

Good Evening. I hope you all know how sorry I am that I can't be with you tonight. I know that the room is filled with people who have been so important to me, and I'd love to be there to find out what you're doing, hear about what you see happening in the country, and just catch up.

I want to thank all of you on the Carnegie Council on Adolescent Development for the decade of work that culminates with this report, for the wisdom and sensitivity of its recommendations, and for the lifelong commitments you have made to our children.

I'd especially like to thank David -- for the insight and foresight he had ten years ago when he proposed that the Corporation begin to consider the problems of adolescent development. Adolescence has only grown more difficult and complicated in the past ten years, and the work of the Council is timely and ever more important. As always, I also want to thank him for his leadership, his extraordinary intelligence, and most of all for his unfailing friendship.

It is an honor for me to speak to you at the launch of this report. I have known and admired the work of the Carnegie Foundation for almost 25 years. I was fortunate to be part of a Carnegie council, and still remember my experience as one of the most fulfilling and inspiring I have had. Last year, I had the privilege of introducing Starting Points, and I have read and reread, used and shared its findings at every opportunity.

This report may be even more important than Starting Points. I say that for two reasons. First, early adolescence is as critical a time as the earliest years of life, but it has been sorely neglected. It is a time of tremendous opportunity and expectation. Of freedom and autonomy. But it is also a time of awkwardness, doubt and even danger. A time when experimentation with alcohol, drugs and sex can lead to a lifetime of unhealthy and risky habits. This report and the ongoing work that it has stimulated fill a real void in our understanding of early adolescence.

Second, this report is so important because this year we are engaged in a national debate over the future of our children. If you ask most people in Washington, they will tell you that this is a battle over dollars. About how and when to balance the federal budget. About how much to cut Medicare and Medicaid. But it is about much more than numbers. It is a fundamental discussion about the role that government should play in the lives of families and children.

Your report shows that, with early intervention, many of the bad habits that young adolescents risk developing can be prevented. You have also powerfully demonstrated that this can't happen without the commitment and involvement of all sectors of the community. That families, schools, business, the media and government share responsibility for helping our children become adults.

It's no surprise that I agree. I am writing a book whose title and message is "It Takes a Village to Raise a Child." My book echoes the theme of your report. It's a response to the debate between those who think that families can and should bear the full responsibility for raising their children, and those who think that society, particularly government, is primarily responsible. It argues, like this report, that this is a false debate. That parents raise children, but so do neighborhoods, churches, schools, the media and all levels of government.

As the report points out, the first level of investment must be the family. As the mother of a teenager, I see firsthand the possibilities and risks that come with adolescence. I also see the importance of family guidance, discipline and nurturing. In the last several years, I have watched Chelsea grow and change at a pace second only to infancy. I have watched her struggle with her new independence, and I have struggled with it myself.

I don't pretend to understand all of my daughter's changes. I rely a good deal on my husband, my mother, and friends with teenagers of their own. But I rely most of all on Chelsea. I remember holding her in my arms just after she was born and saying, "this is going to be a challenge for both of us. I've never been a mother before, and you've never been a baby. We're going to have to figure this out together." I feel the same way now. And that's just what we are doing.

But as the mother of a teenager, I also see that families can't do it alone. At this critical time, families need the support and attention of the village.

The President and I believe that the federal government is an essential part of that village. That's why the President is fighting so hard to protect federal investments in education, the earned income tax credit, and vital health care programs. Investments that are helping working families and that are being threatened right now in Congress.

And that's why the President is waging controversial campaigns against both teen smoking and teen pregnancy. But these campaigns require the commitment of schools, the media and industry -- in addition to the federal government -- to stop bad habits before they start. Because, as the Council's report so eloquently argues, raising America's children is not only a job for families and the federal government.

Instead, it is the responsibility of each institution that touches our young people. The report therefore provides a prescription for action for the different sectors that effect adolescents. And, just as important, it identifies the gaps in services that these institutions provide, and begins to create links between them.

Adolescence has always been hard. We all remember feeling awkward and unsure. But the world that this generation's teenagers face is very different from the one many of us grew up in. In this country today, 26 percent of households with children have only a mother at home. Every day, 3,000 young people become regular smokers, and every day more than 1,300 teenagers in America give birth. Test scores on aptitude tests are dropping. 135,000 children take guns to school. And arrest rates for violent crimes committed by children between ten and 17 have doubled in ten years.

This statistical portrait, and the range of evidence and experience in the Council's report, make it all too clear that we can do better for adolescents in this country. This is an enormous task, but it is enormously important -- both for the children themselves and for the entire community.

This report serves as both the culmination of the Council's work and as an important springboard for more research, innovative programs, and investments that will foster the challenging transition from childhood to adulthood. You have made -- and will continue to make -- a vital contribution to the job before us.

Thank you very much.

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EPILOGUE: Looking to the Future

David A. Hamburg

Sustaining the Council's Perspective

About a decade has passed since I proposed to the board and staff of Carnegie Corporation that we establish a broad-based body to consider the problems of adolescent development. This report draws that effort to a close. It is appropriate to reflect briefly on some ways in which the main thrust of the Council's work might be carried forward in the years and even decades ahead. A long-term view is essential, because we are necessarily considering difficult, indeed fundamental, changes in modern society to improve the life chances of young people.

First, let me express my heartfelt gratitude to the members of the Carnegie Council on Adolescent Development; to its Executive Director, Ruby Takanishi; and to the members of the staff working group. These wonderful people are noted in the acknowledgments, and they deserve far more recognition than this report gives them. They are authentic leaders of diverse sectors and have contributed in many ways to the Council's accomplishments.

Let us keep in mind the essence of what the Council has done and why its work is likely to matter for a long time. At the outset, we made a strategic decision to focus squarely on early adolescence (ages ten to fourteen), a phase of life that is crucially

formative for the entire lifespan and that has been badly neglected throughout most of the world.¹

Early adolescence is a time of biological transformation and social transition, characterized by exploratory behavior, including risky behavior that has lifelong consequences. Many dangerous patterns commonly emerge during these years. Initially, adolescents explore these new possibilities tentatively with the experimental attitude that is typical of adolescence. Before damaging behavior is firmly established, there is a unique opportunity to prevent lifelong casualties.

Today's adolescents have grown up in a situation rather different from that of their parents and remarkably different from that of their grandparents. The technological world we take for granted--saturated with airplanes, telephones, radios, movies, television, computers, fax machines, compact discs and videocassettes--was much simpler a few decades ago. The technological changes linked to economic opportunities have had a huge impact on communities and on families. These changes, in turn, have had powerful effects on children and youth.

Dramatic changes also have occurred in the structure and function of American families in just a few decades. Although some of these changes represent new opportunities and bring tangible benefits, others involve serious jeopardy to the well-being of children and adolescents. The latter are common and serious enough as to constitute a major challenge for the entire society.

In light of the new social conditions that have a strong impact on the experience of growing up, we must find different ways to meet the essential requirements for effective child and adolescent development--not only through the family, but also through a set of pivotal institutions that have significant influence on the ultimate results. This report describes ways in which these institutions, starting with the family, can do what needs to be done in a world still relentlessly in transformation.

Let us look at what the Council actually did, so that we can consider whether certain functions ought to be continued in future years, and if so, by whom. The Carnegie Council on Adolescent Development, composed of leaders from different sectors of American society, drew together the most reliable information about adolescent development, including health, education, and the social environment. It tackled serious adolescent problems by seeking preventive interventions based, to the extent possible, on systematic research and also on careful assessment of creative innovations. Thus, best practices were identified and their improvement sought in an ongoing way through research and development.

Efforts in this field have long been plagued by professional divisions among health, education, and social service systems, and by the lack of communication among people engaged in each of the individual problem domains. Similarly, there is a gap between scholars and those who run programs for young people. The result is that scholars are deprived of the direct experience of practitioners, while innovative approaches go unevaluated and their potential utility for other settings remains unknown.

Consequently, many local organizations continue to pursue approaches that are plausible but lack evidence of effectiveness. Finally, there is a gap between all these people and the general public, especially parents, who in dealing with their adolescent offspring lack the kind of guidance that is widely available to them concerning younger children.

There has been no bright spotlight on adolescent development in the policy arena, no broadly integrative center for taking stock of existing approaches and stimulating new ones, no one institution where the different sectors of American society come together to pool their efforts in this field. To fill this gap, the Council established three main objectives: 1) To synthesize existing reliable information and make it widely available in intelligible form; 2) To extend this information beyond its present limits by stimulating crucial lines of research and innovation; and 3) To use reliable information more effectively by connecting the research arena with practitioners, policymakers, and the public.

Toward these ends, the Council stimulated diverse activities: studies; task forces; publications; local, national, and international meetings; working models; cooperative efforts among granting agencies; and linkage of independent experts with policymakers and the public.

The Council is part of Carnegie Corporation's integrated, lifespan strategy from conception through the adolescent years, a strategy that aims to foster every child's chance for productive adult life. A 1994 Corporation report, *Starting Points*, focused on the prenatal period through age three²; the Council's work highlighted early adolescence

from ten to fourteen years of age. In 1996, the Corporation's Task Force on the Primary Grades will bridge the gap between ages three to ten with its recommendations for education and healthy development during the middle childhood years. A common thread woven through all of these activities is meeting the developmental needs of children and adolescents through potentially supportive institutions such as families, schools, health agencies, community organizations, and the media.

This major Corporation effort will continue in the years ahead. The main lesson learned from the Council's experience is the importance of serious, careful examination of the facts, nonpartisan analyses, broad dissemination with involvement of key sectors, and sustained commitment over a period of years.

Are there elements of the Council's work that should be continued by others in the years ahead? Presumably, some of this work will go on in ways that we cannot now foresee. The reports of the Council, including this one, are widely available and may well have continuing repercussions. They form a set of to-whom-it-may-concern messages, which should be of particular interest to the pivotal institutions and may set in motion efforts to strengthen these institutions.

What Business and Government Can Do

The Council's findings and recommendations challenge other powerful institutions that can be singularly helpful- business and government for example. Moreover, this

final report, and some of the Council's earlier reports, connect with an informed, concerned public that can help the pivotal institutions do their jobs better.³

The business community can help schools and community organizations for youth in several ways: directly, by providing money and/or people to implement recommendations made in this report;⁴ indirectly, by using its considerable influence through community leadership on behalf of youth and through its impact on government at all levels. In addition, it can make its own policies and practices as family-friendly as possible.⁵ Another way in that business can have a powerful influence is by choosing not to support violent or sexual shows with its advertising dollars. A focal point in the business community for youth development studies also could be exceedingly helpful. The work of the Committee for Economic Development on younger children and on the modern workforce provides a useful model.⁶

There is a growing consensus in the business and scientific communities that it is urgent to improve education in order for the United States to be able to compete effectively in a world economy being transformed by technological advances. If so, what is the federal role?

The role of the federal government in protecting the health of the American people is a large one, ranging from the biomedical and behavioral research of the National Institutes of Health, to the health services of Medicare and Medicaid, to the disease prevention activities of the Centers for Disease Control and Prevention. A modest but highly significant portion of these federal expenditures focus on children and youth.

Early adolescence, crucial as it is for lifelong health, has been neglected historically in federal efforts but has recently gained some attention. One direct outgrowth of the Council's work, made possible by its Congressional members and especially the leadership of Senator Daniel K. Inouye, is the creation of an Office of Adolescent Health in the U.S. Department of Health and Human Services.⁷

When it comes to education, the federal role has traditionally been small. This fact changed under the impetus of World War II, again with Sputnik, then with the Civil Rights movement, and now is being reconsidered in light of the drastic, technology-driven changes in the world economy. Somehow, the powerful institutions of American society, such as federal and state governments and the business community, must address education issues of immense practical significance. These issues include:

- ▶ The national interest in promoting economic vitality and growth; hence the need for a work force with education adequate to the sophistication of contemporary and future technology.⁸
- ▶ A shrinking workforce composed increasingly of the children of immigrants, poor families, and minorities, and the weak performance of the educational system in working with these groups.
- ▶ Disappointing results for students generally, in such areas as mathematics, science and problem-solving skills.
- ▶ Ineffective school structures characterized by rigid and extensive regulations, compartmentalization, and top-down management; hence the need for leadership

in judicious deregulation and for strengthening the teaching profession, which is central to the enterprise.⁹

► The growing need--far exceeding previous requirements--to build understanding of science and technology throughout the educational system to prepare children and youth for a technically-based economy and for intelligent participation as citizens in a world full of complex issues.¹⁰

Serious analytical work and thoughtful national discussion is needed to sort out priorities for federal and state action. State education policies have neglected adolescence. If there is indeed a crisis in education, and if education is crucial for the future of our economy and democratic institutions, then we have to determine what must be done and who can do what. In our pluralistic and creative way, we surely can sort out sensible guidelines for state and federal action as well as constructive roles for other sectors. This activity should not be highly partisan, bitterly ideological or narrow in scope. It should address realistically the problems our young people face and should formulate practical options. It should recognize the gravity of these problems and the fact that potentially valuable opportunities do indeed exist to tackle them; and that all sectors, public and private, must find ways to contribute in an open-minded spirit, looking to the future of our country.

What Universities, Scientific Institutions and Professional Organizations Can Do

Universities, scientific institutions, and professional organizations might well pursue specific functions performed by the Council: Illuminating the problems and

opportunities of adolescent development, getting the facts straight, fostering objective analysis, and recognizing the implications for practice, policy, and social action. Let us briefly consider a few examples.

America's universities are recognized throughout the world as outstanding institutions of truly global significance in education and research. The attributes that have earned such respect include: 1) high standards of science and scholarship; 2) free and open inquiry; 3) objective methods of assessing information, ideas, and people; 4) respect for diversity in people and subject matter; 5) serious attention to opportunities for young people; 6) broad scope of coverage of subject matter on an in-depth basis; 7) a premium on the advancement of knowledge; and 8) a sense of social responsibility.

These strengths can be brought to bear on child and adolescent development--a fundamental subject if there ever was one. Universities could vigorously stimulate interdisciplinary research and education on these topics; publish periodic syntheses of knowledge--not only for technical/professional audiences, but for a broader educated public; actively undertake education beyond the campus in view of the pervasive interest in these problems; link independent experts with policymakers in government and/or with business leaders and/or with responsible media.

Universities and scientific academies can mobilize a wide range of talent to address great issues in a sustained and effective way. They can get the complex facts straight and clarify the most promising options in a way that is credible and intelligible to

nonspecialists. Such efforts can be helpful to open-minded policymakers and also can contribute to the education of a well-informed public.

To deal effectively with real-world problems requires novel conjunctions of knowledge and talent. Many facets of a complex problem must be taken into account. The great problems do not come in packages that fit the traditional disciplines or professions, however excellent they may be. Organizations such as universities and scientific academies can make a greater contribution than they have in the past if they can organize effectively to share information, ideas, and technical abilities widely across traditional barriers of disciplines. The opportunity is clear in this field where biological, psychological and social factors interact in shaping adolescent development.

There is an ongoing need to clarify gaps in knowledge, priorities, and scientific opportunities for research--both on fundamental aspects of adolescent development and on the utility of various interventions intended to prevent damage. From 1990 to 1994, the Council conducted annual symposia on research opportunities in adolescence.¹¹ The first symposium dealt with basic developmental processes during adolescence and with the influence of various institutions on that development. The second examined research gaps and scientific opportunities for improving the education and health of adolescents. The third addressed concepts of and approaches to health promotion in adolescence. The fourth focused on relations among ethnic groups during childhood and adolescence.

These symposia were remarkably well attended by leaders of both public and private grantmaking organizations, including the National Institutes of Health, the

National Science Foundation, and private foundations. They covered a broad spectrum of biomedical, behavioral, and social science research, and have a distinguished track record of accomplishment in many fields. The Council's symposia evidently had a stimulating effect on their commitment to research in adolescent development. For example, there appeared to be substantial recognition that research in this field constitutes a great frontier for public health, because even modest gains in meeting the essential requirements for healthy adolescent development are likely to be projected through the lifespan. Such gains for a significant portion of the population would produce for the public a net benefit of considerable importance. The experience with these research symposia suggests that similar efforts undertaken by scientific organizations such as the National Academy of Sciences could do much to foster intellectual vitality and sustained commitment to research on adolescence, including the main factors that influence learning and healthy development.

Professional organizations are composed of large numbers of respected and dedicated people who can have a strong impact on adolescent development. There have been encouraging signs of interest by these organizations in recent years, facilitated by the Council's work and in some cases by grants from Carnegie Corporation. For example, the National Board for Professional Teaching Standards has given a high priority to developing sophisticated assessment procedures for teachers who work in early adolescent education. This effort is likely to inspire teachers and could in due course greatly strengthen the capability of middle grade schools.¹² Similarly, the American

Medical Association (AMA) undertook a remarkable initiative on adolescent health, one that has been sustained over a period of years.¹³ The AMA's effort has produced important publications, one of which is summarized in this report. It has held a variety of meetings and has had a constructive effect not only on medicine, but to some extent on other health professions as well.

It is not difficult to imagine other efforts similar to these two. For instance, educational organizations could pursue the recommendations of *Turning Points* on a systematic basis and also foster links between schools and other useful entities: community organizations, along the lines suggested by *A Matter of Time*; organizations of the health sector, to pursue the recommendations of the health chapter; and scientific organizations, to strengthen science education. In the same vein, other health professional organizations could follow up on the American Medical Association's initiative, especially to build links with middle grade schools, but also to build links with the media for health promotion. Such activities could provide vital foci of innovation in many communities.¹⁴

Mobilizing Communities for Youth

At a Carnegie meeting in 1994, John Gardner discussed American renewal and made this suggestion:

"Let us persuade our fellow Americans that they--as citizens-- have to move with energy and discipline to solve their problems, bringing to bear all the dynamism that the American people are capable of when they put their hearts into something. Let us tell people that there is hope. Let us get the word out about the good grass-roots problem solving that is going on. Let us tell them that there is hard, hard work ahead if we are to put our country back on a good track--and there is a role for everyone. Let us tell them that there are innumerable ways in which they can help build community, help the young and the old, help reduce the tensions that lead to conflict."¹⁵

In this spirit, a number of attractive possibilities arise. If there is a concerted effort across different sectors, it would be possible to mobilize communities to support adolescents and their families. With a combination of informed leadership and vigorous grassroots organizing, it would be possible to focus the attention of most communities on the needs of adolescents and their families by initiating a community-based strategic planning process. We could create community councils for youth, with active

participation of relevant professionals, business and media leaders, local organizations, and adolescents themselves. Such councils would carefully assess local needs, formulate useful interventions, and inform the entire community about problems and opportunities. Participation of local media would be important.

Governments at local, state and federal levels could remove the obstacles faced by communities in their attempts to provide more effective services and otherwise open up opportunities for healthy, constructive adolescent development. Mechanisms could be established at the state level to formulate comprehensive policy and program plans that focus on the second decade of life and to help communities translate these plans into action.

As a practical matter, it will be necessary to achieve cooperation among several institutions in a particular community. The mix might well differ from one community to another. Schools, universities, clinics, social service agencies, the media, churches, business, community organizations, government at various levels, and professional organizations--all could be highly constructive in cooperative efforts for youth development.

Any such combination of institutions could serve several valuable functions. They could:

- Clarify the nature of child and adolescent problems.
- Stimulate interest and hope in the possibility of useful interventions.
- Help families to meet their fundamental responsibilities.

- ▶ Facilitate the delivery of appropriate services.
- ▶ Provide resources--not only money, but also people, organization, and technical skills.
- ▶ Organize a steady flow of reliable and up-to-date information about what works and for whom in fostering adolescent development.

The past decade has seen the rapid growth of schools' links with the nation's colleges and universities, business organizations, and a great variety of community organizations. Such partnerships are situations of mutual benefit for the schools and the cooperating organizations, but they are not sufficiently extensive. They do show what can be done by pooling strengths.

Crucial components exist all across the country and in other nations as well. We can learn how to put these components together in ways that provide adolescents with the full range of developmental opportunities permitted by today's knowledge and emerging research findings.

Exemplary Coalitions for Children and Youth

A variety of innovations involving cooperation among various sectors of American society have arisen in recent years to address adolescent needs in education, health, and the social environment. Here are a few examples at different levels of organization: state, county, and city.

A. What States Can Do

Turning Points marked the beginning of Carnegie Corporation's effort to stimulate nationwide reform of American middle grade schools. The report offered a plan of action for transforming middle grade schools into learning environments suited to the needs of young adolescents and equal to the challenges of a rapidly-changing world. To date, approximately 86,000 copies of the full report and 185,000 copies of the abridged version have been distributed.

In 1990, Carnegie Corporation initiated the Middle Grade School State Policy Initiative (MGSSPI), a program of grants to states to stimulate statewide changes in middle grade educational policy and practice. MGSSPI is a useful example of what states can accomplish in cooperation with the private sector. The states' work to reform middle grade education has produced impressive results. Fifteen states currently receiving Corporation support are actively implementing comprehensive middle grade policies reflecting *Turning Points*. Schools in several states report impressive gains in student achievement over the past few years. The states have employed a variety of sophisticated methods to assist schools. The Corporation has funded two research studies that together serve as an evaluation of MGSSPI, and the results of the evaluation are encouraging. In general, the more extensive the implementation, the better the results. State policies and practices can indeed make a constructive difference.

B. What Counties Can Do

A county initiative in North Carolina, called Smart Start, rallies local energy on behalf of children.¹⁶ Although Smart Start does not deal with adolescents, it demonstrates

how such an effort can be effectively organized at the county level. It aims to provide high-quality child care, health care, and other critical services to every child in the state under the age of six. Guided by the North Carolina Partnership for Children, a nonprofit, nonpartisan organization established by the legislature, Smart Start allocates money to selected counties that have achieved a mandatory first step: bringing together a broad range of individuals in the interest of children.

Collaboration is key. The bylaws of the Partnership designate nineteen community members who must serve on local boards, including the superintendent of schools, two business leaders, two members of low-income families with preschool children, the president of a local community college, one representative of the religious community, a Head Start representative, and the director of the local health department. The local partnerships have the freedom to create plans that will serve the specific needs of their community. State investment has been substantial and the level of cooperation across sectors has been impressive. Similar efforts could be made on behalf of youth, organized by counties in collaboration with state governments and the private sector.

C. What Cities Can Do

Effective anti-drug coalitions draw on the strength of powerful local businesses, churches, universities, and foundations. Kansas City's Metropolitan Task Force on Alcohol and Drug Abuse builds on the success of its comprehensive community prevention program, which engages the city's schools, media, and civic leadership. This program, called STAR, provides financial and technical support for the task force.¹⁷

STAR works with local residents to discourage drinking and drug use among young people; it conducts training sessions for parents, community leaders, and concerned citizens. These groups explore their own attitudes toward drugs and study ways in which individuals can make a contribution to preventing substance abuse in the community.

Community coalitions channel citizens' concerns into efforts that require active participation, connecting people to each other and to their communities in new ways. These activities generate intense energy as coalition members discover they can have an impact on important and difficult problems. This sense of mission and efficacy is critically important in overcoming the hopelessness and apathy that often inhibit communities.

The Kansas City coalition shows the value of strong participation by a critical mass of local leadership--a foundation, academic and business organizations, civic and religious groups. Although involvement of local governments is useful, these coalitions are largely volunteer efforts. They depend on the commitment of their members and the leadership of a few highly dedicated individuals. Sustaining that commitment over years is a crucial task. Coalitions often respond by creating a small professional staff to organize long-term efforts. Fundamentally, these efforts must engage different sectors of the community in a common cause, led largely by respected volunteers who care deeply about the future of their community. What has happened in Kansas City suggests the potential of community coalitions for youth.

A more recent effort has been undertaken in Chicago, where in 1993 the mayor appointed a group of twenty community, corporate, academic, and civic leaders and young people to the Mayor's Youth Development Task Force. Over a year's time, the task force gathered information from diverse perspectives: Community organizations, religious leaders, corporate leaders, youth experts, and young people themselves. The task force decided to concentrate on the opportunities available to school-age children during non-school hours in the spirit of the Council's report, *A Matter of Time*.

The task force called for rewriting the social contract with youth, spelling out clear roles and responsibilities for various sectors: community groups and religious organizations; businesses and foundations; local, state, and federal agencies; parents; and young people themselves. In its "Chicago for Youth" report, the task force proposed "Blueprints for Change."¹⁸ The report was followed by the creation of a Chicago for Youth office to promote coordinated neighborhood efforts on behalf of youth and families. Funds were provided to create a strong infrastructure for youth development. Ongoing support and commitment by city government, business, and community organizations will be critical to the success of this citywide youth development approach.

These illustrations are merely suggestive of what might be done. Similar efforts have recently been undertaken in different parts of the United States and in other countries as well. Such innovations require monitoring, assessment, learning from experience, and upgrading over the years to come. Participants in these efforts can profit

from the Council's experience of intersectoral collaboration for youth. New Council-like bodies may spring up to stimulate and guide such efforts.

D. What International Organizations Can Do

The Council's work has elicited interest in a variety of countries. The Council has cooperated with international organizations to create fora in which leaders from many fields could focus on early adolescence, clarifying the urgency of the problems, the likelihood of exacerbation in the midst of drastic ongoing social and economic changes that powerfully affect families and communities, and to opportunities for fostering healthy adolescent development and preventing damage.¹⁹ International organizations involved have included the Johann Jacobs Foundation²⁰, the World Health Organization, and UNICEF.

The distribution of this report, additional grants made by Carnegie, and ongoing activities of the Council members and staff will continue to have stimulating effects on many people in many places. As the importance of adolescence is increasingly understood, many people will collect new data, see new opportunities, and have better ideas. Perhaps the most significant contribution of the Council in the long run will be to set in motion an ongoing, far-flung process of building on its work and of moving far beyond it.

Evidence, Costs and Benefits

The United States is suffering heavy casualties during the years of growth and development -- in educational failure, poor health, and very high-risk behavior. Generally, these casualty rates are considerably higher than those of other technically advanced democracies, although similar problems exist in many countries. Given the heavy and growing burdens of disease, disability, ignorance, incompetence, hatred, and violence, the Council has mobilized a wide range of research evidence and carefully assessed innovations to determine what could be done to reduce the casualties and thereby improve the whole society. In this report, we describe and illustrate a substantial set of experiences, opportunities, and services that could make a large difference in the lives of today's youth--changing the odds favorably for a healthy and productive adult life.

To do so, we have had to make judicious use of existing evidence, while wishing that a more extensive base of scientific evidence had been available. Clearly, the low priority in science policy for research on adolescent development has been a costly mistake. If the nation had given this work a priority commensurate with the gravity of the problems and the scope of the opportunities inherent in adolescent development, we could stand on firmer ground and reach higher in our aspirations.

Still, there is no reason to let the perfect become the enemy of the good. The central question is whether we can do better than we are doing now. The social costs of severely damaging conditions that shatter lives in adolescence are terrible not only in their impact on individuals but also in effects that damage the entire society--the costs of

disease and disability, ignorance and incompetence, crime and violence, alienation and hatred. These distorted lives are like a virus that knows no boundaries, that cannot be contained unless prevented in the first place. Looking back over the range of evidence and experience presented in this report, there is abundant reason to believe that we can do better to provide conditions in which adolescents can grow up healthy and vigorous, inquiring and problem-solving, decent and constructive.

What will it cost? A constructive sequence of developmental opportunities based on scientific evidence, professional experience, and democratic, humane values will indeed require substantial investment by parents and many others. The first and most crucial investment goes beyond economics: It deals with decent human relationships that are the essence of human adaptability. This profound investment calls for adults to give personal attention, energy, and care to children and adolescents to provide dependable attachment, protection, guidance, stimulation, nurturance, and ways of coping with adversity. To a large extent, these are family investments, both personal and economic. But it takes a social support system, a village, a community to raise children effectively and to successfully foster the adolescent's transition from childhood to adulthood. So there will necessarily be expenditures by institutions and individuals beyond the family if we are to provide good life chances for all our youth.

The expenditures required for optimal child and adolescent development are *not* all added expenses but can be achieved to a considerable extent by wiser use of existing funds. Large amounts of money are now spent for these purposes. Much of this current

spending could result in improved outcomes if redirected by the approaches described in this report. For example, improving poorly functioning school systems, by reducing inflated administrative structures often would cost less than we are now spending. Some new investment certainly will be required, the cost of which must largely be determined on a case-by-case, place-by-place basis. Yet the *total* economic and social costs associated with present youth-related casualties probably could be greatly reduced. These costs have many facets: Economic inefficiency, loss of productivity, lack of skill, high health care costs, growing prison costs, a badly ripped social fabric and a great deal of human suffering. One way or another, we pay heavily. Preventing the damage now occurring would have a powerful social and economic impact.

These vital investments in prevention have to be viewed as a responsibility of the *entire* society. It is not just the task of the federal government, but of other levels of government; not just of business but of labor; not just of the public sector but of the private sector, both non-profit and for-profit. We are all in this great leaking boat together.

Wise investment in human and social capital is the most fundamental and productive investment any society can make. The vitality of any society and the prospects for its future depend in the long run on the quality of its people, on their knowledge, skill and opportunities as well as on the decency of their human and social relations.

In an era when there is much well-founded concern about losing a vital sense of community, these initiatives on behalf of all our children can have profound collateral benefits of building solidarity, mutual aid, civility, and a reasonable basis for hope. What can bring us together better than our children? If there is any mission more important, I wonder what it could be.

later chapter, but for now let's stay with the responsibilities of parents and other adults with direct authority over kids.

The teen years we all know pose a special challenge for parents. The physical changes of adolescence are second in pace and intensity only to those of infancy and the need for parental supervision second only to what toddlers starting to explore the world require (and, a lot of people would add, a lot more stressful on parents!). The teen years--as Bill and I are experiencing--are a time of approach and retreat, when young men and women insist on making their own choices regarding behavior, appearance and values, but often retreat back to their parents or other adults when the consequences are too overwhelming. A child who decides to drink and drive will turn to his parents if he gets in trouble with the law or--even more devastating for all involved--to care for him if he injures himself or others.

Much of the time, adolescence seems to require more self-discipline than discipline of parents. We have to trust that we've taught our children what we can and pick our battles carefully, leaving the rest to them. They have the right to make decisions and make mistakes, even when we disagree about which is

which. We have to know which mistakes could be devastating and which should be downplayed.

A couple I know who lived in the public eye went away one weekend and returned to find their daughter in the kitchen -- with a technicolor new green hairdo. Her parents were dismayed and began to carry on. Suddenly, the girl looked at her parents in that whimsical fifteen-year-old way that can stop you in your tracks. "Mom, Dad," she said, holding out a strand of her hair, "this is ruining your life?"

Just as with young children, adolescents need both mothers and fathers around to share the responsibilities, especially since many of us may unconsciously relive our own growing pains at the same time our kids are

growing through theirs, *and ~~having a second person~~ a second point of view helps to give perspective*

And parents need each other and other adults to figure out the proper level of discipline appropriate for a teenager. It's as tricky as for a toddler and much less clearcut. Telling a three-year-old not to play with matches is an unassailable decision; figuring out whether to ignore your thirteen year old's emotional outburst or what your 16-year-old's weekend curfew should be is another matter. Teens also need to be involved in their own discipline--and that means honest communication on both sides. Parents need to understand what

their teens are going through; similarly, teens need to understand the level of parental angst when they don't arrive home at the agreed upon hour - or die their hair green.

Even though they don't often show it, teenagers want caring--and limit setting--relationships with adults in facing the challenges of their lives, which are more complicated now than they were when I was growing up. But, here again, parents should not be alone in raising their teenagers; the village can help by providing other adults and settings for kids and adults to turn for guidance--and for new shovels they can use.

It's not easy parenting a teenager today under any circumstances when you consider what kids are exposed to everyday.

Like drugs, alcohol, smoking and sex, for example.

What do we know about why some kids try risky behaviors and others don't? And how do we create conditions in both our homes and society that increase the odds against kids choosing potential dangers? How do we equip kids with the will and skills they'll need to make it safely to adulthood?

The Center on Addiction and Substance Abuse (CASA) at Columbia University under the directions of its Chairman and President, Joseph A. Califano, Jr. conducted the first annual "CASA National Survey of American

challenge —

Attitudes on Substance Abuse." It is a comprehensive examination of the attitudes of American adults and adolescents towards cigarettes, alcohol, marijuana, cocaine, heroin and other illegal drugs aimed at alerting adults about what can be done to protect children. For as Califano explains: "Make no mistake about it. If our children get through the adolescent years, ages 10 to 20, without using drugs, without smoking, without abusing alcohol, they are virtually certain never to do so."(p.2)

The survey recommends steps we can take - if we have the will -- to protect children: vigorously enforcing laws against cigarettes, beer and wine to minors; establishing "drug-free" schools; paying for research about and treatment of addiction; to providing more supervised time for kids; halting the glamorization of alcohol, tobacco and drugs in entertainment. There are three points, though, that bear special emphasis: First, marijuana is not benign and adults who condone pot smoking among kids are asking for trouble because its use correlates with earlier unprotected sex and is a gateway drug to other substances.

Second, the President's controversial campaign against teenage smoking is on target both because tobacco use is a serious health threat and is also a gateway experience that makes illegal drug use more likely.

Third, characteristics which correlate positively with "drug use" peril are a kid's attitude toward marijuana; the perceived ease of obtaining cigarettes; the last grade of school completed since the risk goes up with age and dropping out; and first-hand knowledge of an alcohol abuser. Bill's brother, Roger, unbeknownst to his mother or us fit this latter profile. He began smoking marijuana as a young teenager and had observed for years his own father's abuse of alcohol.

The characteristics that correlate negatively with the risk of drug use are: "optimism; awareness one will be forced to choose whether or not to use drugs; religious activism; quality of academic performance; and the extent of parental availability and involvement in their kids' lives."(p.)

As the survey summarized:

"Teenagers tend to turn to drugs more often under certain environmental and familial conditions. Those who spend some afternoons participating in at least one after-school activity use drugs less often than do those not involved in extracurricular activities. Students who play after-school sports on the other hand, are not any less likely to have used drugs, and those with part-time jobs are actually more likely to use them. Perhaps this may be attributed to a newfound disposable income coupled with independence at a relatively early

too
specific

age.

"Regular church-goers become involved with drugs less frequently than teens who rarely or never attend religious services. However contrary to what some might believe, young people growing up with both parents in the house are just as likely to use drugs as are those who spend their teen years with only one parent. Still, having a parent in the house after school does correlate with a likelihood of drug-use slightly lesser than the norm. But the difference here is modest; what matters is not so much parents' work situation, or even their marital status. What really counts is their involvement in their children's lives. What really counts, finally, is firm guidance...or, as one parent put it, 'watching my kid like a hawk.'"(p.49)

These survey results illustrate that parental discussion and involvement with children about the choices facing them, religious training which we'll focus on in a later chapter, and efforts by schools and law enforcement help equip children with the tools they need to say "no" when the moment for decision comes. The same is true for sex.

At a recent gathering of journalists who cover family and children's issues, a reporter asked me how I felt about sex education in the schools, as the mother of an adolescent daughter.

"Well," I responded, taking a deep breath, "a mother of a teenager is probably the worst person to ask." That got me a round of nervous laughter. Many of them could relate -- they're raising kids too, in a culture that shouts sex from every billboard, movie screen, radio station, television set and magazine to sell every imaginable product. I also told them that I didn't think teenagers in our culture were ready for sex or its potential consequences of parenthood, and they should wait until they're over twenty-one to make any decisions about sex. If we could persuade kids to wait until that age to try any risky behavior, we'd be in better shape as a society since most kids who don't try smoking, drinking, drugs or sex before then, will never try in the case of smoking and drugs, or, with respect to alcohol and sex, do so responsibly.

As anyone who has studied the phenomena of teen pregnancy and sexually transmitted diseases could tell you, for all the images and messages of sexuality our children are awash in, many are woefully ignorant about the physical and emotional aspects of sexuality. We're not talking to them openly enough about sex. For all the endless hours of scantily clad bodies and heavy breathing we allow them to see on television, we start to squirm at the prospect of discussing sex directly, or allowing others to do so. We seem to be in a collective state of denial on the subject.

I wish we'd all take a deep breath and remember that sex has been around for a long, long time and we are all here because of it. It's an important part of who we are and how we live, and there should be no shame in our children's curiosity about it. If we could accept that, we could begin by talking to children, as soon as they could understand what we were saying, about the importance of honoring our bodies and responsible relationships. As they grow older, we could explain that there are stages in each human being's life, and that sex is an appropriate part of an adult's life, something that comes with maturity and readiness for commitment. It seems impossible to believe, but I have interviewed young pregnant teenagers who could not explain exactly what they and their partner had done to cause the pregnancy.

Girls who become pregnant are usually a grade or two behind in their academic work. Often they come from disorganized families they would like to escape. They see little future for themselves, and a baby can look like a way out, an avenue to a life of their own. At the same time, they exist in an environment in which sex is a quid pro quo for social status and relationships.

Many teenage boys are in a comparable bind. Lagging in school and frustrated by what they perceive as a lack of opportunity, they see in sex and fatherhood power and accomplishment. It's a primitive definition of manhood,

discuss gen.
prob. of separation

but it's accessible. So why not do it again and again?

When I talk with girls in their early to mid-teens who have a baby or who are about to have one, they often say that they expect the child's father, who is usually older, to marry them. If I ask why he has not yet, they come up with a variety of excuses: "Well, because he is going to join the Army first and then he is going to send for me," or "He's going to get a job first," or "He has to end a relationship with another girl first." There is always a reason, but the reason, however dubious-sounding, does not prevent these girls from fantasizing about being cared for and loved.

Older girls, especially those who are on a second baby, are more cynical. Their attitude is usually something like, "I want this baby. I don't know if I will ever get married, and I'm not sure I want to, because he has not treated me right." Some may be motivated to have second children not by fantasies of marriage, but by the desire to experience again the total sense of being needed an infant can give.

Other girls from more advantaged homes may decide to play Russian roulette with pregnancy because "everybody else" is having sex or because they want to be popular with a certain boy or clique. Girls who should know better may become sexually active, but avoid contraceptives because they want to duck

to believe they are
the premeditated personal responsibility, that suggests in favor of being "swept
away."

The Institute of Medicine recently published a scientific review of all that is currently known about unintended pregnancy in our country. They concluded that parents, families, and religious and community institutions should be major sources of information and education for young people, and that schools should continue to develop comprehensive, age-appropriate, programs of sex education that includes ~~teaching~~ abstinence. The available evidence does not support fears that direct discussion of sexual behavior and contraceptive use increases sexual activity, but, to the contrary, suggests many adolescents become sexually active before having had any formal education. Young people who do become sexually active, need straight talk about contraceptives and the threats from sexually transmitted diseases. (p.257)

Few of us will ever be tested like Nelson Mandela but developing the iron will and necessary skills that enable us and our children to shovel our ways out from under whatever life piles on top is a lifelong task for all of us. For me, my religious faith, education, strong family and the supportive villages in my life all gave me the shovels I've used. My husband and I hope we and the village she inhabits are equipping our daughter with the shovels she ~~needs~~.

how about deferral ?

will

EXCERPTS FROM CCAD FINAL REPORT EXECUTIVE SUMMARY

Adolescence is one of the most fascinating and complex transitions in the life span: a time of accelerated growth and change second only to infancy; a time of expanding horizons, self-discovery, and emerging independence; a time of metamorphosis from childhood to adulthood. Its beginning is associated with biological, physical, behavioral, and social transformations that roughly correspond with the move from elementary school to middle or junior high school. The events of this crucially formative phase can shape an individual's life course and thus the future of the whole society.

Early adolescence, encompassing the sexual awakenings of puberty as well as new social and educational demands, is an age of particular vulnerability. Barely out of childhood, young people ages ten to fourteen are today experiencing more freedom, autonomy, and choice than ever at a time when they still need special nurturing, protection, and guidance. Without the sustained involvement of parents and other adults in safeguarding their welfare, young adolescents are at risk of harming themselves and others.

Across America today, adolescents are confronting pressures to use alcohol, cigarettes, or other drugs and to have sex at earlier ages. Many are depressed. About a third of adolescents report they have contemplated suicide. Others are growing up lacking the competence to handle interpersonal conflict without resorting to violence. By age seventeen, about a quarter of all adolescents have engaged in behaviors that are harmful or dangerous to themselves and others: getting pregnant, using drugs, taking part in antisocial activity, and failing in school. Altogether,

nearly half of American adolescents are at high or moderate risk of seriously damaging their life chances.

Today, with high divorce rates, increases in both parents working, and the growth of single-parent families, slightly more than half of all American children will spend at least part of their childhood or adolescence living with only one parent. In this situation, exacerbated by the erosion of neighborhood networks and other traditional social support systems, children now spend one-third less time in the company of adults than they did thirty years ago; more of their time is spent in front of the television set or with their peers in age-segregated, unsupervised environments.

In the face of the social and economic transformations of the late twentieth century, all adolescents have enduring human needs that must be met if they are to grown up to be healthy, constructive adults. All must:

- o Find a valued place in a constructive group
- o Learn how to form close, durable human relationships
- o Earn a sense of worth as a person
- o Achieve a reliable basis for making informed choices
- o Express constructive curiosity and exploratory behavior
- o Find ways of being useful to others
- o Believe in a promising future with real opportunities

Meeting these requirements has been essential for human survival into adulthood for millennia. But in a technologically advanced democratic society--one that places an increasingly high premium on competence in many domains--adolescents themselves confront a further set of

challenges. They must:

- o Cultivate the inquiring and problem-solving habits of mind for lifelong learning
- o Acquire the technical and analytic capabilities to participate in a world-class economy
- o Master social skills, including the ability to manage conflict peacefully
- o Become ethical persons
- o Learn the requirements of responsible citizenship
- o Respect diversity in our pluralistic society

Early adolescence--the phase during which young people are just beginning to engage in very risky behaviors, but before damaging patterns have become firmly established--offers an excellent opportunity for intervention to prevent later casualties and promote successful adult lives.

The Carnegie Council focuses on approaches that deal with the factors that predispose adolescents to engage in high-risk or problem behaviors. These are *generic* in nature; they are distinguished from categorical or targeted approaches that focus on single problems, often after they have already occurred. Generic approaches focus on the positive possibilities inherent in the adolescent transition--possibilities for educating and motivating young adolescents in the pursuit of healthy lifestyles; for fostering interpersonal and decision-making skills to help them choose alternatives to very risky behavior; and for providing them with reasons and tools to build constructive lives. The following recommendations of the Carnegie Council offer ways to adapt to the transforming world and provide life chances for adolescents conducive to a better future for the entire society.

Strengthening Families for Adolescent Development

Parental involvement in school activities declines steadily as children progress to middle and high school. Parents need to remain actively engaged in their adolescents' education; schools, for their part, should welcome the families of students as allies and cultivate their support. Schools and other community institutions, including health-care agencies, can help parents deal with the adolescent transition. They can create parent support groups, parent education programs, and education for prospective parents. Employers, both public and private, can pursue more family-friendly policies for parents with young adolescents.

Create Developmentally Appropriate Schools for Adolescents

States and school districts should give teachers and principals the authority and resources to transform middle schools and junior high schools into health-promoting as well as learning environments--environments that are small-scale and safe, that promote stable relationships between students and their teachers and peers, that are intellectually stimulating, that employ cooperative learning strategies and de-emphasize tracking, that provide health education and life-skills training, and that offer primary health-care services either in or near the school. Schools that are developmentally appropriate provide a core curriculum and teaching methods that excite students' curiosity and build on their desire to explore, that strengthen their analytical and problem-solving abilities, and that provide an understanding of human biology and its place in the world.

Strengthen Communities for Young Adolescents

Communities should provide more attractive, safe, growth-promoting settings for young adolescents during the out-of school hours--times of high risk when parents are often not available to supervise their children. More than 17,000 national and local youth organizations, including those sponsored by religious groups, now operate in the United States, but they do not adequately provide opportunities for about one-third of young people who most need their support and guidance. These organizations must now work to expand their reach, enlisting the help of community residents, families, schools, volunteers, and adolescents themselves in offering more activities that convey information about life, careers, and places beyond the neighborhood--as well as to engage them in community service and other constructive activities.

Develop Health-Promotion Strategies for Young Adolescents

Poor health interferes with learning; good health facilitates it. Since 1960, the burden of adolescent illness has shifted from the traditional causes of disease to behavior-related problems, such as sexually transmitted disease, teenage pregnancy, motor vehicle accidents, gun-related homicides and accidents, depression leading to suicide, and abuse of drugs (alcohol and cigarettes as well as illegal drugs). Instilling in adolescents the knowledge, skill, and values that foster physical and mental health will require substantial changes in the way the health professionals work and the way they connect with families, schools, and community organizations. This effort can be facilitated by a conjunction of the life sciences curriculum, life skills training, and social supports for healthy behavior. It will also require filling serious gaps in health services for adolescents. At least three measures are needed to meet these goals. The

first is the training and availability of health providers with a deep and sensitive understanding of the developmental needs and behavior-related problems of adolescents. The second is expanded health insurance coverage for adolescents who now experience barriers to these services. The third is expanded school-based and school-related health facilities for adolescents. Taken together, these measures could significantly improve the health outcomes of adolescents.

Promote the Constructive Potential of the Media

An ever-expanding array of media bombard adolescents with messages that powerfully shape their attitudes and behavior. Growing, serious criticism has been directed at television, music media, and video games for their emphasis on violence as the ultimate problem solver and on unrestrained sexuality; the undeniable power of the media could be used far more constructively in the lives of young adolescents. Families, schools, and other pivotal institutions can help young people become more "media literate" so they can examine media messages more critically. They can work with media organizations in developing health-promoting programming and media campaigns for youth. And they can support social actions that discourage the media from glamorizing violence and sex as well as drinking, smoking, and other drug use.

Business

The business community can help directly, by providing funds and technical support to implement the recommendations of this report, and indirectly by mobilizing community leadership on behalf of the education and health of youth. Within the workplace, it can institute

family-friendly policies and practices, and it can cooperate in diminishing the production of sex- and violence-saturated media programming.

Universities, Scientific, and Professional Organizations

These "science-rich" institutions and organizations can stimulate interdisciplinary research and publication on the problems and opportunities of adolescent development, recognizing the implications for practice, policy, and social action, and bringing the facts before the public by taking education beyond the campus.

Government

Government at all levels can recognize the critical adolescent years, and particularly early adolescence, in their policies and programs and can assist communities in translating youth-oriented programs into action. One example is the recent creation of an Office of Adolescent Health in the U.S. Department of Health and Human Services. That effort, so far, is rudimentary, but it could become a vital focus for healthy adolescent development. Fifteen states are supporting major reforms of middle and junior high schools to make them more developmentally appropriate for young adolescents. More states need to join this movement. Cities and counties can also organize effectively for youth development.

Investing in Our Future

Much of the current spending for adolescence could achieve better results if it were redirected toward fundamental, comprehensive approaches. Preventing much of the damage

now occurring would have a powerful social and economic impact, including higher productivity, lowered health costs, lowered prison costs, and improved human welfare. In the long run, the vitality of any society and its prospects for the future depend on the quality of its people--on their knowledge and skill, health and the decency of their human relations. In an era when there is much well-founded concern about losing a vital sense of community, these initiatives on behalf of all our children can have profound collateral benefits of building solidarity, mutual aid, civility, and a reasonable basis for hope.

THE WHITE HOUSE
Office of the Press Secretary

Internal Transcript

April 12, 1994

REMARKS BY THE FIRST LADY
TO CARNEGIE COUNCIL

MRS. CLINTON: (in progress) -- I told David, that was one of the more enjoyable recitations of the last 20 years of my life -- (laughter) -- than I've heard in the last several weeks. And I was delighted to be welcomed as a member of the Carnegie clan. I have had such a deep regard for what Carnegie has done over the 22 years or so that I have known of it, and feel very fortunate that one of my earliest experiences with respect to children's needs was on the Council, that David referred to, that Ken Keneston (phonetic) chaired.

It is a particular pleasure, therefore, for me to be back with many of you. I only wish that I were able to stay and visit and get brought up to date. As I look around this room there are so many of you with whom I have worked over the last decade and whom I would love to get caught up on to what you are doing now and what you see happening in the country. But unfortunately I will have to leave after my remarks. And maybe we can arrange another reunion sometime in the future.

I'm particularly pleased that our Attorney General is here. And you will be hearing from the Attorney General in a little while. But there isn't anyone on the national scene who tries harder to integrate the many different aspects of the challenges that our children face than she. And one of the great qualities I admire about Janet Reno is that she is not afraid to be misunderstood in the cause of what she believes to be a larger truth. And I think we are very lucky to have her in the position she is in and championing the cause of children out of the Department of Justice. (Applause.)

I'm also delighted that another Cabinet member, Dick Riley, had something to do with this report, and that we took him from it. But I know that it meant a great deal to him because he has tried to take much of what he learned and integrate it into his work at the Department of Education. And so I wanted to say a special word of thanks to him and to the cochairs, Dr. Mackabee

(phonetic) and Dr. Richmond, and to the report's author, Catherine Young, and all who contributed to it and worked on it.

I told David when I arrived that I had just come from a reception that we had held at the White House for a number of not-for-profit organizations, many of whom you are associated with or know of. And the President began his remarks by holding up the report, and talking about what it represented and what it meant, and how it was a marvelous example of the kind of partnership that we need to have between government and the private sector, particularly the not-for-profit -- philanthropic charitable sector.

I wanted to say just a few words about the report itself, and perhaps to say something about putting it into context, and then to talk specifically about certain of its recommendations in the time that I have available to me.

One of the great frustrations for many of us in this room is that over the last 20 to 30 years, we have worked on, we have overseen, we have read and studied, we have tried to implement the recommendations from a number of reports about the state of children in America. And we have encountered both some success, but also a continuing deterioration in the attitudes toward our children and in the support for our families that has led to a decline in many of the indicators that we should look to determine the state of America's children.

This report certainly tries to pull together the available research and to put into a very comprehensive but understandable format what we know about children from zero to three, and then to marry that analysis with pragmatic recommendations as to what all of us should do in order to make a start, to begin to reverse the conditions that many of our children are facing.

I hope that this report will serve as a blueprint for our institutions in adult society about what our obligations are and what our challenges are, and how best we can meet them when it comes to securing the futures of our very youngest children.

I am optimistic that it can serve as a blueprint. I am optimistic that it can join the ranks of other reports that have preceded it talking about our children, and that we can, working together, begin to put into action what all of us know needs to be done to support children and families.

But my optimism is certainly tinged with some concern and even a trace of pessimism that we will have the political will and the institutional fortitude to see this through.

We have in the last 15 months in Washington worked very hard on a broad agenda, to begin to reverse what we perceive as certain of these conditions that have undermined the strength of

the American family, and by so undermining the family, placed our children in peril.

I look out and I see right at this first table Bill Galston, who has worked tirelessly with Secretary Riley on the education agenda that the President is promoting. And we have had a remarkable progress at this point in being able to point to accomplishments like Goals 2000, and soon we hope the School to Work transition -- issues that I have been associated with in various commission reports that David referred to earlier.

So we at least have legislation to show for that achievement. Now, the great task of implementing that legislation lies before us.

We were successful in beginning to reverse the onerous burden that has been placed on families that are working that are in poverty through our tax system. Probably one of the most remarkable accomplishments that very few Americans know about was the passage in the budget last year of the earned income tax credit. And throughout that debate the President kept saying over and over again, we are not going to continue to penalize working families. What kind of message do we send when we put our families at risk and actually provide disincentives for them to care for their own children through the tax system.

The earned income tax credit will mean, as of Friday, when tax returns are filed, that 17 percent of American families will pay less taxes and will have more of an opportunity to begin making decisions for themselves.

And the vast majority of Americans will not see any rise in their taxes. Many of us in this room will. But that's only fair, given what happened in the 1980s. And I think it's a small price to pay for trying to provide some way of stabilizing our financial situation and beginning to invest in our families and children again.

We have worked very hard on other programs like Head Start, our immunization efforts. We have seen some accomplishments that we have brought about through regulation and better organization. But it is still an uphill struggle. And it is in part because we are locked into a debate over false choices that is fueled by rhetoric that is too often politically determined as opposed to honestly assessing the needs that children and families have, and asking what can we do to support our most vulnerable members in this society.

All through the last several years, we have seen a debate that is framed between those who say that they believe that the family bears the entire responsibility and has to show more responsibility, and should not expect much help or assistance from any other institution. And the extreme other argument that, indeed, all that happens to children is society's responsibility,

and the family is so beleaguered and downtrodden that it cannot be expected to exercise much responsibility on its own.

That debate fills the airways of radio talk shows, fuels the rise of organizations across the political spectrum, but it is a false debate. What starting points demonstrates clearly and what is common sense is that children are raised both by a family and a community, and that every family is part of some network -- either the presence of a network that affirmatively helps or a network that is destructive to the strength of the family.

There was a wonderful line a few years ago in the Catholic bishops work on families and children when it said very clearly that we should stop the faults debate that has dominated our dialogue about family and children's policy because children are the result of the values of both their families and of the larger society.

So then how do we then break through that rhetoric and talk honestly with one another about what we can and should expect from families; how we may better prepare people for the important jobs of parenting; how we can make it absolutely clear that family responsibilities are the most sacred and precious ones that any of us will ever have; and that our children need to appreciate that and enter into their families with that sense of commitment.

We do have to talk about values and we have to talk about individual and family responsibility. But that is not where the conversation can afford to be left. We then have to go on and say what do the institutions of society owe to families so that they can fulfill their responsibilities, and what is every child entitled to have as a matter of right, to have that child's needs met.

And if you read this report, you can see that there are some things we can do within the legislative process at the federal, state or local level. There are tasks that fall to the business and private sector community, tasks which should fall to the religious community, the not-for-profit sector, tasks that belong in the province of the media. Each of us bears responsibility for the appalling statistical portrait of so many of our children that comes forth in this report.

And if we clearly delineate, as this report does, what the problem is, and then we specify what the responsibilities of the family and every other institutions are, then we have to be willing to commit ourselves to actually seeing action occur. That means that Carnegie and many of the not-for-profits represented here have to join together, leverage your resources, work to get a single series of messages out as clearly as possible to change the atmosphere and the debate about family issues.

It means that we have to understand that families have to have certain support systems in order to succeed and then begin one by one to try to implement those.

I want to talk specifically about health care, because that is mentioned here, it is a prerequisite for much that we can accomplish on behalf of our children, and it is obviously something that we are on the brink of being able to do if we exercise the will to do so.

Other speakers, I'm sure, in the next day and a half will talk about the range of other issues, the economic structure and what it currently does to families. The average American worker is working more hours today than has been worked by the American worker since World War II. And that is not just the male breadwinner, that is the single parent and the dual-parent family. We are squeezing out time for families by the kind of relentless economic pressures we are imposing upon our workers.

Violence is an issue that permeates what we can expect from our families. I have often been in rather heated conversations where someone is saying that, I'm a believer in big government and all of that, and I'm saying, you've just got it wrong, I'm a believer in big families, big government, big business, big everything -- I want it all to work well. (Laughter.)

And what they say to me over and over again is that it's the family's responsibility. And I say you tell that to a single mother working two shifts, raising her kids, and afraid to let them go outside to the park or walk on their way to school. Now, what kind of family is that, and what kind of community is that. It goes for child care. It goes across the board with every one of these recommendations.

But let's just focus on health care for a minute so you can understand what we are up against, because the debate over health care is absolutely linked to the false debate over the state of the American family and what we can do to help our children.

The same arguments against extending health care to every American were made against Social Security and made against Medicare. Those two programs took care of elderly Americans. But even they had to overcome the hurdles of being accused of undermining individual responsibility, of making people lax, of taking away the incentive that gets you up to go to work, because if you don't work, you won't have health care, or you will be destitute in your old age. Same arguments, same people, same players, 60 and 30 years later.

Now, with health care, we see clearly that there are a multitude of reasons why we should have a universal health care system with particular emphasis on children's needs. But we are engaged in a debate over whether or not we can afford to do so

and whether or not we can do so without undermining the quality of the health care we currently have.

That is in many ways a fair set of questions to ask. But it is also a set of questions that ignores the reality that affects the lives of millions and millions of American children today.

Most of the 40 million uninsured Americans work and have children in the home. Most of the 25 million underinsured Americans work and have children in the home. Most of those who are on Medicaid have children in the home. And every one of us who is insured today has no security that we will have insurance for ourselves and our children this time next year at an affordable price. There is no health security for any of us, but particularly not for our children.

And we are paying a very dear price for that. We are paying it in the statistics of infant mortality, low immunization rates for our youngest children. We are paying it in the kind of disruption that occurs in the lives of children because of the failure for them to receive ongoing health care in a timely way. And we are paying it because we are spending more on health care than most of our competitors without even covering all of our people.

What we believe we should do is to have guaranteed private insurance for every American with a comprehensive set of benefits that is aimed at prevention -- starting with prenatal care for every pregnant woman, moving through well child care, all the way through adolescence, but with particular emphasis on the youngest children.

We also believe that if we provide this health care, we will begin to see results, not just in better health outcomes for our children, but in related accomplishments as well.

You can look at any health survey of children in America, particularly poor children, and see so many correlations between poor academic accomplishments, short attention spans, other kinds of issues that on surface are not health issues but are certainly driven by health-related affects.

So when we talk about this report and when we praise it, and when you study it, think about what we are going to do to make it happen. If we do not have universal health care coverage for every American, we will not meet the goals of this report. If we do not have a secure base that makes it absolutely unthinkable that every working family will be able to provide for their children, it will be very difficult to stabilize at-risk families so that other institutions can support them in the way that this report suggests.

This quiet crisis is not so quiet. We see very loud and noisy and uncomfortable manifestations because of our collective

neglect of millions of our children. We see it in our prison statistics, we see it in our violence, we see it in our schools' achievement levels, we see it across the board. And there is no excuse for it.

But in order to be successful in building the argument about what the family should do and what the society should do, we have to be committed to seeing through the changes that are reflected here and understanding that we have to change the political and cultural atmosphere to make this country more receptive to doing what we should do for our children.

This is going to be a very tough challenge in the next couple of years. It was hard to get the budget passed. It was hard to get a lot of the legislation on the federal level passed. We live with this mythical idea that we pay more taxes than anybody in the world and it's not true. If any of you saw in one of the papers this weekend, you know that we don't even pay any more as a percentage of our income than we have for the last several decades.

But we have become convinced that we as a country can't and even shouldn't do anything to help those who are most at risk. It's a very odd conclusion to reach in a country that has stretched its hand out so many times to so many millions, and through intermediary institutions and governmental programs created the greatest, broadest middle class in the history of the world.

And what we want now is to rekindle that American dream by providing the support that families and children need today. Many of us are here as a result of both strong, loving, nurturing families and programs in the private and public sector that gave us the opportunities we needed to make the life that we have today.

That is what we want for all of our children. But it's going to be up to us. It is going to be a real test of our will and our staying power to determine whether we actually get the job done. I am optimistic, but only because I think this room is filled with people who are willing to work to make it happen.

Thank you very much. (Applause.)

END

DRAFT
8/3/95

**CARNEGIE COUNCIL ON ADOLESCENT DEVELOPMENT
CONCLUDING MEETING**

AGENDA

Thursday, October 12, 1995

5:00-6:30 **Registration**

5:30-6:00 **Reception**

6:00-9:00 **Opening Session**

Welcome and Introduction of Speaker

David A. Hamburg
President
Carnegie Corporation of New York

Keynote Address (Via Video)

Hillary Rodham Clinton
First Lady of the United States

Highlights of the Report

David A. Hamburg

Dinner

9:00 **Adjourn**

Friday, October 13

7:30-9:00 **Registration**

7:30-8:15 **Continental Breakfast**

8:15-8:30 **Opening Remarks**

Daniel K. Inouye (Invited)
United States Senator (D-Hawaii)

8:30-10:15 **Session I: Strengthening Communities**

Moderator: *Hedrick Smith*

Families: *Eleanor E. Maccoby*

Schools: *David Hornbeck*

Community Organizations: *James Comer*

Religious Organizations: *Kenneth Smith*

Health Agencies: *Michael Cohen*

10:15-10:45 **Mid-Morning Break**

10:45-12:15 **Session II: A Shared Responsibility**

Moderator:

Research: *Anne Petersen*

Business: *Roy Vagelos*

Media: *Newton Minow*

State Government: *Thomas Kean*

Local Government: *Tim Sandos*

12:15-12:30 **Closing Address**

Nancy Landon Kassebaum
United States Senator (R-Kansas)

12:30-12:35 **Concluding Remarks**

David A. Hamburg

12:35 **Adjourn**

Great Transitions:
Preparing Adolescents for a New Century

Concluding Report of the
Carnegie Council on Adolescent Development

Carnegie Corporation of New York

Contents

Executive Summary [to come]

Part One: Great Transitions

Chapter One: Early Adolescence: The Great Transition

Chapter Two: Growing Up in Early Adolescence

Chapter Three: Old Biology in New Circumstances: How Social Transformations
Have Changed the Experience of Growing Up

Chapter Four: Reducing Risks, Enhancing Opportunities: Meeting The Essential
Requirements for Healthy Adolescent Development

Part Two: Preparing Adolescents for a New Century

Chapter Five: Reengaging Families with Their Adolescent Children

Chapter Six: Educating Young Adolescents for a Changing World

Chapter Seven: Promoting the Health of Adolescents

Chapter Eight: Reinventing Communities with Adolescents

Chapter Nine: Redirecting the Pervasive Power of the Media

Epilogue: Looking to the Future, by David A. Hamburg

Endnotes

Acknowledgments

Appendices

Index of Selected Programs Cited or Described in the Report

Lissa / Sabrina -

Itac will miss
Carnegie's rutz to launch
his rept. (She once worked
at C + Loves them) This
may have to be longer than
a 3 min. Video.

Carnegie Corporation of New York

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David A. Hamburg, M.D.
President

August 4, 1995

Melanne Verveer
Deputy Assistant to the President
and Deputy Chief of Staff
Office of the First Lady
The White House
Washington, DC 20500

Dear Melanne:

I cannot emphasize strongly enough how pleased I am that the First Lady is willing to speak at the concluding meeting of the Carnegie Council on Adolescent Development on October 12, 1995 in Washington, DC.

By way of warming up her circuits, I am sending a few items:

- 1) Title Page and Table of Contents of the final report;
- 2) Executive Summary;
- 3) Epilogue;
- 4) A mock up of the program as it now stands.

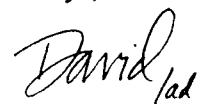
The Executive Summary gives an overview of the report. In the Epilogue, I look ahead to see how some vital functions of the Council might be carried forward in future years.

You will of course get the complete report soon, but I think this is enough to start the process. Please know that I will be delighted to help in any way as we go down the line. Don't be bashful!

Once again, my deep appreciation for the First Lady's willingness to do this. I know that the entire Council will share my gratitude.

With very best regards,

As always,

A handwritten signature in cursive script, reading "David", followed by a small, stylized mark that appears to be "lad" or a similar flourish.

MEMORANDUM

To: Jen
Fr: Sabrina and Deborah Kory
Re: Carnegie video
Da: September 29, 1995

The video will be shown at the opening session of the Carnegie Council on Adolescent Development's concluding meeting on October 12, 1995. The video will be introduced by David A. Hamburg, who will also speak following her remarks. They are the only two people on the program for the evening.

On April 12, 1994, HRC spoke to the Carnegie Council when they released their report, *Starting Points*, focusing on the prenatal period through age three (see enclosed transcript). In 1996, the Corporation's Task Force on the Primary Grades will make recommendations for children's health, development and education between ages three and ten.

Great Transitions: Preparing Adolescents for a New Century

David Hamburg's Epilogue to the report does a good job of summarizing the main points of the report (the report could have come straight from her book).

The Council had three main objectives: 1) to synthesize existing information; 2) to extend present reliable information by stimulating research and innovation; 3) to use information more effectively by connecting the research arena with practitioners, policymakers, and public.

To achieve these goals, the Council used studies, task forces, publications, meetings and symposia, working models, etc.

The Report makes recommendations for businesses, government, universities, scientific institutions and professional organizations on what they can do to improve the health and education of adolescents aged 10-14.

The Report also discusses ways to mobilize communities and coalitions at the state, county, and city level. It also suggests ways international organizations can help.

In its discussion of costs and benefits, the Report concludes that the social costs of damaging conditions that destroy lives in adolescence damage the entire society: "These distorted lives are like a virus that knows no boundaries, that cannot be contained unless prevented in the first place."

Improvement in conditions will require a substantial investment by parents and many others. The most crucial

investment goes beyond economics. It calls for adults to give personal attention, energy, and care to children and adolescents.

David Hamburg writes, "...it takes a social support system, a village, a community to raise children effectively and to successfully foster the adolescent's transition from childhood to adulthood."

NOTE: Jen, I have highlighted relevant/interesting passages in both Hamburg's Epilogue and the Executive Summary of the report.

The video should be 5-10 minutes in length. It will be taped on Friday, October 6.