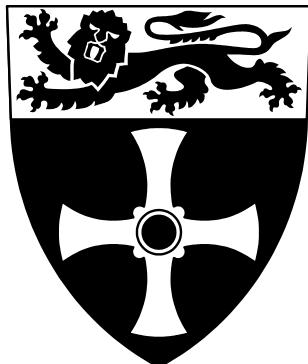


UNIVERSITY OF
NEWCASTLE



**Monitoring of the DfES Standards Fund
Teenage Pregnancy Grant**

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Section 1 Introduction

This report is in two main sections. Section 1, begins by setting the context for the monitoring study. This section of the report details the background to The Standards Fund Grant, discusses the methodology used in the study, profiles the Local Education Authorities (LEAs) involved and highlights the statistical context for the work.

Section 2 focuses on the Reintegration element of The Grant concludes by offering concise points relating to the key questions asked by the Department of Education and Skills (DfES) of the effectiveness of The Grant. Where possible, the report is illustrated with examples of changes attributable to The Grant.

The Standards Fund Teenage Pregnancy Grant

The Standards Fund is the Government's main channel for targeting funds towards national priorities to be delivered by LEAs and schools. It has provided funding for the "Excellence in Cities" (EiC) programme and other major initiatives such as the Literacy and Numeracy Strategies, but has also funded a series of more narrowly focused initiatives. The latter includes the Teenage Pregnancy Grant, which was announced on 29 December 1999 by Education Minister Estelle Morris as part of the Department of Education and Employment (DfEE) response to the Social Exclusion Unit's report on Teenage Pregnancy.

The objectives of The Grant were:

To reintegrate school age mothers back into the education system and provide support to pregnant teenagers and school age parents in education.

To support age appropriate educational projects in schools aimed at reducing the rate of teenage conceptions by raising pupils' self-esteem, exploring issues of choice and responsibility and peer pressure.

The Standards Fund Teenage Pregnancy Grant was to be worth £10m over two years. For 2000-2001 allocations were made to 48 authorities (the 24 LEAs involved in phase 1 of the EiC initiative and 24 other areas with high incidence of teenage pregnancy). The size of allocation was based on the number of conceptions to women aged 15-17 and secondary school pupil numbers. Subsequent changes to the Standards Fund, announced by David Blunkett on June 1st 2000, reduced the number of ring-fenced grants (44 in 2000/2001) and the proportion requiring competitive bids, as part of an overall simplification intended to give schools more freedom to determine their own spending priorities.

The Teenage Pregnancy Grant was affected by these changes and the original plan for a two-year “evaluation” was replaced by a one year “monitoring” exercise involving 6 of the 48 authorities (Durham, Leeds, Newham, Northumberland, Sandwell and Southwark). In practice the funding involved for all the authorities has been continued on the same formula basis into 2001/2002.

Overcoming Barriers to Learning for Pregnant Young Women and Parents of School Age

A central objective of the Teenage Pregnancy Grant was to be the “reintegration” into education of young women conceiving while of statutory school age (i.e. under 16) and a key element in achieving this objective was to be the appointment of a Reintegration Officer, who would co-ordinate local provision and support for school age mothers. This is discussed in greater detail in Section 2 of this report.

The need for greater support had been highlighted in the Teenage Pregnancy Report which pointed out that teenage mothers often faced many barriers to getting back into education and that many had a background of poor experience and attainment. The Report suggested that LEAs were doing little to redress these problems.

LEAs were clearly required to provide a suitable education for all children of compulsory school age living in their area and many had developed patterns of provision to cater for school age mothers. In England this had often taken the form of specialist Pupil Referral Units (PRUs) or other specialist provisions, which removed

barriers by catering for both the educational and emotional needs of young mothers and sometimes included on-site childcare. The Department recognised the important role of such provisions, especially for any young women already disaffected with mainstream schooling, but was concerned that most were unable to offer the full national curriculum and felt that, wherever possible, LEA support should be directed towards supporting young mothers in their mainstream schools so that they could access as broad and balanced a curriculum as possible.

One of the aims of this study has been to look at the range of provision in the six areas and explore young mothers' experience of a return to mainstream school or in different modes of alternative education.

Under-age Conceptions in England & Wales

Allocations under the Standards Fund Teenage Pregnancy Grant are based on a formula related to the number of conceptions to young women aged 15-17, but most of the spending has been on young people under 16 and in particular on school age mothers. A common factor in all the areas receiving allocations is that they have Under 18 conception rates above the average for England and Wales, either over the whole authority or, in the case of some county areas, in one or more of their component local authority areas. Table 1 below shows under 18 conception rates and outcome for England & Wales and for local authorities in the six study areas for the years 1994-96 and 1997-99 (ONS 2001)¹.

¹ (ONS (2001) – *Population Trends* no 103 Spring 2001, “Conceptions in England & Wales, 1999” pp 86-104)

**Table 1: Under 18 Conception Rates and Proportion ending in abortion
England & Wales; 1994-6 and 1997-9**

<u>Area</u>	Conception Rate 1994-1996	Proportion leading to abortion	Conception Rate 1997 - 1999	Proportion leading to abortion
England & Wales	43.5	40%	46.0	42%
<i>Durham County</i>				
Durham City	53.6	34%	54.5	35%
Easington	34.2	41%	35.2	36%
Wear Valley	71.9	27%	73.3	27%
	68.8	37%	74.1	28%
Leeds	51.5	34%	52.6	38%
Newham	64.3	41%	61.2	43%
<i>Northumberland</i>				
<i>Blyth Valley</i>				
Tynedale	44.8	33%	56.1	36%
Wansbeck	21.2	38%	19.7	50%
	66.5	34%	70.6	31%
Sandwell	65.9	33%	67.8	38%
Southwark	87.7	49%	85.8	58%

Source: ONS (2001)

Table 2, below, shows data on under-age conceptions for the six areas – these are less clear as ONS currently publishes such data only for Health Authorities and LEA boundaries do not always coincide with these. Likewise the sub-area variation so important in Durham and Northumberland is lost. Variations in the abortion ratio for pre-16 conceptions (45 –56%) were less than for the under-18s (31 – 58% - see Table 1).

Table 2: Under Age Conceptions, England & Wales 1997-9

Health Authority	Conception Rate (Per 1,000 women aged 13-15)	Number of Conceptions 1997-9	“Maternity” Rates (per 1,000 women aged 13-15)	Abortion Ratio
England & Wales	8.7	24,667	4.2	52%
County Durham (inc Darlington)	11.1	370	6.2	45%
Leeds	10.6	402	5.4	48%
East London & City	11.8	434	5.4	53%
Northumberland	7.8	136	3.8	51%
Sandwell	13.4	227	7.0	48%
Lambeth, Southwark & Lewisham	16.3	592	7.2	56%

Source: ONS (2001)

Estimates of the annual number of pre-16 conceptions leading to a maternity for the Standards Fund Areas were made from available data (1997-1999). These are based on recorded conceptions in the LEA for Leeds, Northumberland and Sandwell, but for the other three areas the number of annual conceptions is based on estimates of the proportion of HA conceptions under age 18 within the sub-areas concerned (Durham County, Newham and Southwark). The estimates must be treated with caution as numbers of conceptions may have reduced since 1997-99.

Table 3: Estimated annual number of maternities to young women conceiving under age 16; 1997-1999

LEA	Conceptions	Maternities	Under-age Births
Durham	101	56	21
Leeds	135	70	26
Newham	55	26	10
Northumberland	45	22	8
Sandwell	76	40	15
Southwark	59	26	10

These estimates of number of under-age conceptions and subsequent births, although based on earlier years (1997-9) provide useful background to our study by giving a target for Reintegration Officers seeking to identify pregnant young women of school age.

Full details of calculations of these estimates can be found in Appendix 1.

Situation prior to the arrival of Reintegration Officers

The situation prior to the arrival of Reintegration Officers varied depending, primarily, on whether or not the LEA had a specialist provision and how high a priority teenage pregnancy was within the LEA.

In authorities where specialist provisions existed (Sandwell and Durham) there was a considerably higher degree of reintegration of school age mothers and pregnant young women of school age into education than in those authorities without a specialist provision. However, this did not always mean greater reintegration into mainstream

school. Nor did it mean that individual schools or head teachers were any more likely to be supportive of a young mother in their school.

In Sandwell, for example, where the well-respected Batmans Hill unit has long been the automatic first resort for many head teachers faced with decisions about a pregnant young woman of school age, one head teacher is known for ‘naming and shaming’ pregnant young women of school age in his school. Box 1, below, tells the story of Shelly, one young woman from a Sandwell school where the head teacher’s attitude leaves a lot to be desired. The story is not uncommon in other LEAs.

Box 1 – Shelly’s story (Sandwell)

Shelly became pregnant at the age of 13, she gave birth aged 14 and now has a 3 month old baby boy. Her school attendance prior to pregnancy was poor but not beyond redemption. She liked school because her friends were there and ‘*quite enjoyed the lessons*’. She last attended school full time in year 7 and began to truant during year 8. ‘*I used to bunk off sometimes...if I didn’t like the lesson much but mostly I went to school*’

Her father, who worked at the school as a caretaker, was the one to inform the school of Shelly’s pregnancy. The Head Teacher announced the situation at school assembly in a ‘*let this be a warning to you all...*’ manner.

‘*He (the head teacher) told me to leave. Said he didn’t want me causing any problems and disrupting everyone else’s education...*’

Although Shelly did try to continue at school for a few weeks, eventually she stopped going and stayed at home because of the teachers’ comments. *I could hear them saying things about me, as if I wasn’t there.* Her school friends were relatively supportive but the staff were not.

She was visited at home by an Education Welfare Officer (EWO) (this was prior to Reintegration Officers). Eventually the EWO introduced her to Batmanshill and she went, reluctantly at first. Now she is very happy there and feels that she will continue in education longer, having been there, than she would have had she not become pregnant. Her attendance at the unit is excellent.

Key points

Particular issues of concern prior to the introduction of the Standards Fund Grant can be summarised as follows and are discussed in more detail throughout the report:

- Very little was known by LEAs about the numbers and educational activities and needs of pregnant young women of school age and young mothers,
- Many young women entitled to home tuition would not receive any as a result of schools being unaware of correct procedure or attempting to hide the fact that a pupil was pregnant by failing to inform the appropriate EWO or failing to fill in relevant request forms,

- A significant proportion of the pregnant young women of school age and young mothers in all areas had effectively dis-engaged themselves or were erratic attendees prior to pregnancy, and therefore, without adequate follow-up on non-attendance, many of the LEAs did not respond to their needs because they were unaware that the need existed,
- In some areas particular issues of concern included, evidence of off-rolling, incorrect attendance records at school, forced 29 week maternity leave and admissions refusals for Year 11 mothers who had missed a substantial amount of Year 10.
- Evidence existed that pregnant young women of school age were being made to feel unwelcome at school, and hence chose to leave of their own accord, or that, on health and safety grounds, school was not the best place for them.
- Many schools noted that pregnant young women of school age could remain in school as long as ‘they felt comfortable’ in doing so, but did not necessarily see it as the school’s duty to make sure that they were comfortable, or to facilitate flexible or alternative provision.

Profile of the LEAs

With the exception of Northumberland, all LEAs in this report had above average pre-16 conception rates (see Table 1 above), although each was very different in terms of the level of pre-16 pregnancies and the level and type of educational provision for school age mothers and pregnant young women of school age (See Appendix 2). However, it was clear from meetings with Reintegration Officers nationally that the six LEAs chosen for the monitoring process were largely representative of those which received The Grant nationally.

Durham

Prior to the introduction of The Grant, LEA knowledge about pregnant young women of school age and young mothers varied depending on where those individuals were being educated. Since their opening during the mid-late 1990s², young women could choose to attend one of Durham’s three part-time mother and baby education units as

² Annfield plane was opened in 1995, Bishop Auckland in 1996 and Peterlee in 1997.

an alternative to mainstream school during their maternity period and information regarding those young women would be held by the Learning Support Service (LSS) based at Ferryhill. However, the LEA knew little about those who chose to remain in school. Key individuals working within the LSS became aware that in some schools young women who were known to not be in school due to their pregnancy were still on the attendance register as present or doing an alternative activity. For example, whilst one young women was in labour, her school had her down as on an 'outward bound' course.

Despite the development of the part-time units, prior to The Grant, the LSS did not feel that either the LEA or the government were taking the issue of teenage pregnancy seriously. The main area of focus of concern within Durham LEA has historically been on excluded pupils, despite the number of excluded young women remaining consistently low in comparison to the number of school-age pregnancies (see Table 4 below). The LSS stated that it was not until the arrival of The Grant that the issue of school-age pregnancy was taken seriously within the LEA.

Table 4: Number of pregnant young women of school age attending specialist provisions and number of permanently excluded young women in year 10 and year 11, Durham, 1997-2000.

School year	Pregnant young women of school age in Year 10 or 11 who attended alternative provisions	Permanently excluded young women in Year 10 or 11
1997-1998	37	9
1998-1999	28	5
1999-2000	26 (41 in LEA)	5

Source: Learning Support Unit, Durham LEA.

Since the introduction of The Grant, Jan Blair as Reintegration Officer has been collecting baseline data on all pregnant young women of school age and young mothers in Durham based on a collection template devised by the Link worker in Newham. A similar template has been used in all six areas. Data gathered for the school year 2000-2001 are collated in Appendix 2.

The data reveals that 41 young women were identified as conceiving in school years 1999/2001 (16 in 1999-2000 and 25 in 2000-1) and intending to continue with pregnancy – 21 giving birth (or with Estimated Delivery Date (EDD)) pre-16; 20 post-16. 28 (68%) chose to attend one of the 3 part-time mother and baby education units during their maternity period – 11 (27%) remained in mainstream school. The latter generally had better attendance records prior to pregnancy, but more improvements in attendance were witnessed amongst those moving to the specialist provision during their maternity period, as can be seen in Appendix 3.

In Figure 1, below, the standard route for pregnant young women of school age and young mothers in Durham has been mapped out³. For those attending a specialist unit, strong connections also existed between the units and careers services and all young women who attended a unit would receive careers education and a careers interview.

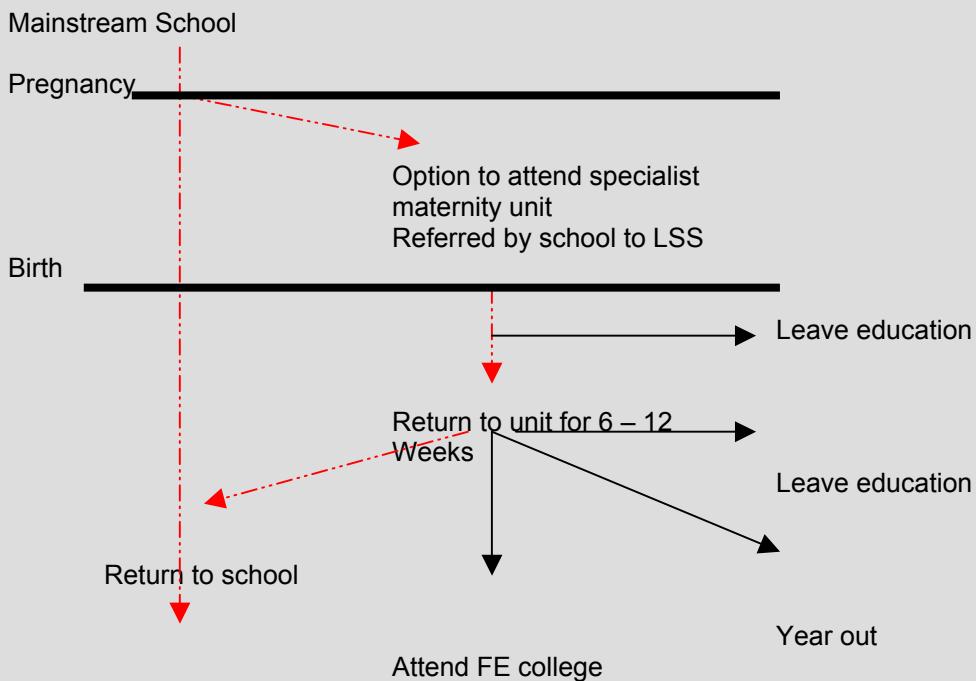
Unlike some other specialist provisions, these units in Durham are not intended to be a permanent alternative; young women would be expected to attempt reintegration between 6-12 weeks post-birth. Only where this attempt at reintegration has failed would young mothers continue their education at one of the units, their main purpose is to serve as an alternative to home tuition during the maternity leave period.

³ In Durham there were two distinct patterns, one to remain in mainstream throughout and the other to return to mainstream via one of the part-time maternity specialist provisions.

Figure 1: Durham - potential routes through education

Pre- Standards Fund

 = most likely



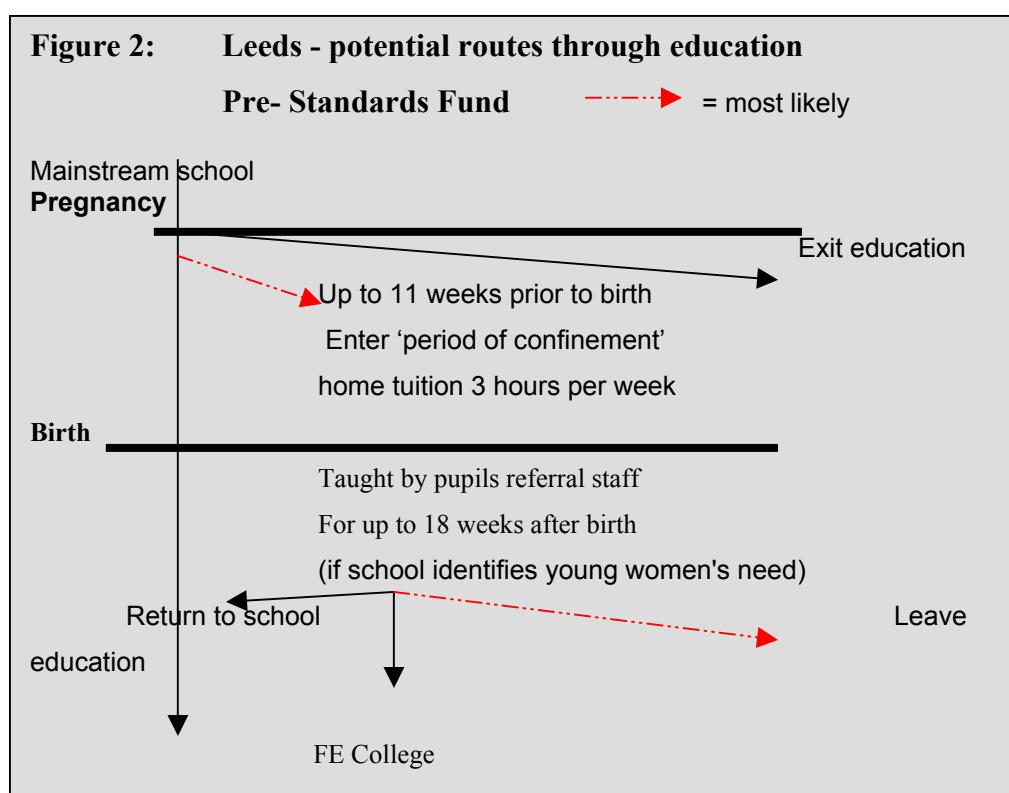
Leeds

Prior to the existence of The Grant, LEA knowledge of pregnant young women of school age and young mothers in Leeds was limited. The main record of numbers came via those who accessed home tuition (on average 3 hours per week) during their 'period of confinement', however, these figures on comparison with health authority figures revealed an LEA awareness of less than 50% of actual pregnancies and births. The low uptake of home tuition had arisen for a number of reasons including; schools having been unaware of procedure, not knowing which form to fill in or that a form needed to be filled in, schools being unaware that a pupil of theirs was pregnant due to the timing of the pregnancy and school holidays and due to schools not wanting to publicly acknowledge that a pupil of theirs was pregnant. From 1998, all schools in Leeds were sent an *Information Pack for Professionals: Pregnant Students of Statutory School Age*. Although this pack contained a great deal of information and detail about policy and process, it was very wordy, not user-friendly and many schools remain unaware that it ever existed.

The introduction of The Grant enabled the Teenage Pregnancy and Parenthood Initiative (TPPI) to be set up in Leeds and they have been responsible for collecting baseline data on all current pregnant young women of school age and young mothers, and have also collected a great deal of backdated information on previous years in order to explore trends and help inform their future prevention activities.

Current data for Leeds show that 55 young women were on record with the TPPI for the academic year 2000-1. Of those, 1 conceived in the academic year 1998-99, 10 in year 1999-2000 and 44 in year 2000-1 (30 giving birth (or with EDD) aged post-16; 25 pre-16).

Shown in Figure 2 below are the standard pathways and most common route through education that were available to a pregnant young woman of school age or young mother in Leeds prior to The Grant.

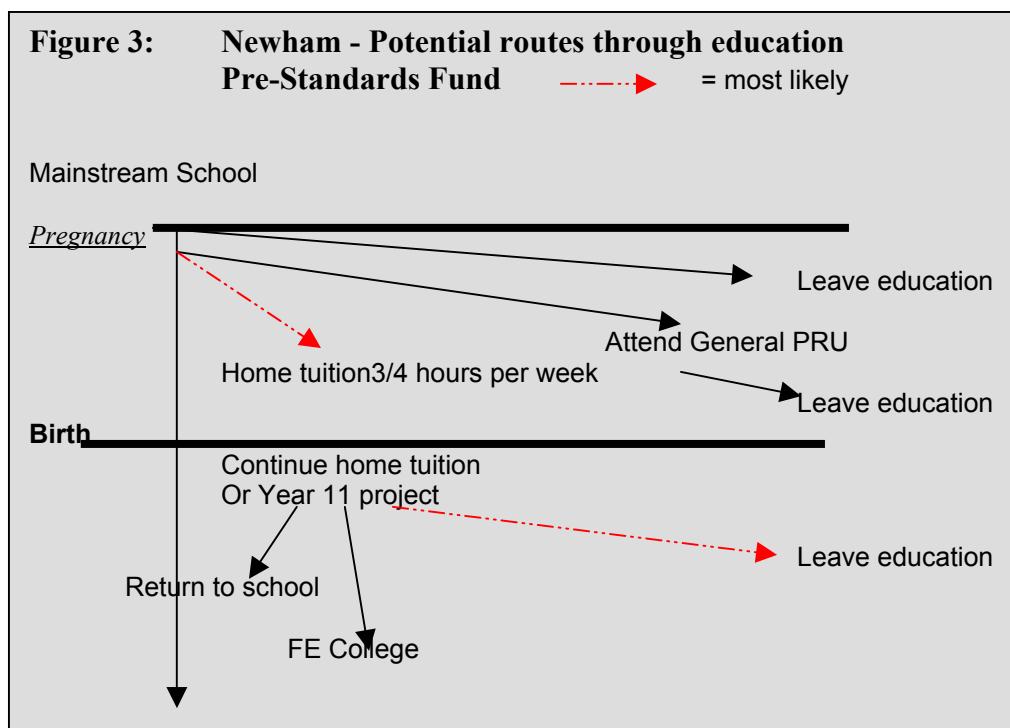


Newham

Prior to The Grant little was known about pregnant young women of school age in the LEA and no statistics were held. Pre-16 conceptions, pregnancies and motherhood were not high priority within the LEA prior to The Grant. There was no specialist

provision but some young women were referred to general PRUs where there was no special provision and no baby care facilities. Attendance seemed poor. A small minority had received home tuition during maternity leave – many others were not referred. Figure 3, below, shows the standard pathways and most common route through education that were available to a pregnant young woman of school age or young mother in Newham prior to The Grant.

By September 2001, one year after the data collection began, the Reintegration Officer and Link Worker had identified 39 young women who were either pregnant young women of school age or young mothers of school age. Of those identified, 6 had conceived during the academic year 1998-90, 18 in the year 1999-2000 and 15 in the year 2000-1 with 15 giving birth (or with EDD) aged post-16, 18 aged pre-16, as well as 1 miscarriage, 1 ectopic pregnancy and 4 reported abortions.

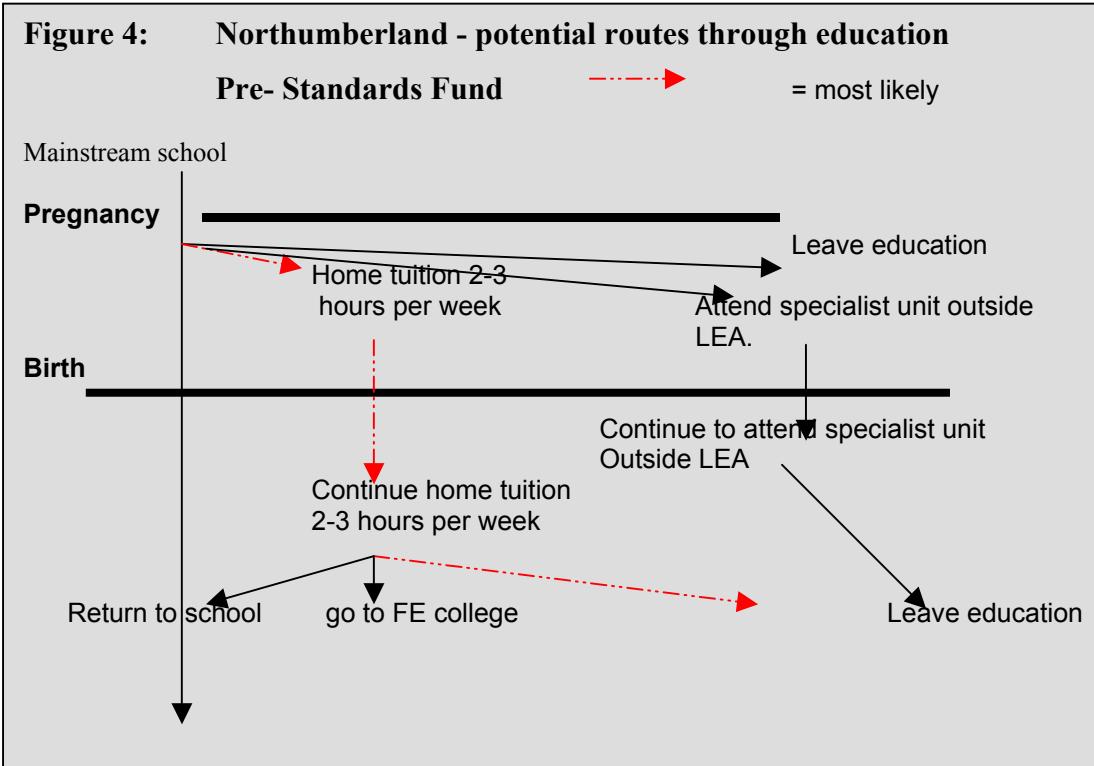


Northumberland

Prior to The Grant very little was known about pregnant young women of school age and young mothers in Northumberland and there was no systematic collection of baseline data about the education of these young women. Due to the fact that county-wide, the rate of pre-16 conceptions was below the national average, even after the

commencement of The Grant, key individuals within the LEA were still of the opinion that there were very few pregnancies to young women of school-age in Northumberland.

However, since a more comprehensive collection of baseline data began in March 2001⁴, the LEA have now acknowledged that they do in fact have a considerable number of pregnant young women of school age and young mothers of school age. 30 young women were identified as having or expecting a baby in the school years 1999/2001. Information on age at birth was available for 29; 16 had delivered or an EDD aged pre-16 and 14, post-16. The majority of those young mothers received home tuition (2-3 hours per week) during maternity leave (see Figure 4 below), but 2 (both under-16 at the birth of their child) were referred to specialist units in neighbouring North Tyneside.

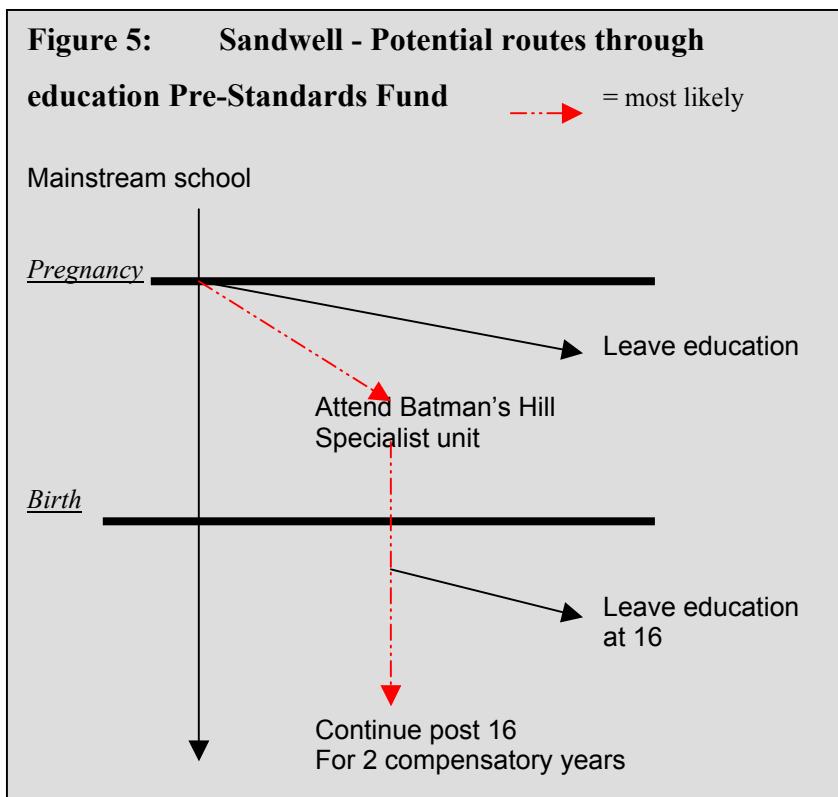


⁴ Reasons behind the delay in collection of this data are due to the late appointment of a Reintegration Officer as explained in Section 2 on Reintegration.

Sandwell

Pregnant young women of school age have long been seen as a priority in Sandwell and a specialist educational unit at Batmans Hill catering only for pregnant young women of school age and school age mothers and their babies has existed since 1984. The majority of school age mothers in the Authority choose to attend the unit, those who do not receive home tuition. The Batmans Hill unit provides education up to statutory leaving age covering a wide range of GCSEs, as well as offering two years 'compensatory' education post-16. However, whilst data on mothers who were attending or had attended Batmans Hill was available, prior to The Grant little was known about those who remained in school or fell through the net entirely.

Figure 5, below, shows the standard pathways and most common route through education that were available to a pregnant young woman of school age or young mother in Sandwell prior to The Grant.



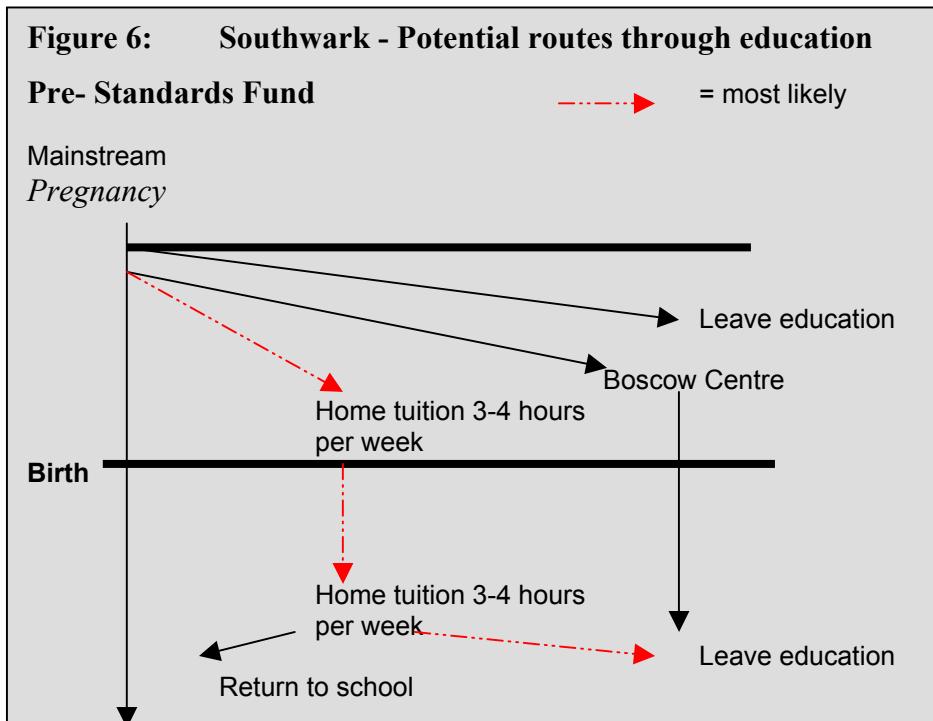
Of the 59 young women identified by the end of September 2001, 30 gave birth (or had EDD) aged pre-16, 20 aged post-16, 6 of unknown age at birth. In addition, there was 1 reported abortion, 1 miscarriage and 1 foetal death at 7 weeks. Of the 56 whose

pregnancy continued, 39 (66%) attended the specialist education Unit at Batman's Hill; while 20 (34%) remained in mainstream schooling.

Southwark

In Southwark, the LEA had collected very little data on school age mothers prior to The Grant, despite having a sophisticated pupil database and despite having the highest rate of pre-16 conceptions in England; school aged pregnancy was not a high priority within the LEA. This had not always been the case and there had at one time been a dedicated EWO for pregnant young women of school age. This post was absorbed by general EWOs in recent years.

By the end of the academic year 2000/2001, a total of 22 young women had been identified, 21 as having their baby (or with EDD) between April 1999 and March 2002 (15 aged pre-16 at birth, 4 post-16 and 1 unknown) and 1 as having had an abortion. Despite there being no specialist provision in Southwark, only 4 young women were known to have had home tuition during maternity leave and 1 was provided with work by school, but the majority of others received nothing. Figure 6, below, shows the standard pathways and most common route through education that were available to a pregnant young woman of school age or young mother in Southwark prior to The Grant.



Section 2 Reintegration

This section of the report focuses on the role and effectiveness of the Reintegration Officers. It begins by making some general observations about reintegration of school age mothers into education. It briefly highlights problems around the process of establishing Reintegration Officers in post and the situation in each LEA prior to the arrival of the Reintegration Officer, and discusses the relationship of Reintegration Officers to other agencies and initiatives related to teenage pregnancy.

The bulk of this section, however, highlights the effectiveness of Reintegration Officers in a number of areas. Firstly, it highlights the barriers to reintegration which the Officers have had to overcome. Secondly, it explains the setting up of procedures for reporting and collecting data on pregnant young women of school age and monitoring their progress. Thirdly, it discusses the way in which the Officers have worked to overcome the pupil's reluctance to re-engage with education. Fourthly, it explores improvements in educational achievement and attendance. Finally, it highlights the effect of the Officers on non-educational improvement and achievement, such as improved self-esteem or improved family relationships.

General observations on reintegration

The term 'reintegration' assumes that a young woman was integrated prior to pregnancy. As highlighted in Section 1, this is frequently untrue. The reality is that a significant proportion of the young women interviewed were disenchanted with school, excluded, self-excluding or very poor attendees prior to pregnancy. It is important to note this because it seriously affects the type of education, which may be appropriate for a young mother on reintegration.

Not only is a young woman who has missed a considerable amount of school unlikely to want to return directly to mainstream education, for her to do so would place her at a severe disadvantage in relation to her peers. Furthermore, some schools were not keen to take back young women who had missed a large proportion of one academic year, due to the effect it may have on their GCSE results, as was found to be the case in Leeds. The following are comments from Reintegration Officers when asked what

was the greatest barrier to reintegrating young women, they highlight the need for flexibility and a range of choices.

Flexible provision. Without doubt, it's not having a choice of where they can go to get the best for them... I know they want them back in school but if they've missed loads, and most of them have...you can't expect them to go back into the same class or even year...or even school. We don't have anywhere to send them to ease them back in an educational environment... only the Bosoc Centre and there aren't many places there.

I think this idea of blanket reintegration is wrong, there are distinct categories, you've got good attendees, erratic attendees and you've got non-attendees, you've got people who've disengaged long before pregnancy and people who've disengaged around pregnancy, people who haven't disengaged, ... it's much more complex.

Experiences of reintegration into different types of provision

The mothers who were reintegrated into education experienced it differently depending on their needs and the form of provision they accessed. It is difficult, in a study of this length, to say which form of provision is most likely to be effective or most readily accepted by young mothers. However, young mothers comments express the range of feelings about different forms of provision.

Mainstream school

Some did feel to have been well supported by mainstream schools during their pregnancy or post birth. This depended on how willing the school was, to be flexible on timetabling, as well as on the personal support and concern of individual teachers.

It's not a good school for education, not a really high standard school, but when it comes down to teenage pregnancy, they really did stand by me. I stayed till very late in my pregnancy and the teachers were always there if you needed to talk.

I couldn't believe how supportive they were, I got the feeling I wasn't the first person that had gotten pregnant! My head of year, she was supportive, and said I could stay on as long as I wanted to and was comfortable and that when it got too much they could organise home tuition. They made me a part-time timetable, so I only had to go in for my key subjects. And when I left just this week, cause I'm due really soon, lots of the teachers gave me work for my break and my media teacher gave an important assignment that the others will get later in the year, so that I can get started over the summer and she said she would help if I was behind when I got back, media's my best subject, and they know I want to do well, so they've been really good.

Others, however, had different experiences:

I think they could have done so much more to help, anything you can think of, the smallest things, asking how I was, cause I was up 2,3,4 in the morning getting up, coming to school and I didn't get any appreciation for that. One teacher, when I went back to school made me feel really bad for having the baby, he called me stupid. And then they put me back a year, they just decided. I sort of felt like everyone was making my decisions for me. I wanted to carry on in the year I was in. I really hated it, they put me back with students younger than me and with me being in the situation I was, just made fun of me all the time. I left after one month.

Specialist units

The majority of those who attend specialist mother and baby units comment very favourably on the education and support they receive, and the academic results such units get highlight their success and value. Many of the young women interviewed who attended specialist provision noted that they liked the social support network that was developed by the bringing together of young women in the same situation.

Many also commented that, had they been treated in mainstream school, with the same levels of respect and maturity as they were in the specialist unit, their mainstream attendance would have been better.

They treat you different here, not like you're a kid. And they listen and help you.

No one looks down on you here, we're all in the same boat so we just get along and get on with it.

I think maybe if I didn't know about the unit here, I don't think I would have gone back to do my A levels, because the exams are hard and I think I would have thought, I've missed that much work... I don't think I would have stayed at home and done the work that I did here, like by myself.

A few, however, recognised the limitations of specialist units, especially in their curriculum.

I was behind on a lot, really, cause being at the unit there wasn't all the resources I needed. They helped by buying like, she got in a book that I could use. But it didn't have everything I needed and the teacher tried to help by helping us with what she knew, but she wasn't specialising in the subject and she found it, well not hard really, but she couldn't be helpful with everything and I got quite a bit behind.

Home tuition

Home tuition was generally seen, by mothers and professionals, as viable only for brief support during maternity leave or for those young women who could not, or would not access any alternative. However, as this young mother noted, there may be longer term benefits for the baby in allowing the mother to remain at home in the early days after the birth.

I wanted to stay at home for the first 4 months before returning so that it was me that bonded with my baby not my foster mother and so they arranged for me to have a home tutor for four months and I did.

It was the limited time and, in some cases, poor quality of home tuition which was most often seen as its downfall.

It was only 5 hours and it was a waste of time, all I did was copy out of books, she was a maths, a specialist in maths, and I'm not being funny but she was, I was more intelligent than her. She sat there, I was 15 year old then and she was sitting there having me learning my two and three times table, she was thick. I think she thought that because I was stupid enough to get pregnant at that age that I was stupid full stop and that I wouldn't be interested in doing schoolwork. If I had had something better I would have tried harder, I would have, cause all the work that I missed out in school, I couldn't really do, cause some of the things I needed help with.

Another negative factor of home tuition is the lack of social interaction it offers. Many young mothers found mixing with peers at school difficult to begin with, and this was often their reason for poor attendance prior to pregnancy. Home tuition has little to offer in the way of esteem building. In this respect, the work of Dione Judy the Reintegration Officer in Southwark is interesting. She has established a system of tuition which begins in the home and, over a period of time, begins to bring a small group of mothers together for tuition in a central location.

In addition, Northumberland's Reintegration Officer believed that there were lessons to be learned from her experience of organising group home tuition for excluded pupils that could be applied to future work with pregnant young women of school age and young mothers that would not only increase provision, but also provide the social connections that young women in other LEAs have noted as so valuable within other specialist provisions. The Reintegration Officer noted that although the pregnant young women of school age are dispersed all over the county, there appear to be 2-4 young women located close enough together in each area to be brought together for group home tuition. This could mean that the young women would be provided with 2-4 times more hours of tuition and have contact with other young women in the same position as themselves.

Clearly, there is a need for flexibility and choice and it should be accepted that, for some, mainstream school is not suitable either in the long or short term. In many

cases, young women needed to be eased into education with home tuition or by attending a general or specialist provision as a first step back to mainstream.

However, only 2 of the 6 LEAs monitored had specialist provisions. The suitability of this reintegration route, therefore, depended on the specialist provisions concerned and the ability of the Reintegration Officer to adapt the situation to the young woman's needs. Box 2 below explains how the Reintegration Officer for Newham worked with the Tunmarsh PRU.

Box 2: The Tunmarsh Centre, Newham

Both the Link worker and the Reintegration Officer in Newham are housed within the Tunmarsh PRU. In the absence of any specialist mother and baby unit in the LEA, a pregnant young woman of school age, not in mainstream education, would go either to the Tunmarsh Centre, the year 11 project or receive home tuition.

The Tunmarsh Centre has no special facilities for a pregnant young woman of school age or for babies. It receives both male and female pupils who have been excluded from school for a range of reasons, including difficult or unmanageable behaviour. The atmosphere is often aggressive and noisy. It does not appear, initially, to be the most appropriate place for a pregnant young woman of school age. However, the Reintegration Officer has managed to utilise the cramped premises to the best advantage.

As there are no crèche facilities available, childcare is sought by childminders or in a nursery. A young mother or pregnant young woman of school age works with the Officer to develop a flexible timetable and programme of study, which she undertakes in the centre. In addition, the Officer complements the study with one to one tuition.

Durham has developed a form of provision, which is underpinned by the concept of reintegration into mainstream, rather than being seen as an alternative to it. Durham has 3 units, which are only intended as a maternity provision, pre and post-birth, from which the young women are expected to be (and generally are) re-integrated back into mainstream school between the 6th and 12th week post-birth. This provision is recognised by the LSS and young mothers as a useful alternative to home tuition or mainstream school for this period.

The process of establishing Reintegration Officers and developing their role

The speed at which The Grant was intended to be implemented meant that many LEAs have experienced procedural difficulties in appointing suitable people to the post of Reintegration Officer. This is highlighted by the fact that several across the

country did not manage to appoint until late 2000 or early 2001. In Southwark the Reintegration Officer did not take up post until early October and in Northumberland, not until January 2001 and even then only as an add-on to a general Reintegration Officer post for excluded pupils. It is important to mention this before reviewing the effectiveness of the posts because clearly some Reintegration Officers have had very little time to bring about change in their LEA.

The role of the Reintegration Officer varies between the six LEAs but falls broadly into one of two main categories - 'hands on' or 'strategic'. However, all are responsible for data collection and the setting up of data collection and referral systems within schools.

In Northumberland the current Reintegration Officer has responsibility, not only for school age mothers but also for all excluded pupils. This seems unrealistic given that Northumberland has virtually the same estimated number of pre-16 conceptions and births, as does Newham, where the Reintegration Officer works solely with school age mothers and pregnant young women of school age. Moreover, the geography of Northumberland makes accessing young women and schools more time consuming.

However, after the process of data collection on pregnant young women of school age began in Northumberland, the part-time Reintegration Officer soon realised that she could not cope with that caseload in addition to her excluded pupil caseload (of 85 pupils). She felt very frustrated that she could do no more and pushed for the LEA to recognise that Northumberland *does* in fact have many pregnant young women of school age and needs a full time Reintegration Officer.

Around March 2001 this issue was formally acknowledged and taking advice from the research team and evidence of good practice from other areas on issues such as job description and relevant pay, the LEA in conjunction with the Teenage Pregnancy co-ordinator for Northumberland worked together closely from March 2001 to make sure that a full time post was created and filled during the summer of 2001.

Hands on approach

The lack of suitable agencies to refer young mothers to is the main reason for the ‘hands on’ approach taken by Anita Khana in Newham. She is involved directly with supporting and, in some cases, teaching young mothers to maintain their interest in education. In Newham this work is done within the setting of a general PRU or the young woman’s home. The Reintegration Officer has considerable face-to-face contact with the young mothers, developing and monitoring education plans and progress, supervising their work and providing a degree of advocacy and non-educational support herself. In addition, she works with schools and home tutors around the reintegration of mothers and with colleges in connection with further training and education.

Strategic approach

In Southwark, the availability of a range of agencies in the Borough has mean that the Reintegration Officer has been able to adopt a more strategic approach. She has concentrated her efforts on developing an awareness of the existing services available for young mothers, establishing good referral mechanisms, setting up new forms of flexible group/home tuition (see observations on reintegration), developing and monitoring education plans and progress, and on challenging and changing school’s attitudes to reintegration.

In Durham, where there are also three well established part-time ‘maternity leave’ units, to which approximately two-thirds of all pregnant young women of school age annually opt to attend, the Reintegration Officer has focused on; improving those facilities, speeding up the process between referral and home-visits, increasing access to childcare, easing the route back into mainstream school post-birth and collecting information on the remaining young women who chose not to come to the units, in order to clarify that they are indeed attending and coping with mainstream school.

In Sandwell, where there is a well established specialist unit, to which young women are almost always automatically referred, the Reintegration Officers (two job share) have focused on maintaining education during maternity leave and on working to encourage young women back into mainstream school from the unit.

In Northumberland, the remit of helping pregnant young women of school age and young mothers is essentially an add-on to an already established Reintegration Officer post for excluded pupils. The Reintegration Officer has, therefore, had to focus solely on data collection and responding to specific requests for help from schools or parents (usually via health visitor), for example in providing funds for a new school uniform. This has been very frustrating for Cathy Davis (Reintegration Officer) as she felt unable to fully inform schools about what she could offer by means of help to pregnant young women of school age and young mothers, until the end of the academic year 2000-01 (when the full time post was announced), because she did not feel able to respond to the number of requests she knew she would receive.

Finally, the role of the Reintegration Officer in Leeds is strategic and somewhat unusual due to the fact that Leeds LEA was able to co-ordinate The Grant with funds from an EiC award to provide the Teenage Pregnancy and Parenthood Initiative (TPPI).

The TPPI is made up of 7 individuals; Jenny Midwinter who is responsible for co-ordinating both the prevention efforts as well as all issues relating to education alternatives and the Reintegration Officer, Carolyn Wellings, who has responsibility for all data collection and supports and manages the 5 specialist learning mentors (SLMs). Each SLM has responsibility for, and is now fully devolved to, an EiC wedge⁵ of the city.

Each SLM has a base in one of the schools in their wedge and has the responsibility for; liaising with all other schools in their wedge, identifying young women who are pregnant or mothers, providing support for and helping each young woman in their caseload to follow/improve the educational path they are on, or often for erratic/non-attendees, encourage their attendance at the variety of alternative educational provisions set up or tapped into by the TPPI throughout Leeds.

⁵ In Leeds, in order to implement the EiC programme, the city was divided into five ‘wedges’ or sections. In order to combine efforts of the various initiatives running in Leeds, the TPPI have utilised the same framework.

The effectiveness of Reintegration Officers

Despite the relatively short time they have had to effect change, all Reintegration Officers have made significant achievements in a very short time. Although they have adopted different approaches to their roles, the achievement across all 6 LEAs can be summarised as follows:

- Raising awareness**

Within the LEA of the broader issues and in individual schools of their obligations

- Data collection**

On individual young mothers, the outcome of their pregnancy and their education progress and achievements

- Establishing procedures**

For the referral of pregnant young women of school age and school age mothers to the Reintegration Officer and other education providers and monitoring of progress

- Overcoming barriers to reintegration**

Into mainstream and alternative provision and post-16 options

- Altering negative routes through education**

By establishing new forms of provision as alternatives to mainstream school and home tuition or by changing attitudes and behaviour of young women and/or educational establishments to encourage new positive routes

- Improving attendance**

Within both mainstream and alternative provision and both before and after the birth

- General support**

Including advocacy, parenting and relationship support

Here each area of achievement is discussed and illustrated with examples where appropriate.

Raising awareness

The existence of The Grant has, in itself, raised awareness of the issues of teenage pregnancy. For example, in Durham the Co-ordinator of LSS noted that prior to The Grant the main focus of attention and funding had been on excluded pupils, despite the number of pregnant young women of school age annually outnumbering the number of excluded young women. She further noted that the arrival of The Grant and the creation of the Reintegration Officer have had an impact on attitudes within the LEA and that there is now a consensus within the LEA that teenage pregnancy is 'everyone's responsibility'.

More specifically, the first task undertaken by most Reintegration Officers was to introduce themselves to schools and other providers and to education committees. In doing so they immediately raised awareness of the situation regarding school aged pregnancy throughout the LEA.

Raising awareness of obligations

Reintegration Officers not only introduced heads of year and head of schools to their role but also to the school's own obligations. In some cases the Reintegration Officer had to highlight the school's obligation to maintain suitable educational provision for pregnant young women of school age, especially where the young woman had been a poor attendee prior to pregnancy and hence the school were reluctant to spend money on those young women.

In interviews a common response from teachers and heads of schools was relief at the existence of a named officer to whom they could refer young women or from whom they could seek advice and support. One teacher commented:

It's just knowing there's someone you can call and discuss it with. You never really knew what the options were before and if she (the young mother) stopped attending, well, it was just difficult to know what to do about it and I don't have the time to chase up. Yes, just having someone whose job it is, is great.

Raising awareness of other services and support

Frequently the failure of a school to seek support for a pregnant young woman of school age was due to their lack of knowledge of what was available in the borough in terms of counselling or advocacy. Several Reintegration Officers have built up a good knowledge of local services and are disseminating that information, in packs and bulletins, to schools.

Data Collection

Any initiatives to support school age mothers into training and education can only be effective if it is set within sound quantitative and qualitative data on such young women. None of the six LEAs being monitored had any comprehensive data on pregnant young women or young mothers of school age, and Sandwell and Durham had data only on those mothers who attended the specialist units for school aged mothers. Those who did not attend were largely 'invisible', except to the individual schools that they came from. Even then they were no more than a statistic, with little being known about the outcome of the pregnancy or the young woman's future education. For example when the Reintegration Officer in Northumberland was collecting updated baseline data for an annual report, the head teacher from one school noted that he was not even aware that one of his pupils had had her baby, never mind whether or not this young woman intended to return to school.

The collection and collating of data has resulted in a comprehensive data set on school age mothers and pregnant young women of school age in all six areas for the first time. The majority of data has been collected by the Reintegration Officers. In some cases, for example Newham, the link worker for the Action Research Projects has also been involved and in Leeds the SLMs report their caseload information to the Reintegration Officer.

The Excel spreadsheet, on which the data is collated, was originally designed by Lesley Garantziotis, the Link Worker in Newham. It was refined over a period of several months following input from Reintegration Officers. The spreadsheet is now being used by the majority of LEAs around the country, in receipt of Standards Funds Grants for Teenage Pregnancy.

The case of Southwark gives some idea of the success that Reintegration Officers have had in collecting data. Dionne Jude, Southwark's Reintegration Officer did not take up the post until early October 2000. At that point, despite having the highest rate of pre-16 pregnancy in the country, the LEA only knew officially of a few pregnant young women of school age. By February 2001 Dionne had collected data on 23 young women who were either pregnant or mothers in the school years 1999-2000 and 2000-2001. In a similar situation, the Reintegration Officer for Northumberland, whose role in respect of pregnant young women of school age is only part of her job description, dispelled the myth, widely held in the LEA that Northumberland had very few pre-16 conceptions. Within weeks of coming into post late, in January 2001, she had identified and contacted 10 young women and by the end of March 2001 her total caseload of pregnant young women of school age and young mothers had risen to 30.

With the most complete data set as of August 31st 2001, Appendix 3 presents a case study of Durham, showing the potential use of the information being collected in all Grant areas.

Establishing referral procedures

As part of the process for collecting data and supporting young mothers, the Reintegration Officers have had to establish procedures for the reporting and referring of school aged conceptions. They have approached this in a number of different ways and there is no standardised form. Nor is there any need for standardisation.

Lack of knowledge about obligation or correct procedures lead some schools to 'ignore' the situation relating to a pregnant young woman of school age, especially if the young women was nearing the end of year 11 or if her previous attendance had been poor. This teacher's comments are representative of many prior to the Reintegration Officers arrival:

...especially if they're poor attenders...by the time you realise that this is different and not just them wagging off again you don't really know what to do. It's up to the Head how it goes down on the register. It's the EWOs

responsibility after that. I suppose the Head has to sort out if she can come back after the birth.

Prior to the development of the new procedures, teachers often had to make several phone calls to a range of agencies to seek advice on what was expected of them in relation to a pregnant young woman of school age. The more committed made the effort to contact specialist units or PRUs, the less committed ignored the situation, especially if the young woman was absent from school or nearing the end of year 11. The establishing of forms and procedures for referring pregnant young women of school age to the Reintegration Officer has served a number of purposes.

Firstly, it has assisted the collection of data by standardising, within each LEA, the information needed to support and follow a young woman through her pregnancy. Secondly, it has simplified the procedure for the teachers involved, by providing simple forms for completion and contact numbers for the Reintegration Officer if a teacher is unsure of any detail. Thirdly, the simplification of the referral process has increased the speed at which schools are reporting a referral to their Reintegration Officer. Fourthly, it has removed, to a great degree, concerns over confidentiality. Teachers commented that they were unsure what they should tell, to whom, about a given case. Formalising the procedure onto a form gives the teachers greater confidence that it is acceptable to disclose the information, and that it will be acted upon.

Overcoming barriers to reintegration

At an institutional level the prevailing perception has led, in many cases, to practices which hampered any attempt by a young woman to remain in school. This perception tended to prevail where the young woman in question was a poor attendee or low achiever prior to pregnancy. However, it was also found in relation to those who had previously good attendance.

I was surprised at her because she'd been a good pupil...she was on for good grades (at GCSE). I don't suppose, well, I mean I don't know what's going to happen. Her mother says she wants to come back but we'll have to wait and see.

When is she supposed to be taking her GCSEs, this year?

Yes, but she missed a lot of time from before Christmas and I think it would mess her grades up if she tried to carry on now, right after the birth.

What help did you give her?

What do you mean?

Did you set her work for home, did anyone take work home to her. Was there any home tuition?

I really don't know. I suppose the EWO would have got her home teaching services no one asked me for any work yet?

Despite the previously widely held perception that most pregnant young women of school age had effectively ruined their chances, there are some good examples of changed perceptions beginning to emerge. In Southwark for example, one Catholic school, known for being negative towards pregnant young women of school age and which did not wish to take part in the cross LEA Action Research Project, is now being hailed as a model of how to receive pregnant young women of school age and young mothers. Following the Reintegration Officers work with the school a number of young women have returned and the head teacher has commented that she is happy to take others.

In Leeds many teachers had begun to notice the changing attitudes of staff towards pregnant young women of school age and young mothers and perceived this to be as a direct result of the impact of The Grant. As a teacher in one school in Leeds noted:

For the young women, yes there is a difference, I think the stigma has reduced, the way that Bryony [SLM] has worked has actually been to educate and raise the awareness of staff and the school because that's been a huge problem. There is so much stigma attached to them in society, and I think unfortunately we've had members of staff who've thought – she shouldn't be in school! Or it's their own fault or making moral judgements about them. And I think gradually over this last year and a half, the fact, the awareness and the empathy from staff has improved, much more acceptance, more acceptable. It certainly has started to happen and it's, we're not anywhere near there yet, not 100% perfect, but I think it's really, it's certainly helping.

Additionally, in Leeds the SLMs and Reintegration Officer have had varying degrees of success in impacting upon schools' and teachers' attitudes towards young fathers. In one school for example, a young father was given a week paternity leave after his girlfriend (who attended a different school) gave birth, to enable him to support his girlfriend and bond with his child.

In Sandwell, the Reintegration Officer has worked to alter the perception that all pregnant young women of school age would necessarily be best supported by the Batmans Hill specialist mother and baby unit. Because the unit is so well established many schools refer their pregnant young women of school age automatically, without considering the individual case. The story in Box 3, below, highlights how the Reintegration Office can intervene to develop the best situation of an individual school and mother.

Box 3: Genna's Story (Sandwell)

Genna is 16 and in Year 11. She was a poor attendee at school. When she became pregnant it was suggested that she visit the Batman Hill unit. Initially she was reluctant to do so but with encouragement from the Reintegration Officer she did visit. However, it was soon realised that the subjects Gemma showed promise in were not available at the Unit.

The Reintegration Officer worked with both Gemma and the school to change the perceptions they each held. It transpired that the reason Gemma had become a poor attendee was because she didn't like one particular teacher, who she felt had picked on her.

A specific programme of work and classes was established, which Gemma now attends. She will sit 4 GCSEs which would not have been possible had she not attended Batmans Hill unit.

At interview Gemma commented that had she received the level of attention and support she was currently getting from the RO, she would not have stayed off school in the first place.

These generally poor perceptions of a pregnant young woman of school age's educational future and the problems associated with her remaining in school lead to a range of barriers to a young woman's attempts to return. Here we discuss these barriers and, where possible, highlight solutions which have been adopted to overcome them.

Health and safety

A common concern cited by schools is the safety of a pregnant young woman at school. A number of schools used the excuse that the large school environment was

potentially dangerous and they were concerned that a young woman might miscarry or go into premature labour. Whilst it is clear that some larger schools did present physical dangers, to prevent a young woman from attending as soon as the pregnancy was disclosed, as was reported in a number of cases, seems over cautious. Reintegration Officers have worked with schools to establish rest areas and change rules allowing a young woman to remain in school during break and lunch periods.

Other health and safety issues which needed addressing included allowing young women to use the lavatory more frequently and without question and allowing them to have bottled water with them during classes. Boxes 4 and 5 below, highlight the concerns expressed by two Reintegration Officers

Box 4: A Reintegration Officer's concerns:

I've had a couple, no, three girls in hospital now, with serious kidney problems. And I think it's because they are not able to drink enough and use the loo when they like. At the hospital they told me it was a common problem if you don't get plenty of fluids when you're pregnant.

I know one school where they lock the loos and you have to go and get a key from the office. Well, when you're pregnant you need to go all the time, so I reckon they don't drink enough 'cause they're worried about not being able to go to the loo.

Box 5: A Reintegration Officer's concerns:

I don't see what harm it's going to do if they were to let her carry bottled water with her. I mean just a plastic bottle, not glass, I can understand that, not glass.

They just said that's the school rule and they can't make exceptions for one pupil. But they'd have to make exceptions for other kids with special needs. I'm not giving up. It's stupid and dangerous.

Most of the health and safety reasons for discouraging a pregnant young woman of school age's attendance were somewhat feeble, especially if one considers that a pregnant teacher could, if she chose to, work throughout her pregnancy. However, there are clear concerns about health and safety aspects of having pregnant young women of school age in school and Reintegration Officers should be given guidance and support on these issues in order to reassure schools of their liability.

Inflexible attendance

Many cases were reported where a pregnant young woman of school age or new mother was told she could only continue to attend school if she attended full time, and no concessions would be made for her situation. This stems, no doubt, from the way in which attendance statistics are collected, and schools' concerns about showing poor attendance. It may also be a reason why some schools are known to 'off role' a pregnant young woman of school age with previous poor attendance rather than encourage her to continue or return with poor attendance.

Reintegration Officers have had considerable success in negotiating reduced timetables and adequate rest provision for young women between lessons if necessary. In some cases the Reintegration Officer has had to liaise with a school to release the young woman from classes so she can attend clinics and baby care classes. There remains, however, a need to reconsider the way a pregnant young woman of school age or school age mother's attendance might reflect on the school's attendance figures.

However, there are a number of examples of schools which encourage part-time timetables, not only for pregnant young women of school age but also for other pupils with attendance problems or additional needs. For example one particular school in Durham actively encourages part-time timetables for all pupils who are unable to cope with a full-timetable. They also provide a specialist support unit which is located within the school. Therefore, a pregnant young woman of school age wanting to attend school but finding it difficult to attend regularly could go to the unit and be on her own with one-to-one tuition and full access to the main curriculum and the school environment. As the nominated teacher noted:

"Once they get out of the school environment it's very difficult for them to get back in, so we encourage them to use that facility rather than to leave school."

Although this research revealed that a number of schools in Durham, Northumberland and Leeds actively encouraged part-time timetables, what was important from the perspective of the pregnant young women of school age/ young mother was whether

this option was offered to them as a choice, or whether they were told that this was what they would be doing. Where it was the young woman's decision, the majority were grateful that they could opt for a part-time timetable, however, where the school made that decision for the young woman, it was often resented. This again highlights the importance of involving the young woman in discussions relating to her future education.

Home work / catch up on return

Some young mothers commented that they had begun to disengage from school prior to their pregnancy because they felt they could not keep up with the work. This was either due to them playing truant or, in some cases, due to time off school with illness. Either way, it is clear that, especially for the less able pupils, falling behind with class work creates serious problems that may lead to greater or total disengagement. For young mothers, missed schooling due to pregnancy then compounds this. Many young mothers feel there is little point returning to school if they will not be able to catch up missed work. It is, therefore, vital that young mothers and pregnant young women of school age be supported and remain engaged, even if they cannot attend full time education.

In this respect the Durham example of specialist maternity leave provisions, provides a valuable service. However, where such units do not exist the responsibility rests with the school or home tutor to ensure that the young woman receives schoolwork and adequate support to do it at home. This is frequently not the case and the Reintegration Officers are working to ensure that someone in each school takes responsibility for ensuring work reaches young women at home (See Boxes 6 and 7 below).

Box 6: Marsila's Story (Southwark)

Marsila was an above average pupil at her school in Southwark before she became pregnant. Poor health during pregnancy caused her to leave early. She was visited by the home tutor but commented that the tutor seemed not to know what stage she should be at with schoolwork and was '*not much use with my GCSE stuff*'.

Marsila and her mother both phoned the school and asked for work to be sent home via a friend. When it did not arrive Marsila again phoned the school and spoke to her form teacher who arranged to meet her at the end of the school day. Marsila went to the school and found the doors locked. She was met by another teacher who refused to let her in and kept her standing in the rain whilst she went to confirm the meeting. In the meantime, believing that Marsila had not turned up her form teacher left.

Eventually, Marsila returned home without work or any arrangement for work to be forwarded. She continued to teach herself her GCSE syllabus with the help of her friend who copies notes from classes and brings work from school.

Box 7: Jenny's Story (Leeds)

Jenny is currently 15 and in Year 10. Her baby is now a year old. Prior to birth and since 6 weeks post-birth, Jenny has attended school for 4 days per week and the alternative provisions at Thomas Danby College and the City Learning Centres (CLCs) 2 half-days per week. She noted that she has found it difficult to keep on track with her GCSE subjects due to a lack of extra help from her school, particularly regarding GCSE assignments.

"They don't give me homework no more, they do give it now and again, if it's an assignment, stuff like that, I never have time to do it all at school, when I do get an assignment to do at home, when I go back to school, they've already finished the assignment and I've missed out on half of the assignments and the information and that, so I don't know... they've done loads of assignments, five or six and I haven't done one. And these assignments go towards the GCSEs..."

In response to this problem, the Reintegration Officer suggested that Jenny could do extra work when she attended Thomas Danby College. Jenny has now arranged to have extra work to do on her GCSEs when she attends the college on Mondays, in particular when the other girls are focusing on pregnancy issues, which are no longer relevant to her.

Of course, not all barriers to reintegration are presented by the school. There are many practical issues, which prevent a young woman returning to education.

Childcare

Once the baby has been born childcare becomes a serious issue for many young mothers, especially in areas without a specialist provision or where the mother wants to return to mainstream school. The young age of the mothers means that many of their own mothers are working themselves and unable or unwilling to care for the baby. Childcare costs were included in the Standard Fund bid from all six LEAs, but the childcare budget and the criteria for accessing it differ from one area to another.

For example, in Newham, mothers whose parents are unemployed and in receipt of income support may claim childcare costs from the budget whilst those whose parents are working may not.

Most LEAs' criteria for accessing childcare refer to a lack of family support. However, availability of family support does not mean that such support is suitable and a number of Reintegration Officers expressed concerns over the suitability of a young mother's own mother, or other family member, to care for the baby.

Even if childcare costs are covered, suitable and flexible childcare is not always available in the area and some mothers find themselves having to make long and convoluted journeys to childminders on their way to school or specialist unit.

Box 8: Dionne's story (Newham)

At the time of interview Dionne was just 16 and living in a homeless women's unit under Social Services assessment, for her own safety and that of her baby. She was awaiting permission to move into a local authority or housing association flat.

Although the housing unit was in Barking she was still attending a general, mixed pupil referral unit in Newham. On days when she attended the unit she travelled by bus from Barking to the mother's home in Newham to leave the baby and then on to the PRU. The journey took over 1 hour.

Despite the availability of funds to pay for a childminder, there were none available or near the PRU in Newham and Dionne did not feel able to leave her baby with an unknown childminder in Barking.

She was hoping to attend college, where there was a crèche, the following year but was not sure that the cost of childcare would be paid for.

Home background and family pressure

In some cases teachers noted that it was very difficult to improve a young woman's attendance because her parents were actively condoning her absence. As one teacher in Durham noted:

The last one who is now on long-term maternity leave at the unit [specialist unit], the EWO had been involved, everybody had been involved, and her parents were condoning her absence, it was very convenient for this girl to be at home, as long as she wasn't causing her mother any grief, she'd stay at

home to look after her little sister, or do her mam's shopping, or jobs in the house, it was very convenient for this girl, there was no sort of 'you've got to go to school', from the parent. So this has been going on probably since she was 10 or 11, and I would say the others were exactly the same the absences were condoned by the family. It is very convenient.

A young mother's family background can also affect her ability to return to education in practical ways. The family's lack of money or poor housing conditions can cause considerable stress. Reintegration Officers noted spending a great amount of time supporting young mothers with financial worries or inadequate housing and living conditions.

For example, in Leeds, one of the SLMs had become increasingly concerned with a particular pupil who was 8 months pregnant. The school had noted to the SLM that she was constantly falling asleep in school, and although the young woman wished to remain at school, the school questioned whether she should if the pregnancy was making her so tired. However, on further questioning by the SLM, it was revealed that the young woman was indeed tired, not so much due to her pregnancy, but due to the fact that she did not have a bed of her own and had to sleep on a sofa. In order to resolve this situation, although not technically a job for an education worker but rather social services, the SLM took it upon herself to find this pupil a bed from a charity organisation. The SLM further noted that she believed this case highlighted that many barriers to education were not necessarily direct educational barriers.

Box 9: Julie's story (Sandwell)

Julie is 15 lives with her mother, stepfather, two brothers and her baby son. Since the birth of the baby her stepfather and brothers have never spoken directly to Julie. They speak to her via her mother, referring to her as 'the slag' and to her baby as 'the brat'.

The family continues to support Julie financially whilst she is too young to leave home, they will not, however, support her baby and she must provide for all the baby's needs out of her benefits. She may not give the baby the family's milk, even if she runs out of the baby's own milk. All the baby's food must be kept in a separate cupboard. No one in the family, not even her mother will care for the baby under any circumstances.

Julie must get up and get the baby ready everyday to take him to the PRU with her, she then returns home and cares for her baby completely unaided. She has no respite and no opportunity to go out. Although she is studying for her GCSEs, she has no support at night.

Altering negative routes through education

Section 1 outlined the various potential routes through education in each of the six LEAs as well as highlighting the most likely route for pregnant young women of school age in each authority. The arrival of The Grant, has enabled each area to bring about change where the previous most common route was a negative one.

This change has come about in two main ways: first, through the development of new provisions (or tapping into existing facilities) as an alternative to mainstream school or home tuition, such as in Leeds (see Figures 7 an 8 below) and second, through the work of the Reintegration Officer with the young woman and her school, to change the attitudes and behaviour of both parties, in order to encourage a more positive route through education.

Figure 7: Alternative provision co-ordinated by the TPPI, Leeds.

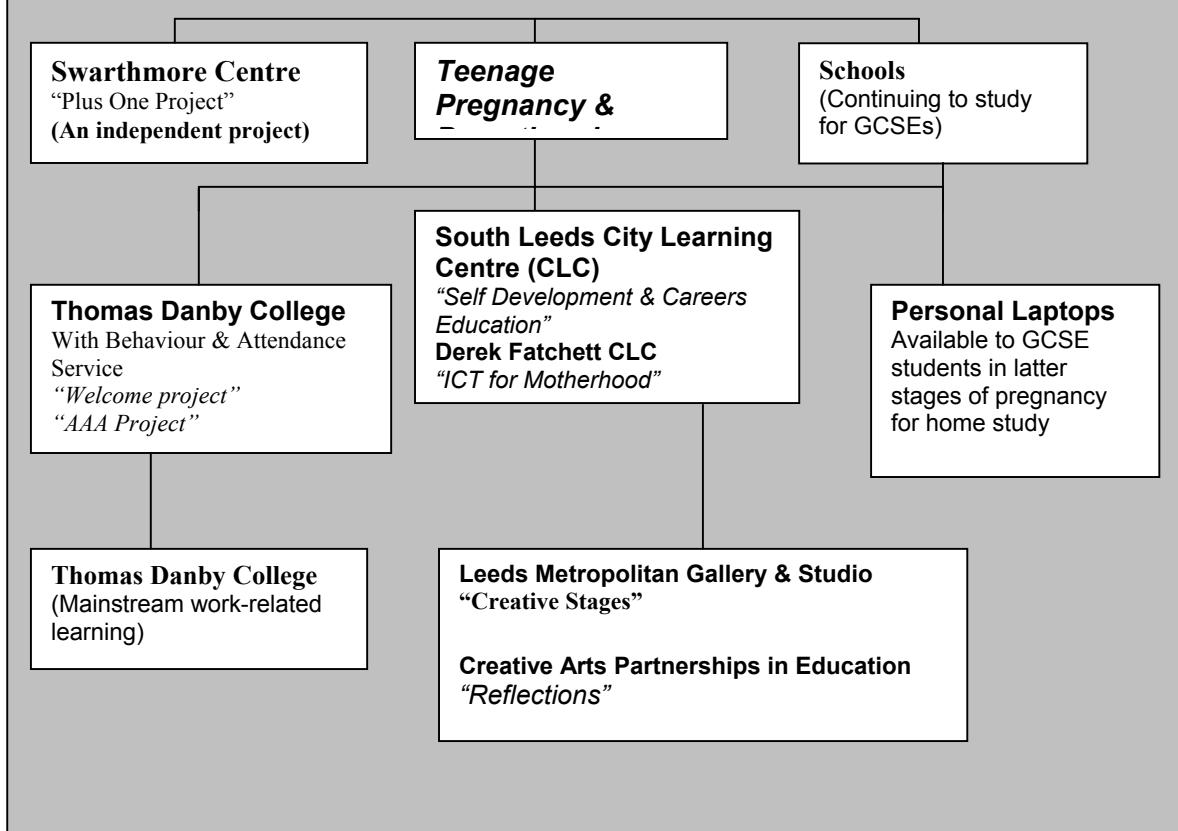
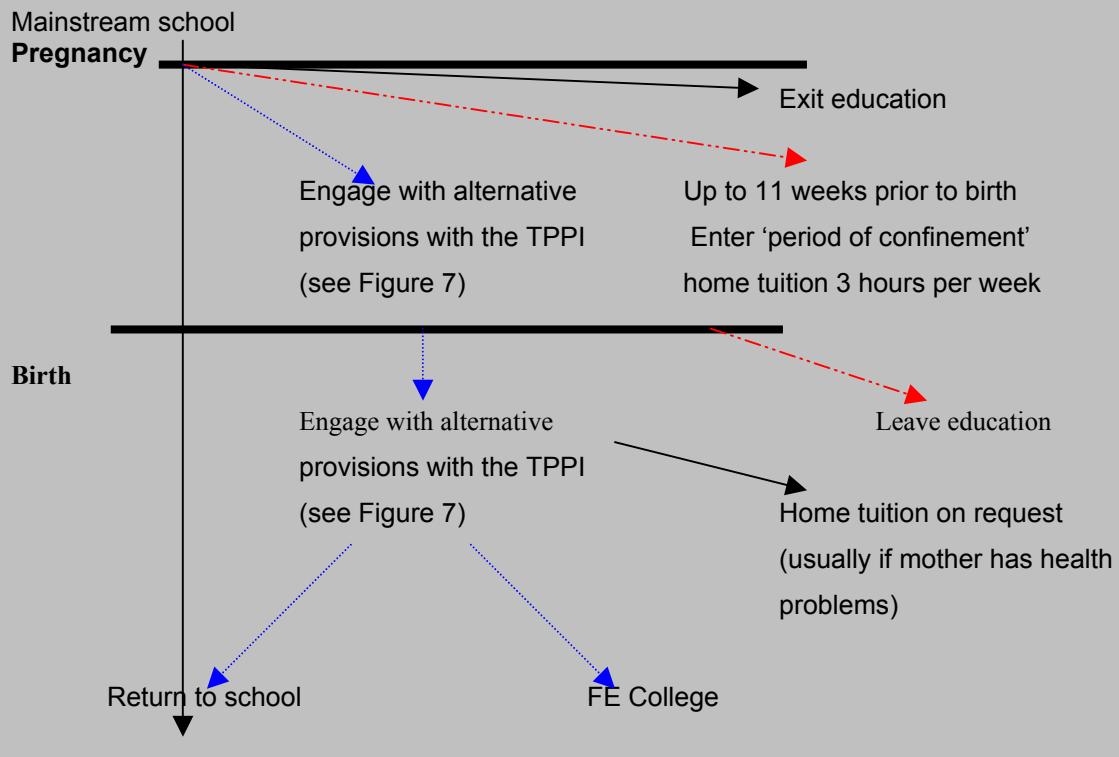


Figure 8: Leeds - Potential routes through education Post-Standards Fund

—→ = most likely prior to SFG
 —→ = most likely post SFG



Improving attendance

Where a young woman was a good attendee prior to pregnancy, generally she has continued to have good attendance post-birth. This is particularly noted in the Durham data set (see Appendix 3) where generally, those who had the best attendance prior to pregnancy, were those who chose to remain in mainstream school, rather than opting for alternative provision, and then continued to have high attendance at mainstream school post-birth. However, the real mark of effectiveness has been in getting young women into education who were previous non or poor attendees.

Within the short time scale that many of the Reintegration Officers have had to work to, it is difficult to give sound statistics to support the effectiveness of The Grant in reintegrating young women into education. However, it is possible to note from the six data sets, that for a large proportion of young women who were poor/erratic/non attendees or permanently excluded prior to pregnancy, there have been notable

improvements in their attendance after confirmation of their pregnancy. Such an example is shown in Box 10 below.

Box 10: Danni's Story (Leeds)

Danni is currently 15 and mother to a 1-year old child. Prior to her pregnancy Danni's attendance at school was not bad but she was permanently excluded twice for fighting. Although both schools had given her many warnings before permanently excluding her, they had not made any effort to work out why she was fighting and try and work through her problems, they simply excluded her. Danni didn't enjoy school, it was not a positive experience and she did not want to be there. Danni did not return to school after her baby was born, but she had engaged with Thomas Danby College during her pregnancy (at 30 weeks) and continued that engagement after the baby was born.

"I'd rather be there than going to school. I like the things that I do there. They're nicer, they help, both staff and other girls... When I first went, I knew it was going to work. I liked it, meeting new people an' that, people in the same situation."

Danni noted that if the TPPI had not contacted her, that it is unlikely that she would have gone back to education. She felt that her attendance at college was much better than it ever was or would have been at school. Her Reintegration Officer noted that Danni enjoyed the college so much that she had attended on the Friday even though she was almost due, and then did in fact give birth on the Monday.

Danni now attends Thomas Danby 4 days per week. The different areas that she studies through the week include, childcare, project work with other disaffected young women, Key skills work and hair and beauty. She noted that that types of programmes offered at college were much better for young women like her, there was less pressure and more people to talk to that understood what she was going through. She hopes to go on and do further

Changing mothers' perceptions of education

A key element of the Reintegration Officers' role has been to change young women's perceptions of education. The degree of success they have had has been dependent on a number of factors including the local context, a mother's individual pre-conception experience of education and the different forms of provision available in the LEA.

For example, the Reintegration Officers in Sandwell felt that the local tradition of '*women don't work*', hampered them in changing a mother's perceptions of the value of education.

In an area where traditionally 'a woman's place is in the home' and mothers certainly didn't go out to work, it's very difficult to get it across to younger women, even if they have a child to support, that they do need an education and they will have to work...They don't have personal role models, well, except women like teachers and doctors but they don't believe they'll ever be

that and in their families there's probably no working women, well, no women whose work requires any real education.

A key element for many mothers appeared to be a need to be treated '*with respect*', something which many did not receive at home or, in their eyes, at school. A lack of respect by teachers, often referred to in terms of '*bullying by teachers*', was the reason for initial disengagement in some cases. Against this background of resentment of teachers, rather than education itself, the Reintegration Officers and specialist education providers must, as one Officer commented, '*tread gently*'. For this very disenfranchised group of young women Reintegration Officers have had to seek out or develop alternative forms of provision, primarily to keep them engaged at all and, secondly, to try and ease them back into more mainstream education either pre or post-16. In some areas this alternative provision is within specialist provisions (including specialist PRUs) in others is in general PRUs or a combination of different forms of provision.

A significant number of young women who had experienced alternative provision at a specialist provision showed greatly improved attendance. They generally stated that their new-found desire to continue their education was a result of the alternative provision providing the attention and support, both educational and regarding the pregnancy, that had not been the case at school.

The young women attending the specialist maternity leave units in Durham noted in particular, that the small groups at each unit enabled almost 1-to-1 teaching and attention, which was a big difference from their previous experience of being '*one small person in a very large school*'.

I have learnt lots more here than in school. Individual teaching has helped me to continue my exam subjects and I would have missed out on education because I would not have attended school.

In Sandwell, mothers attending the specialist Batman's Hill unit commented on being '*treated like adults*' and not being '*bossed around*'. As one mother commented:

You can have a bit of a laugh and a talk and no one minds, as long as you still get on with your work. ...If you don't understand something like then they will explain it again and you don't feel stupid, they don't make you feel stupid.

It could be assumed that in places with well established and successful specialist units, the Reintegration Officer might be less important. However, in such locations they have an important role to play in making sure that alternative provision does not become the only provision for pregnant young women of school age and in ensuring that those who will most benefit from remaining in, or returning to mainstream do so. The story below explains how the Reintegration Officer in Sandwell encouraged a young mother to remain in school and encouraged the school to accommodate her.

Box 11: Lynda's story (Sandwell)

Lynda had been a bright pupil but a poor attendee for a number of years at her secondary school. She felt that teachers were treating her without respect and bullying her because of her older sisters' reputations. When she became pregnant she opted to attend the specialist PRU, as her older sister had done several years earlier.

However, on reviewing her past education, the Reintegration Officer noted that the only subjects that Lynda turned up for and had any consistency with were those, which could not be offered by the Unit. To drop them at this stage would mean her not taking any GCSEs.

The Reintegration Officer was able to liaise with the school and arrange a part time timetable for Lynda, which only involved her attending for the subjects she enjoyed. Because this was then her official new timetable, she was no longer getting into trouble for not attending on all days. Lynda continued with these subjects to GCSE level and began to feel less resentful about going to school.

Capitalising on renewed motivation

It is worth noting here that, in some cases the Reintegration Officers are aided by a natural change in a young woman's perceptions, which occurs directly as a result of becoming a mother. For a considerable proportion of the young women interviewed who had disengaged from education prior to conception, the prospect of motherhood provided an incentive to obtain a good education, for the sake of their child.

I felt a lot braver, like I'd actually got something to look forward to, it pushed me, sort of woke me up a bit like, slap in the face, get your life together, so I went back to school and did all my work and no problems at all.

Well I wasn't really bothered about getting good marks and GCSEs but now I am, because of her [baby]. It [studying] feels good actually, I really want to get my GCSEs now, it's important for [baby's] sake.

Some teachers have also noted that this was an incentive positively supported and reinforced in school, as can be seen from the following transcript from one teacher in Durham:

I never ever say – well you'll be staying at home to look after this baby! I think that if the girl looks upon it as they are having this baby they will be its mother and they are going to have to look after it and get the qualifications, then they are more likely to stay at school. If you didn't they'd be more likely to say, well I might as well stay at home now then and not bother coming back to school. You say, your baby needs this, where are you going to get the money – you can't ask your mam, you know, how are you going to get the money? “Get a good job”, how are you going to get a good job? “Qualifications”. You've got to stay at school, we'll support you, there's that sort of ethos. I never mention the option of staying at home to look after baby.

However, not all mothers are so willing to engage in education '*for the sake of the baby*'. Capitalising on this opportunity to alter mothers' perceptions of education has been a key role for Reintegration Officers. In some cases this was a long and slow process and often dependent on external influences, as much as the mother's own feelings.

Transition to post-16 education

Following the help that young women in this study have received from The Grant to ease reintegration into some form of statutory education, there may be an increased interest in post-16 education. Several of the young women who noted that, prior to pregnancy, they had intended to pursue post-16 education in the form of college courses or A-levels commented that because of the help they received from The Grant they still felt able to do so.

In addition to those young women who had already considered post-16 education, an encouraging proportion of young women who had not considered post-16 prior to pregnancy were now aware that this was a realistic option for them.

In particular, the use of an FE college as a setting for pre-16 education in Leeds has presented young women with post-16 opportunities that many had never considered could be an option for them. The co-ordinator of the TPPI referred to locating the Pregnancy and Parenting course within an FE setting as, '*Education by stealth*', because it introduced the pregnant young women of school age and young mothers to an educational setting that was an alternative to school, where there were many other young people of different ages and other women who were mothers,

If they had rejected school, why not try a slightly more adult environment where they wouldn't stick out like a sore thumb, because there would be other young mothers there, 17, 18, 19 and where you could say, 'life isn't over, education isn't over', college is a realistic proposition. It was a way forward that had never occurred to them before, it raised their aspirations, raised their self-esteem visibly.

As testimony to this, a considerable proportion of the pregnant young women of school age and young mothers in Leeds who did not want to continue/ go back to their education at school, have gone on to (or have expressed an interest in) continuing their education at the college.

However, many of the young mothers and pregnant young women of school age noted their frustrations and anger that although they wanted to go on and study at post-16 level, the level of support and provision that they had received as a result of the Standards Fund Grant would not be available to them after they turned 16. This was particularly noted for those young women who had conceived under the age of 16 but did not actually give birth until they had reached the age of 16 by which time they were no longer entitled to the same support. A number of the young women in Leeds being supported by the TPPI highlighted that it seemed ludicrous that the government would go to so much effort to re-engage them in education only to turn round a few

months later and say, now you're 16, you're not entitled to the same help. This frustration resulted in a number of the young mothers in Leeds composing a letter of complaint that was sent to the Teenage Pregnancy Co-ordinator for Leeds.

Improving educational attainment and achievement

Data on GCSEs were gathered for each area, but have not been fully analysed as a result of the reduced period of evaluation. However, full results were received for summer 2001 from Durham and these are described in detail in Appendix 4. When reviewing those results it is important to note that although the better results were amongst those young women who remained in mainstream school throughout their pregnancy, many of the young women who were attending the unit and achieved the lower grades, had been erratic/ non attendees prior to pregnancy and therefore would not have sat or achieved their exams had it not been for their move to the units.

As one of the young mothers noted "*Let me tell you, if it wasn't for this place, I wouldn't have been doing any GCSEs never mind passing them and with okay grades. I had already stopped going to school and I wasn't that interested in exams but the people at the unit, they really encouraged me and made me believe I could get some and I did!*"

Therefore it is crucial to highlight that the young women who remained at school were predominantly those who were already predicted, pre-pregnancy, to achieve well in their GCSEs and schools made an effort to maintain their attendance during pregnancy. Those who did not look like they were going to achieve any/ good GCSEs, did not generally receive the same commitment or encouragement from their schools to stay at school.

The units, however, were beginning to make a considerable difference in many of the pregnant young women of school age and young mothers' willingness to attend alternative provisions of education, in some cases for young women who had been very dis-affected from school. It would be too much to expect in most cases that within one year, GCSE performance could also be turned around, but the fact that the majority attempted exams, is encouraging. It is at this point that continued education and support needs to be further developed in order that this renewed interest in

achievement and attainment is not lost through a lack of post-16 support rather than a lack of interest on the part of the young mothers.

It is also crucial to recognise that attainment at GCSE is not the only marker of achievement that should be taken into consideration. The TPPI co-ordinator referred to many of their alternative provisions such as those at the Thomas Danby College and the City Learning Centres as “*education by stealth*”, because the young women were acquiring skills e.g. marketable computer skills, without realising as they did projects such as developing their baby books and cards.

A group of the young mothers from Leeds also went on to give a PowerPoint presentation to the National Teenage Parent Research and Practice Group on the 13th of September 2001, which not only showed their ability to develop a detailed presentation on PowerPoint, but also the notable development within their own self-confidence to have the ability to stand up in front of 50 researchers, practitioners and civil servants and talk about their year with the TPPI and answer the barrage of questions that followed their presentation.

Improving non-educational attainment

In addition to noted improvements in attendance and educational attainments of many of the pregnant young women of school age and young mothers, a range of non-educational attainments was also noted during the interview process. These varied from improved post-birth contraception use to noted improvements in self-esteem and aspiration for the future.

Post birth contraception use

One issue raised by a number of the young women interviewed was their choice of, or their plan for post-birth contraception, in order to prevent a repeat-pregnancy. For those young women who were already utilising a medical form of contraceptive, most often the contraceptive pill, a large proportion stated that they had moved (or intended to move) to the 3-monthly injectable *Depo-Provera*, or the *Norplant* implants. They cited their much lower failure rates and ease of use as their main reasons for the change.

Those young women who were not using contraception, and those who were regular or irregular users of condoms at the point of conception, stated that they had, or intended to change to a medical method for pregnancy prevention, again, *Depo-Provera*, was a popular method.

Self-esteem

Raising the self-esteem of pregnant young women of school age and young mothers is crucial, if the efforts of Reintegration Officers are to have a lasting impact on the lives of the young women they have worked with. One means of helping to raise a pregnant young woman of school age / young mother's self-esteem was noted by the TPPI co-ordinator in Leeds. She commented on the importance of making sure that the atmosphere within which the young women are being educated, actually allowed them to enjoy their pregnancy and the prospect of motherhood, rather than one that continually condemned them for having done something wrong.

In both Durham and Leeds, because the specialist unit, college and other alternative settings brought together young women who were in the same situation, enabling shared experience support, some of the young women noted that this helped to raise their self-esteem.

It helped me a lot actually, it helped me cause I got to meet new people and to know that there were other people, to know that it wasn't just me, there were other people, and it made me feel a lot better about myself, they made me feel like I wasn't alone.

On visiting the Durham units and Thomas Danby College in Leeds and watching the pregnant young women and young mothers interact, and talk about motherhood or the prospect of motherhood, it was apparent from their expressions and the way in which they talked that these were settings where they were allowed to enjoy their pregnancy.

This may be one way in which the 'hands on' approach of some Reintegration Officers is more effective than a more strategic approach. For example, the very 'hands on' approach taken by the Newham Reintegration Officer, allows her to develop a strong, supportive bond with the mothers, through which she can address

self-esteem issues on a very regular, ongoing basis. However, in Southwark the more strategic role of the Reintegration Officer is such that she does not have the same degree of face-to-face contact with the mothers. As neither of the boroughs has a specialist unit, it is not easy to see where this form of personal development work comes from.

Development of parenting skills

The majority of the young mothers interviewed in Leeds, who attended Thomas Danby College, and in Durham, who attended a specialist unit, stated that the extra education on pregnancy, childbirth and looking after their baby, which they had received, had helped them feel prepared for motherhood and less overwhelmed when they became mothers.

I chose to attend the unit instead of school because at the same time of doing your schoolwork they also help you to understand the reality of becoming a mother.

Here again, in areas such as in Southwark and Newham, where there is no specialist unit or setting where young mothers are brought together for education and support, the Reintegration Officers are often the people helping with parenting skills. Again, this is likely to be more easily undertaken by a 'hands on' approach than a strategic approach.

I'm getting asked all sorts. Help with this, that and the other, with baby clothes, what milk's the best, what's the birth like, does it hurt. It's a good job I've had a child myself but I can't remember it's so long ago.

Conclusions to Section 2

Here we conclude Section 2 by answering the key questions asked by the DfES during the monitoring process.

- How else could the LEA perform the reintegration function?
- What would improve the Reintegration Officers' effectiveness?
- What can be learned from the process?

How else could the LEA perform the reintegration function?

The importance and effectiveness of having a named person with the specific tasks of raising awareness, establishing procedures and changing attitudes at LEA level, whilst, at the same time, working directly with young women, cannot be overstated. It is difficult to see, at this point in time, who else might be as effective.

There have been a number of initiatives recently to support young people in education. In particular, Connexions is aimed at delivering social support to assist in removing the barriers to school. However, these initiatives have a broader remit than simply teenage mothers and the case loads of the workers are likely to be too large to allow them to offer the very detailed, specialist and complex support which many of the young mothers in this study required. Moreover, these posts are not specifically designed to alter institutional behaviour and procedures in the way that Reintegration Officers have done at school and LEA levels.

However, in time, as awareness is embedded within the LEA and within individual teachers, and as attitudes and behaviour change and effective referral procedures become established the role of the Reintegration Officer may be less crucial. It may be possible for EWOs to take on the role of reintegrating young mothers into education.

Nevertheless, the complexities of the Reintegration Role, in terms of emotional support and individual attention would need to be taken on board also. It is important to understand that this extra, 'non-educational' role they play is, in many cases,

exactly the right tool to help them engage with young mothers. For many young women an EWO would be too restricted and too educationally focused.

If the Reintegration Officer posts are to be discontinued in the future, it is vital that the local support and educational provision context is taken into account in order that all the elements of their role are picked up by other individuals or agencies. Only then, and only if sound referral procedures are evident and a supportive attitude obvious within the schools, should Reintegration Officers be removed. It is our estimation that this may take up to 5 years.

What would improve the Reintegration Officers' effectiveness?

One of the key ways to improve the effectiveness of Reintegration Officers in encouraging young women into education is to ensure they have a range of different forms of provision to offer. This is supported by the importance which Reintegration Officers have placed on flexible provision.

At the time of writing, the decision has been announced to keep Reintegration Officer posts for a second year. This will undoubtedly help Officers put into effect, plans they have been making in the first year, and make their work still more effective. However, the negative effects of insecure short-term posts, especially in work with young people, cannot be overstated. Confirming that Reintegration Posts would be secure for several years would allow the Officers to establish, within schools and LEAs, sound procedures and a good knowledge of alternative support agencies. If this does not happen, it is likely that, when the posts are removed, the work of Reintegration Officers will be undone within a year or two.

What can be learned from the process?

There are two main lessons to be drawn from the process of developing the Reintegration Officer role. Firstly, the way in which the Officers themselves have developed and evolved their roles to suit the local context highlights the need for flexibility and the fact that no one model suits all areas. Secondly, the uncertainty over the future of the Reintegration element of the Grant meant that Officers could not plan support for mothers in the following year. In some cases they were encouraging young women to return to school on the strength of childcare, which they could not

guarantee for the following year. They were also encouraging schools to adopt a new referral system, which could shortly have been abandoned if the Grant had not been continued. This report has already suggested that it may take up to five years in some locations before the role of Reintegration Officer can be absorbed by others within the LEA. It is strongly recommended that, when the Reintegration Officer posts are to be terminated in their current form, clear and early notification is given.

Appendix 1: Estimated Number of under 16 Conceptions, 1997-9 in areas chosen for evaluation

England & Wales rates

1993 - 5	=	8.3 per 1,000 aged 13-15	(51% lead to maternities)
1995 - 7	=	9.0 per 1,000 aged 13-15	(49%)
1996 - 8	=	9.1 per 1,000 aged 13-15	(49%)
1997 - 9	=	8.7 per 1,000 aged 13-15	(52%))
1996	=	8.9	(49.2% ..)
1997	=	8.3	(49.7% ..)
1998	=	8.5	(52.4% ..)
1999	=	7.9	(52.7% ..)

Conception Rates in the six areas: HA for 1997-9

All the areas have above-average conception rates either at LEA/HA level or (in the case of the two county areas) in at least. Rates for 1992-7 are for LEA area; rates for 1994-6 and 1997-9 are for HA. I hope to obtain later rates from ONS. Other rates are drawn from information provided by the individual LEAs and HAs – these are coterminous in Leeds, Northumberland and Sandwell.

Durham: [HA]**	11.1	per 1,000 aged 13-15	(1997-9)
Durham County	12.5	per 1,000 aged 13-15	(1994-6)
[Wear Valley]	22.0	per 1,000 aged 13-15	(1994-6)
[Easington]	16.4	per 1,000 aged 13-15	(1994-6)
Leeds:	10.6	per 1,000 aged 13-15	(1997-9)
	10.0	per 1,000 aged 13-15	(1997)
	10.6	per 1,000 aged 13-15	(1994-96)
	11.2	per 1,000 aged 13-15	(1990-92)
Newham:	11.4	per 1,000 aged 13-15	(1992-7)
[East London & City HA]	11.8	per 1,000 aged 13-15	(1997-9)
Northumberland HA	7.8	per 1,000 aged 13-15	(1997-9)
Northumberland LEA	8.8	per 1,000 aged 13-15	(1992-7)
[Wansbeck]	13.0	per 1,000 aged 13-15	(1992-7)
[Blyth Valley]	10.28	per 1,000 aged 13-15	(1992-7)
Sandwell	13.4	per 1,000 aged 13-15	(1997-9)
	12.9	per 1,000 aged 13-15	(1997)
	14.9	per 1,000 aged 13-15	(1995-97)
Southwark	15.0	per 1,000 aged 13-15	(1992-7)
[Lambeth HA]	16.3	per 1,000 aged 13-15	(1997-9)

Number of Conceptions:

Total annual numbers of under 16 conceptions are quoted for most areas or taken from ONS data by HA for 1996-8 (Population Trends 99); 1997-9 (Population Trends XX 2001).

Durham (HA)*	123	[370 in 1997-99]
County [exc Darlington] (LEA)	[101]*	*estimate
	138	[825 in 1992-97]
 Leeds	 135	 [1997]
	134	[402 in 1997-99]
 Newham	 51	 [307 in 1992-97]
<i>Estimate a)</i>	[59]	[882 under 18s in 1997-9]
<i>Estimate b)</i>	[52]	[434 in HA in 1997-9]
 Northumberland	 48	 [290 in 1992-97]
	45	[136 in 1997-1999]
 Sandwell**	 76	 [227 in 1997-99]
 Southwark**	 <i>Estimate a)</i> [61]	 [912 under 18s in 1997-9]
	<i>Estimate b)</i> [59]	[592 in HA in 1997-99]
	<i>Estimate c)</i> [64]	

* Health Authority area includes Darlington UA, which is its own LEA.

** Documentation from Southwark does not include total number of conceptions.

In 1996 about 20% of conceptions to the under 18s were to women under age 16. The estimates for Newham and Southwark are calculated

- a) As mean no. of under 18 conceptions x 0.2.
- b) In proportion (38% for Newham; 30% for Southwark) to number of under 16s births in HA (1998).

Estimating under-age births from conceptions to under 16s, 1997-9

We can use the conceptions leading to maternity as the base, but a majority of conceptions to those aged 15+ will in fact occur after age 16. Both figures are included – the latter being an estimate derived from a formula based on national data which shows that 28.5% of under 16 conceptions occur to women under age 15**; the proportion of conceptions leading to births will be lower due to higher abortion rates for the younger girls. – c 24-5% - all will end in a live birth UNDER 16. Of the conceptions leading to maternities for 15 year olds, 14/52 (27%) will lead to births under 16 – if all conceptions are spread evenly over that age (in practice more girls get pregnant at 15.6 years than at 15 years – so proportion of conceptions leading to birth under 16 will be lower.

Formula Number of conceptions $\times 0.28 \times 0.42 = \text{births under 16}$

Number of conceptions $\times 0.72 \times 0.53 \times 0.27 = \text{births under 16}$
 [Number of conceptions $\times 0.28 \times 0.47 \times 0.73 = \text{births over 16}$]

- **$8,222 \times 0.285 \times 0.42 = 984$ pregnant under 15s giving birth**
- **$8,222 \times 0.715 \times 0.50 \times 0.27 = 793$ pregnant age 15 with birth under 16**
- **$8,222 \times 0.715 \times 0.50 \times 0.73 = 2,146$ with birth over 16**

Total births [4175] approximate to conceptions leading to births = 3923

Total births to under 16s = 1,777 - this is higher than actual number of under 16 births in 1997 or 1998. Reason must be that more women get pregnant when nearer their 16th birthday – to adjust for this we should use a figure nearer to 0.2 for the proportion of all conceptions to 15 year olds leading to a birth at same age. This would give a total of 1,572, which is nearer to the number of births in 1997-8.

** 82% of Under 16 births in 1997 were to girls aged 15+
 71.5% of under 16 conceptions in 1998/9 were to girls aged 15+

An alternative simpler approach is to look at the relationship between total conceptions and total births

Year	Conceptions	Leading to Mat	Under-age Births
1996	8,857	4,498	
1997	8,271	4,164	1,602
1998	8,500	4,080	1,548
1999	7,900	3,700	1,475
1997-9	8,222	3,969	

Assuming half of the conceptions leading to births will be to births in next year: 8,271 conceptions in 1997 lead to 1575 births - i.e. c 19% of under 16 conceptions will result in under 16 births; or c 38% of those “leading to maternities”.

Using 1998 conceptions: 4,080 conceptions lead to 1512 births (37%).

Estimated Average Annual Number Of Live Births Under 16, 1997-1999

	Conceptions	to Maternity**		Births
England & Wales 1997-9	8,222	x 0.483	3,970	x 0.37 1,469**
[1998]	8,500	x0.48	4,080	x.0.37 [1,510]
[1999]	7,900	x0.47	3,700	[1,369]
Durham (HA)**	123	x 0.55	68	x 0.37 25
[exc Darlington]	101	..	56	x0.37 21
Leeds	135	x 0.52	70	x 0.37 26
Newham	[55]**	x 0.47	26	x 0.37 10
Northumberland	45	x 0.49	25	x 0.37 9
Sandwell**	76	x 0.52	40	x 0.37 15
Southwark**	[59]**	x 0.44	26	x 0.37 10

- **Actual no. of under-age live births in** **1997 was 1,602**
1998 was 1,548
1999 was 1,475

1997-9 conceptions will lead to births in 1997- 2000

** Estimates from HA data, 1997-9

- **52% of under 16 conceptions E & W in 1997-9 ended in abortion**
- **45% of conceptions in Durham in 1997-9 ended in abortion**
NB Figures include Darlington, which is unitary authority LEA (= 18%)
- **48% of conceptions in Leeds ended in abortion**
- **53% of conceptions in East London HA ended in abortion**
Newham LEA figures are estimate based on HA data (31%)
- **51% of conceptions in Northumberland ended in abortion**
- **48% of conceptions in Sandwell ended in abortion**
- **56% of conceptions in Lambeth, Southwark & Lewisham HA ended in abortion**
Southwark LEA figures are estimate based on HA data (32%)

Appendix 2: Baseline Data

Introduction

One of the aims of the original two-year “evaluation” was to develop the systematic collection of baseline data about young women conceiving under the age of 16 to enable an assessment to be made of the impact of the appointment of a re-integration officer on their continuation in education through and beyond pregnancy. The reduction of the research period to a 13 months “monitoring” exercise has prevented a full development and testing of this data collection system, but we have been able to discuss with the six areas the adoption of a spread sheet used previously by Newham which has enabled us to collect data on underage conceptions leading to maternities. Data on young women undergoing termination has proved to be more difficult and has not been recorded systematically, although some data are available for Newham.

An example of a full spreadsheet with reasonably complete data for the school years 1999/2000 and 2000/2001 (DURHAM) is given at the end of this section. We have also included in section 1.4 of this Appendix an analysis of the data from Durham in relation to patterns of attendance by type of provision during maternity leave (mainstream schooling or specialist unit).

The range of data collected is outlined in the next section and some simple aggregate data for the six areas are presented in the final section of this appendix.

Items included in spreadsheets

Background data on young women and father of child

Age
Ethnicity
First Language
Accommodation
Involvement of father
Data on father

Conception and outcome details

Academic year of conception
(Projected) Age at Birth
Date (or expected) date of birth
Pregnancy Plans
Outcome

Education

School year of conception
Current school year
School at conception
Previous school + time on roll
Free school meals
KS3 – English; Maths; and Science
GCSE Year
GCSE – by subject
Post 16 Education Plans

Educational provision and attendance during and after pregnancy

Provision during maternity leave
Reintegration after birth
Study plans
Attendance previously
Attendance ante-natal
Attendance post-natal

Other (risk) factors

Child Protection
Young People's outreach
Children in need team
Social Services

Re-integration Officers were also encouraged to provide additional comments about each young woman.

Summaries of some key data for the six areas

Table 1: Number of young women identified as conceiving under age 16 by year of conception and age at birth (or expected date of delivery).

School Year 0f conception →	1999	2000	2000	2001	TOTAL
AREA	Birth under 16	Birth over 16	Birth under 16	Birth over 16	
<i>Durham</i>	9	6	12	14	41
<i>Leeds</i>	11	-	14	30	55
<i>Newham</i>	17	6	3	8	39
<i>Northumberland</i>	9	7	7	6	31
<i>Sandwell</i>			31	19	59
<i>Southwark</i>	10	-	4	5	22

The data presented above relate to those young women who have been contacted by Reintegration Officers. In most cases these are women who proceeded (or are expected to proceed) to a live birth.

Most of those who had conceived in the school year 1999-2000 became mothers under the age of 16 and were in touch because they were continuing in education in the current year.

Table 2: Key Variables – ethnicity; accommodation; involvement of father and wider family.

	% Ethnic minority	% in parental home	% in Public Care	% father involved	% family as child care	Total
Durham	0%	88%	5%	39%	95%	41
Leeds	11%	87%	9%	*	*	55
Newham	39%	68%	25%	*	*	39
Northumberland	0%	71%	0%	52%	73%	31
Sandwell	17%	77%	2%	*	*	59
Southwark	52%	81%	10%**	29%	*	22

Percentages are based on cases where data were available and exclude young women having termination of pregnancy.

* Information not yet available

** Residential unit

Commentary:

The proportion of young women from ethnic minorities was highest in two London boroughs – amounting to a majority in Southwark

Table 3: School Year (Stage) of conception

	8 or 9	10	11	Total
Durham	5	22	14	41
Leeds	10	17	28	55
Newham	10	18	11	39
Northumberland	-	21	10	31
Sandwell	N.A.	N.A.	N.A.	59
Southwark	10	9	3	22

Table 4: Key Stage 3 Results (aggregate scores)

	Under 15	15 and higher	Absent etc	Not Known/Awaiting	Total
Durham	14	11	9	7	41
Leeds**				35**	55
Newham	20	2	14	3	39
Northumberland	14 (+3 pass)	0	3	11	31
Sandwell	30	9	10	10	59
Southwark	9	0	9	4	22

*** no data*

Appendix 3: Educational Provision During Pregnancy And School Attendance In County Durham

Introduction

Of the six areas studied, Durham had collected the most comprehensive data on the school attendance of young pregnant women before, during and after pregnancy. 27 per cent were described as “poor” attenders before pregnancy and 15 per cent as “excellent”. Half of the young women had not given birth by the time of our analysis, but the overall pattern for both this group and those who had become mothers was of striking improvement in attendance amongst those with the poorest record previously. In all 32 per cent of the group showed improved attendance; 7 per cent a deterioration; with 61 per cent (dominated by those with good or excellent records before pregnancy) maintaining their previous pattern).

Improvement in attendance was most noticeable in those conceiving during 2000/2001 (see Table 2 and notes), who had been supported by a Reintegration Officer. For these there was improvement in 42 per cent of the young women and only one had experienced deterioration – from average to poor attendance during the antenatal period. Three-quarters of those maintaining their previous level of attendance did so at a good or excellent level.

This overall pattern is important in that it raises doubts about the negative impact of pregnancy on under-16s in areas where there has been long-standing supportive provision. In Durham there have been specialist units providing education during the period of pregnancy and early motherhood for several years.

Further analysis showed that a clear pattern had emerged in the county with specialist provisions largely taking young women with average or poor attendance records and those with good or excellent attendance staying in mainstream schooling (see Table 3). The latter for the most part maintained their good attendance record and clearly had the advantage of continuing in their usual setting with full access to the normal curriculum. But the most striking picture was the transformation of attendance amongst those at the specialist provisions. 48 per cent showed improvement in attendance (most moving from poor/average to good) and only 2 (7%) a deterioration (see Table 4)

This suggests that a mixed pattern of provision may most effectively offer the opportunity for good attenders to avoid disadvantage from early pregnancy, but for pregnancy to be used as a catalyst for improved attendance for those already disengaged from the education system

Due to the short period of analysis we are less able to comment on the impact of the pregnancy on “achievement” or aspirations and whether the specialist provision impact was other than short-lived. A two-year follow-up would offer the opportunity to explore whether for poor attenders life after specialist provision was one of reversion and departure from school or whether a renewed commitment to education is to be found.

Durham Tables

Table 1: Attendance patterns in young women conceiving 1999-2000

	Previous	Ante	Post
Poor	5	4*	5
Average	3	3	1
Good	6	7	7
Excellent	1	1	2
Total	15	15	15

*Includes one young woman who did not attend at all

Overall figures show a general improvement but disguise different patterns – list below looks at improvement from previous to post-natal

Steady:9 ***PPP = 3; AAA=1; GGG = 4; EAE=1***

Improve: 4 **PEE=1; PGG=2; AGG=1**

Worsen: 2 **GPP=1; GAP=1**

Table 2: Attendance patterns in young women conceiving 2000-2001

	Previous	Ante	Post
Poor	6	3	
Average/Fair	5/2	1/1	1
Good/VG	7/1	15	4
Excellent	5	6	1
No birth yet			20
Total	26	26	26

In most cases (21 out of 26) the progress is only two-stage

Steady:16: ***THREE GGG=1; VG-GG=1; AGA=1***

+ 13 PP=2; FF=1; GG=5; EE=5

Improve: **9:** ***THREE PGG GEE FGG***

+ 6 PA=1 PG=2 AG=3

Worsen: 1 AP

NB. Progress is markedly better for the second cohort who were the subject of intervention by ROs – but so far movement only to antenatal stage in most cases!

Impact of Provision During Maternity Leave

In the following analysis we have looked at two factors:

- a) The pattern of attendance prior to pregnancy by type of provision received
- b) The pattern of change (whatever the original level)

Table 3: Attendance in mainstream school prior to conception by type of provision during maternity leave

	Poor	Average	Good	Excellent	
PSG UNIT	8	9	9	1	27
MAINSTREAM	0	1	5	5	11
OTHER	3	0	0	0	3
Total	11	10	14	6	41

NB. Attendance prior to pregnancy was much better in those continuing in mainstream education (10/11 – good or excellent). 8/27 (30%) of those going to specialist provisions had poor attendance – and only one = excellent.

Table 4: Change through pregnancy/motherhood by type of Provision - Durham

	No Change	Improves	Worsens	All
PSG UNIT	12	13	2	27
MAINSTREAM	10	0	1	11
OTHER	3	0	0	3
Total	25	13	3	41

NB. All but one of the eleven young women in mainstream maintained their good/excellent attendance, but for those in specialist provisions there was a striking level of improvement (48%) and only 2 (7%) had worse attendance.

Pattern emerging is that young women with a good attendance record can maintain this through and after pregnancy in mainstream schooling, but for poor attenders supported by specialist provisions pregnancy is more likely to improve rather than worsen attendance.

Appendix 4: GCSE Results For Young Women In The Study

Summer 2001 GCSE results for Durham LEA were obtained shortly before the end of the monitoring study. Although we have not been able to carry out a full analysis and cross-tabulation of these with all other variables, there are clear indications that this can be done and is likely to provide a useful outcome variable in assessing the impact of the Standards Fund Teenage Pregnancy Grant and of different types of provision for pregnant women and young mothers of school age.

Of the 41 young women for whom data were collected, 14 (34 per cent) were entered for GCSEs in 2002 or 2003, so that no outcome measures were available. All but one of these was under-16 at the age of birth.

Of the remaining 27, 18 had taken at least one GCSE; 5 had not entered; 3 had withdrawn; and 1 was absent from the examination.

Overall scores for those who had taken the exam ranged from 2 (a full-time mother who gained "G" grades in Maths and C.D.T) to 63 (5 A grades – 2 starred – and 3 B grades for a young woman with previously excellent attendance who remained in mainstream schooling)

Scores were significantly higher for those remaining in mainstream school - range from 19 to 63 with no one absent, withdrawing or not entered

For the 17 in special units, 11 gained at least one GCSE, with a range of overall scores from 2 to 22. 3 had not been entered and a further 3 withdrew or were absent.

Young women with average [20-39] or good [40] overall scores at GCSE had generally above average KS 3 scores [15 +]

About one third of the young mothers were not entered for GCSE in 2001 but were entered for 2002 or 2003. Most of these were under 16 at the time of birth. The distribution between mainstream and PSG Units was the same as for the sample as a whole.

Analysis is based on the 18 young mothers who took GCSEs in 2001; four who were entered but did not take any exams; and five who were not entered.

	Mainstream	PSG Units	Under 16 birth	Over 16 birth	All young women
GCSE 2001	7	11	6	12	18
Withdrawn					
Or absent	0	3	1	3	4
No entry					
2001	0	3	1	4	5
GCSE					
2002/3	4	10	13	1	14
Total	11	27	21	20	41

<u>Mainstream</u> Identification no.	Overall GCSE Score	Attendance prior to pregnancy	KS 3 E + M+ Sc
17*	26	Good	6+5+4
18*	58	Excellent	6+6+7
19*	63	Excellent	7+7+6
35*	22	Good	3+3+4
36*	19	Excellent	4+Ab+Ab
42*	33	Excellent	5+5+4
40*	28	Excellent	N.A.
<u>Special Unit</u> Identification no.	Overall GCSE Score	Attendance prior to pregnancy	KS 3 E + M+ Sc
14*	13	Average	3+3+3
13	8	Poor	Ab+Ab+Ab
8	2	Average	Ab+Ab+Ab
1	3	Good	4+4+3
7	12	Average	4+abs+3
3	10	Good	5+4+4
12*	7	Good	4+4+4
27*	17	Average	4+4+5
31*	22	Very good	3+4+4
11*	21	Good	4+Ab+3
16	8	Average	3+3+4
2*	abs	Good	5+5+5
24*	No entry	Poor	Ab+Ab+Ab
6*	WD	Poor	N.K.
5*	No entry	Average	N.K.
28*	WD	Average	5+5+5
34	No entry	Poor	Ab+Ab+Ab
Other**			
4*	No entry	Poor	N.K.
29*	WD	Poor	3+4+4
38*	No entry	Poor	N.A.

* = post 16 at birth ** 4= lapsed PSG; 29 = Non-attender; 38 = IMPAC