier for firms with less cash to bid.

But efforts by winners of the "C" auction to raise money after the auctions have faltered, and there are questions whether many may default on their bids.

Number of teens having sex decreases, study finds

By Carol Jouzaitis Chicago Tribune (KRT)

WASHINGTON In a sign that teen-agers' attitudes toward sex may be starting to shift, a study released Thursday showed that reported sexual activity among teens has fallen for the first time in 25 years.

Despite the drop, the number of teens who report having sex remains high: Half of all 15-to-19-year-old girls have had sex at least once, according to the federal government's 1995 National Survey of Family Growth. That rate, however, is down from in 1990, when 55 percent of teen girls said they had engaged in sex.

Sexual activity among teens had been climbing steadily since the free-wheeling '60s. In 1970, the first year the periodic survey of sexual behavior was taken, only 29 percent of teen girls said they had experienced intercourse.

Authors of the survey conceded that the decrease since 1990 wasn't very big. Still, they said the new figures were significant because they provided the first empirical evidence that teen-agers were beginning to curb adolescent passions. And, they said, the findings helped explain why the teen birth rate has been slipping during the 1990s.

The portion of teens having sex "is a small drop," said Joyce Abma, a researcher at the National Center for Health Statistics in Washington, which conducted the survey. "But even if sexual activity is just leveling off, it's important because it signifies a change in a long-established trend" in teen behavior.

The data regarding teen girls were bolstered by similar findings in a study of teen boys, also sponsored by the Department of Health and Human Services. That study, conducted by the Washington-based Urban Institute, reported that 55 percent of teen boys said they were sexually active in 1995, down from 60 percent in 1988.

Researchers said they weren't sure why more teens were refraining from intercourse. But they cited a range of factors, including fear of HIV infection and improved sex education programs in schools, that appear to be convincing some to postpone sexual activity until they're older.

The welfare reform debate, which has often criticized young unmarried mothers, may also be influencing youthful attitudes toward sex. A number of states and cities have stepped up measures to reduce teen pregnancy in an effort to combat public aid dependence. As a result, more schools and community groups are preaching abstinence to youngsters and providing more information about birth-control methods.

Such education programs were cited as a major reason that girls and women of all ages are more likely to use contraceptives during their first sexual experience. A marked rise in the use of condoms was reported in both surveys.

The federal survey found that 9 out of 10 teen girls reported receiving formal instruction on sexually transmitted diseases, safe sex to prevent HIV infection and how to say "no" to sex. It also found that 76 percent of girls and women engaging in intercourse for the first time use birth control, up from 64 percent in the late 1980s.

"The data would suggest that instruction is making a difference," said Abma.

Taking more dramatic action to drive home the point that teen sex is wrong, several communities have begun criminal prosecutions of adult men who impregnate teen girls. In the past, many authorities turned a blind eye to such relationships, said Rebecca Maynard, professor of social policy at the University of Pennsylvania in Philadelphia.

"A lot of things are changing right now. When you put a man in prison for many years for having intercourse with a teen girl, that's a dramatic shift," Maynard said. "The message (that teens shouldn't have sex) is getting out. Consequences are being suffered."

"There is something turning around here," said Isabel Sawhill, president of the National Campaign to Prevent Teen Pregnancy, a new Washington-based organization.

But Sawhill said it was too soon to say if the turnaround was a fluke. Even if it is bonafide, she cautioned, "without sustained effort (to work with teens), this will turn around again."

Some experts speculated that medical advances to curb the spread of HIV could cause teens to let their guard down, causing sexual activity to rise again and contraceptive use to fall.

Nonetheless, the findings were viewed as something to build on by Sawhill's privately-funded group, which was founded after President Clinton cited unmarried teen births as a major social problem.

Its goal is to cut the teen pregnancy rate the highest in the industrialized world by a third over the next 10 years, from 112 pregnancies per 1,000 teens to 75. The group hopes to achieve that by changing the nation's standard of what's acceptable.

"You have to grow up yourself before pregnancy and parenthood," said Sara Brown, director of the campaign.

Campaign leaders said one of their highest priorities is to pressure the news media to be more conscious of how they depict teen sex and pregnancy.

Little is known about the most effective ways of persuading girls to delay sexual activity and childbearing.

Many communities want to address the problem of teen sex, but are stymied by deep religious and ideological differences over how to proceed.

Religious conservatives want to teach youngsters to abstain from sex. Others argue that won't work because so many kids are already having sex. They want to emphasize sex education and access to contraceptives.

Brown said her advice was to use both approaches, along with youth-oriented activity programs providing one-on-one attention from adults.

"There are no guarantees," Brown said. "You just have to dig in for the long haul and do a lot."

President Clinton, Congress close to budget deal that would cut taxes, boost education spending By William H. Kirk and Mary Jacoby Chicago Tribune (KRT) WASHINGTON President Clinton and Republican leaders in Congress moved Thursday to the brink of a balanced-budget deal that would cut taxes, trim Social Security benefit increases and boost spending on education and the environment.

The prospect of a budget accord between the White House and GOP leaders stirred fierce opposition in both parties and especially angry remarks from Democratic congressional leaders who feel they have been left out of negotiations.

An agreement could come as early as Friday, but some Republican leaders said an announcement might be delayed until Monday.

Senate Majority Leader Trent Lott, R-Miss., who has been leading the negotiations for the GOP, said: "We're very close. We're hopeful that something can be worked out. There seems to be a lot of momentum."

But criticism from both liberals and conservatives over details of the proposal indicated that passage in Congress could be unusually difficult.

The deal under discussion projected a balanced budget in five years and called for \$135 billion in tax cuts, including a phased-in \$500 per child tax credit, capital gains tax reductions and a doubling of the estate tax exemption from \$600,000 to \$1.2 million.

It also would include a version of Clinton's plan for tax incentives for college students, one of his prime campaign proposals. The net tax cut over five years would be \$85 billion to \$90 billion, largely as a result of \$50 billion in new revenue from extending the airline ticket tax and other proposals.

The most controversial proposal would call on the Bureau of Labor Statistics to adjust the Consumer Price Index to reflect a lower rate of inflation, amounting to 0.4 percent less than its calculations would otherwise show. Many economists support revising the CPI calculation, saying it overstates the real inflation rate by as much as 1 percentage point.

A byproduct of such a change would be to reduce cost-of-living escalators for a broad range of government benefits, including Social Security, for which increases are tied to the inflation index.

Medicare savings would total \$115 billion, largely from reducing payments to doctors and hospitals, but some of the savings would come from a rise in monthly Medicare premiums.

Sources said another \$25 billion to \$35 billion would come from the Medicaid program. As a whole, cutbacks in the growth of such federal entitlement programs would amount to \$200 billion over five years.

Some \$60 billion would be added to spending over five years for education, environmental cleanup and other federal discretionary programs.

In addition, Clinton insisted on \$32 billion in extra spending to provide for children's health care, restoring welfare benefits for elderly and disabled immigrants, and other programs.

The White House cautioned that a final deal had not yet been worked out. "Some of the loose ends might unravel if you pull on them too hard," one official said Thursday night.

The official said that negotiations were particularly dicey on Medicare changes and tax proposals, and he stressed that Clinton wouldn't agree to the deal if his priorities weren't addressed.

Both Democratic congressional leaders, Rep. Richard Gephardt of Missouri and Sen. Tom Daschle of South Dakota, assailed the emerging deal and left in doubt whether they would support it. The White House, embarrassed by their remarks, said it would try to line up a majority of Democrats behind the accord.

Gephardt said that what he had heard about the deal "does not give me great optimism or confidence you'll get enough Democrats" for a package.

Daschle criticized the size of the tax cut and insufficient spending for the environment, crime-fighting and other domestic programs.

"I'm declaring my independence," he said. "I'm not going to sell it if I don't believe in it."

Liberal Democrats expressed anger at their exclusion from the budget talks. They criticized the deal as a giveaway to the rich.

"This is a budgetary pinata for the wealthiest in our society," said Rep. Edward Markey, D-Calif. Markey noted the proposed agreement included doubling the estate tax exemption, a move Republicans support.

Liberal Rep. David Obey, a Wisconsin Democrat, said the agreement would widen the gap between rich and poor by reducing taxes on upper-income Americans and limiting spending on Medicare, Medicaid, and Social Security for middle- and lower-income people.

"If that's the case, no Democrat ought to support it," Obey said.

Sen. Phil Gramm, R-Texas, led conservative opposition to the proposal. "This thing will be like a dead fish. You set it on the table for three or four days and it will begin to stink."

But Rep. Chris Shays, R-Conn., supported the accord's outlines. "Republicans have every reason to feel good about entitlement spending. And Democrats have every reason to feel good about the discretionary spending" in the agreement. "This is finding common ground between a Republican Congress and a Democratic White House," Shays said.

"Blue Dog" moderate Republicans, who have worked with a similarly nicknamed group of conservative Democrats to forge common ground on the budget, declared the agreement historic.

Rep. Zach Wamp, R-Tenn., said there is "widespread, enthusiastic support" for it. Rep. Billy Tauzin, R-La., a former Democrat, conceded that the "four corners" of Congress might not like the agreement, referring to the extreme right and left wings of both parties in the House and Senate.

"But the great center of politics in the House is applauding today for the extraordinary progress that has been made," Tauzin said.

Rep. Roger Wicker, R-Miss., another "Blue Dog," said of the agreement: "We don't quite have a baby yet but we have seen the sonogram."

"There is bipartisan agreement at the center," Tauzin said. "Will that include the Democratic leadership? Obviously not."

Rep. Mark Neuman, R-Wis., a leader of the large class of House Republicans that was elected in the GOP sweep of 1994 but lost a showdown with Clinton over the budget two winters ago, said conservatives are hopeful but cautious. "We're in the 'trust but verify' stage," he said.

Bid-Rigging Probe Could Hang up Federal Wireless Phone Auction By Jon Van, Chicago Tribune

May 2—An investigation into bidding for radio spectrum licenses in auctions held by the Federal Communications Commission could unravel the lucrative new approach to handing out licenses to business firms.

The Justice Department investigation concerns the contention that some bids by companies seeking to enter the wireless phone business were intended as messages warning others to stay away from certain markets or suffer financial consequences.

The messages supposedly were conveyed through peculiar bidding numbers. An example might be one firm placing a bid of \$3.1 million for a license in City A, which would irk a second firm hoping to get City A's license for \$3.0 million. When the second firm made its bid to regain the lead, it could be \$3,200,140.

The 140 tacked on the end might refer to the identification number of another market up for auction, one that the first bidder really wanted to win.

The implied message: "If you bid against me in this market, I'll bid against you in that one."

The Justice Department investigation was triggered by a complaint filed with the Federal Communications Commission in March by High Plains Wireless L.P., one of the bidders, against one of the auction winners, Mercury PCS II.

Even though the two companies aren't major players in telecommunications, the alleged activities were widespread in FCC auctions, and if investigators decide it amounts to bid-rigging instead of just a normal bidding strategy, the whole auction process, which has netted billions for the federal government, could be challenged.

"The bidding strategy at issue is one that was applied in each and every FCC auction conducted to date, and anyone who followed the auctions would have had an opportunity to witness it," said Thomas Gutierrez, a Washington attorney representing some companies that participated in the bidding.

Federal officials wouldn't comment on the extent of the investigation, but it certainly has spread beyond the companies initially named in the FCC complaint. A spokesman for AT&T Corp. said that his firm has been asked for information pertaining to bidding in the auction.

A Justice Department attorney who was active in a complaint against price fixing of fares by airlines a few years ago is said to be in charge of the inquiry.

In the airline case, the government objected to the common practice by airlines of announcing a price increase weeks in advance. If competitors later announced similar increases, the new price took effect; if they didn't also raise prices, the first airline would rescind the increase before it was levied.

The investigation resulted in requirements that airlines implement

Following is a brief summary of the key findings from the National Campaign To Prevent Teen Pregnancy draft report, "Whatever Happened to Childhood,?" to be published in two to four weeks.

The report aptly illustrates teen pregnancy as a social crisis that continues to break down family, community and common culture. The message the report sends is twofold: 1) although we are making some progress, there is much more work to do and we must not let our attention stray from this critical national issue and, 2) despite consistent community-based efforts, the evidence has not born out a simple solution to the problem so we must continue to be creative, innovative and persistent in our efforts.

Of the many community experiments around the country, the report states, most have exhibited mixed outcomes, and no one program stands out as having produced clear, replicable results. Community approaches include sex education aimed at delaying sexual activity and reducing the number of sexual partners and using birth control; abstinence only programs; support for community-based family planning services; comprehensive approaches stresses components from each approach and; programs dedicated to nurturing and guiding young people.

In addition to these conclusions, the report also presents some interesting observations that may have future policy implications.

First, the vast majority (85 percent) of pregnancies among teens are not fully planned or unintended. Rather they result from teens' ambivalence about pregnancy, accidents, their confusion about preventing pregnancy, and sometimes their failure to make any clear decision about sexual activity.

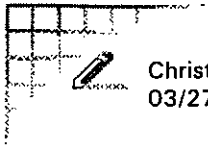
Second, many communities do not address the problem at all because the conflict over which approach to use can become so intense and destructive to the community that a community decides to do nothing at all. Therefore, the report states, a new and emerging approach to teen pregnancy prevention is community conflict resolution. The report lays out an excellent example of this approach at work. In 1990, the rural community of Tillamook County, Oregon had the highest teen pregnancy rate in the state but fought bitterly over a solution, including the Board of Education voting down several proposals. Finally, the County decided to embrace a new ethic of "unity of purpose, diversity of means," allowing various segments of the community to develop their own intensive initiatives, from creating a church-based abstinence program to improving access to family planning programs. By 1994, the county teen pregnancy rate had dropped by 70 percent, becoming the lowest in the state. *This story bares out research by Dr. Kristen Moore that says teen pregnancy programs that send mixed messages to teens actually work because the teen will be exposed to all messages and will take what works for her or him, whether it be abstinence, birth control, or self-esteem raising.*

Third, although the teen birth rate has decreased in the past few years, the number of births to teens increased in 1993 and 1994, reflecting an overall increase in the U.S. teen population. Because the number of teens is expected to increase further, so will the number of pregnancies and births, perhaps increasing by 26 percent by the year 2010 unless rates are reduced.

The report tells its story using mostly previously released data that remain relevant. Following are facts from the report worth reviewing.

- Every year in this country, over 1 million teenagers become pregnant and four in 10 girls become pregnant as least once before turning 20.
- The pregnancy rate increased among all girls age 15-19 by 23 percent between 1972 and 1990 from 95 to 117 pregnancies per 1,000 women, and then declined to 112 per 1,000 women in 1992 (the year for which the most recent data is available). At the same time, the pregnancy rate among sexually experienced girls decreased 19 percent, largely due to increased use of contraception.
- By 1991, the teen birth rate had reached 62 births per 1,000 women aged 15-19, its highest point in the past two decades. Since then, that rate has fallen slowly to 57 births per 1,000 women in 1995.
- The encouraging recent decline in the U.S. teen birth rate is counterbalanced by a negative trend: today, nearly three-quarters of teen births are to unmarried teens, while as recently as 1960, only 50 percent were. Today, teen mothers make up the largest group (48 percent) of all first births to unmarried women.
- Birth rates are higher among African-American and Hispanic teens than among white teens
- While most pregnant teens are 18 or 19 years old, about 40 percent are 17 or younger and about half of all pregnant teens ages 15-19 are white.
- Many of the fathers of children born to teen mothers are older -- nearly 40 percent of those young men who impregnate a minor teen (under 18) are 20 years old or older.
- More than half of the teen pregnancies result in a birth (1/3 end in abortion and 14 percent in miscarriage) and of those who give birth most keep their child rather than put it up for adoption.
- Early parenting limits a young mother's likelihood of completing high school -- less than one-third of teens who begin their families before age 18 ever complete high school.
- When compared to children of older mothers, children of teen mothers have more health problems, do much worse in school, live in home environments of lower quality, suffer higher rates of abuse and neglect, and are more likely to become teen mothers themselves.

WR-teen pregnancy




Christa Robinson
03/27/97 01:01:00 PM

Record Type: Record

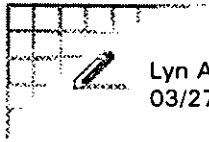
To: Lyn A. Hogan/OPD/EOP, Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP

cc: Cynthia A. Rice/OPD/EOP, Paul J. Weinstein Jr./OPD/EOP

Subject: Re: May Teen Pregnancy Event/DLC Welfare Conference 

Teen Pregnancy -- We wouldn't get any news coverage if he speaks at a dinner, but I think if they're doing a Congressional press conference we should have them come to the WH for a meeting. We should have the pool in the room for the President's statement, though. Would that be ok?

DLC -- sounds great. Should we put in a scheduling proposal to get some tentative dates? Is it pretty certain they are going to be doing their meeting in May?



Lyn A. Hogan
03/27/97 12:04:45 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Christa Robinson/OPD/EOP
cc: Cynthia A. Rice/OPD/EOP, Diana Fortuna/OPD/EOP, Paul J. Weinstein Jr./OPD/EOP
Subject: May Teen Pregnancy Event/DLC Welfare Conference

Do we want to try to get either of these or both on the President's schedule?

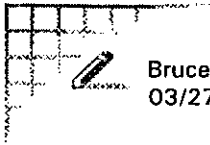
1) **Teen Pregnancy Prevention:** May is National Teen Pregnancy Prevention Month and May 1-2 the National Campaign to Prevent Teen Pregnancy will be having its first annual board meeting and dinner here in D.C. On May 2, the Campaign has also scheduled a Congressional press conference and policy forum on the Hill with several members.

On Thursday, May 1, we could a) have the President meet at the White House with the Board of Directors of the Campaign, keep it closed press and simply have the Campaign update the President on where they are and ask the President to encourage them to do more; b) have the President speak at the dinner the evening of May 1, open press, and have an announcement (to come) to make.

2) **DLC Conference:** The DLC and Eli have indicated that they want to hold a welfare to work conference with the NGA, the National Alliance of Business (NAB), and the White House sometime after the rollout of Eli's organization. The conference would be focused on best welfare to work practices and would be geared toward teaching businesses how to hire and retain welfare recipients. They would like the President to speak at the conference. Presumably, we could ready with a conference in mid or late May.

Can we get a couple of tentative dates for either of these?

WR - teen pregnancy



Bruce N. Reed
03/27/97 12:17:43 PM

Record Type: Record

To: Lyn A. Hogan/OPD/EOP
cc: Elena Kagan/OPD/EOP
Subject: Re: May Teen Pregnancy Event/DLC Welfare Conference

The teen pregnancy group hasn't done anything to merit the President speaking at their dinner. If they have an announcement to make -- such as the big media campaign they promised -- we can do that with them from the WH ... but only if it's real. You should find out what it is, how real it is, and put together a scheduling request for an announcement.

The welfare to work conference is a good idea, but we can't put in for a date on it until Eli commits to a date for the rollout of his organization. We should press Eli for recommended dates on both, and then we can fight to get them on the schedule.