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#### ABSTRACT

This study identified policies, practices, and attitudes that help or hinder continued schooling by pregnart and parenting teenagers. It examined the degree to which schools' treatment of pregnant and parenting students complied with Title IX of the Education Amendments of 1972 and how schools have initiated steps on their own to encourage pregnant and parenting teenagers to stay in school. Twelve diverse schools across the country were surveyed. The findings revealed that few schools had clear policies about how to treat pregnant and parenting students. Nine of the 12 schools were found to have Title IX violations. None of the schools, however, used pregnancy or parenthood as a reason for expulsion or suspension and none required pregnant or parenting students to enroll in special programs rather than staying in the regular classroom. Some schools reported having special initiatives to help pregnant and parenting teenagers stay in school. This report describes the study methodology and sample and lists Title IX problems which were found. It discusses key findings in the areas of attitudes toward pregnant and parenting teenagers, attendance, courses and programs, child care, working with other agencies, health services, extracurricular activities, and counseling and financial aid. Under each subject area are policies and practices that determine the school climate for pregnant and parenting students. (NB)



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### THE NEED FOR A WARMING TREND

## A SURVEY OF THE SCHOOL CLIMATE FOR PREGNANT AND PARENTING TEENS

MARGARET A. NASH
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MAY 1989

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### **INTRODUCTION**

The school climate—measured by school policies and practices as well as staff attitudes—is chilly for pregnant and parenting teenagers. The principal controls the main thermostat. Countless others—from the gatekeeping school secretary to counselors and teachers—set the temperature from room-to-room. And state and local policymakers create the context.

Valnerable students are sensitive to even subtle changes in the school environment, and pregnant and parenting students are among the most vulnerable. Although often overlooked in discussions of at-risk students, over 40 percent of all girls who drop out of school cite pregnancy or marriage as their reason. Making the school environment more hospitable for these female students—and for teenage fathers—can make a significant dent in dropout statistics, as well as provide these young parents with the education they and their families need.

To get a sense of the climate for pregnant and parenting teens in our nation's schools, the Equality Center surveyed twelve diverse schools across the country. Our goal was to identify policies, practices and attitudes that help—or hinder—continued schooling by pregnant and parenting teenagers. We examined the degree to which schools' treatment of pregnant and parenting students complies with Title IX of the Education Amendments of 1972: Title IX is the law that prohibits sex discrimination in schools receiving federal funds. We also examined how far beyond the "letter of the law" schools have gone, initiating steps on their own to encourage pregnant and parenting teenagers to stay in school.

This report covers eight subject areas, ranging from Attitudes Towards Pregnant and Parenting Teens, to Courses and Programs to Attendance. Under each subject area are policies and practices that determine the school climate for pregnant and parenting students. Many of these items also violate Title IX.

The final section provides information about the survey methodology and sample.

This research was designed and this report was written by Margaret Nash and Margaret Dunkle of the Equality Center. We are also grateful to Adriana Szyszlican for her research assistance while a student intern with the Equality Center and to Angela Carpenter for word processing. Initial development of this survey was supported by the Women's Educational Equity Act program of the U.S. Department of Education. The opinions expressed are those of the authors and do not necessarily reflect the positions or policy of the Department.



We wish to thank the individuals who filled out a survey (some of whom wish to remain anonymous) as well as others who provided assistance.

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### **KEY FINDINGS**

In reviewing school practices, policies and programs regarding pregnant and parenting teenagers, we found both serious problems and encouraging signs. In the area of policy, we found a void: few schools have clear policies about how to treat pregnant and parenting students. As a result, school staff, acting on their own and often with good intentions, limit opportunities for these students at the very ime when they need more rather than less support.

Most schools fail the Title IX test. When we analyzed survey results to identify Title IX violations, we found that nine of the twelve schools—75 percent—violated the law. Several had multiple violations. Not only does this produce a school climate that freezes some pregnant and parenting teens out, it also leaves the school open to Title IX complaints and lawsuits.

### Title IX problems identified include:

- not allowing excused absences from school for prenatal or postnatal care or problems associated with pregnancy;
- requiring pregnant students, but not students with other medical conditions, to have certification from a physician in order to remain in school at all;
- channeling pregnant and parenting students into specific courses of study or not allowing these students the same freedom as other students to enroll in any course or program;
- requiring pregnant students to take study halls even though there was no medical reason;
- not allowing pregnant and parenting students to be club or class officers, or student government representatives or officers;
- not allowing pregnant and parenting students to be eligible for scholarships, financial aid and prizes on the same basis as other students;
- not allowing pregnant or parenting students to run for prom or homecoming queen or court member;
- not allowing pregnant and parenting students to participate in sports programs and athletic teams,



even when there is no medical reason to exclude them;

- denying pregnant and parenting students recommendations or giving unfavorable recommendations for jobs or further education due to their pregnancy or parenthood; and
- at the end of leave for pregnancy, not reinstating students to the status they held when the leave began.

In many instances, survey respondents reported that these prohibited practices occurred Sometimes or Usually, often at the discretion of a teacher or staff member. Uneven treatment and the lack of official school policies do not change the fact that these behaviors put the school on the wrong side of Title IX.

From a civil rights perspective, the analogy is a football coach who believes that Blacks should not be quarterbacks and therefore refuses to put the best player in that position. Because the coach is an agent of the school, the coach's action is a civil rights violation for the school as well as a personal problem. The same principle applies in how teachers and staff treat pregnant and parenting teens.

Limited-English-proficient students who also are pregnant frequently face additional barriers. Only 75 percent of the schools surveyed report that these students have access to the same services as other pregnant and parenting students.

Further, disabled students who also are pregnant have access to the same services as other pregnant and parenting students at only three-quarters of the schools surveyed.

At the same time, up to two-thirds of all schools may be using federal special education funds to provide services for pregnant and parenting students who are not otherwise disabled, a practice specifically prohibited by the U.S. Department of Education. (This 67 percent includes 25 percent who report always using federal special education funds for this purpose and 42 percent did not respond to this item on the survey.) Although this pattern probably reflects well-intentioned efforts by school administrators to supplement inadequate funds for services for these teenagers, this is not an allowable use of federal Education of the Handicapped Act funds.

There are indications of a warming trend in the school climate for pregnant and parenting students, too. Many schools comply with important Title IX requirements. Most importantly, none of the schools use pregnancy or parenting as a reason to expel or suspend students. Further, none required that these students enroll in a special program or school, or have home instruction, rather than stay in regular classes.



Also, some schools have special initiatives to help pregnant and parenting teens stay in school. For example, eighty-three percent of the schools report that they always make special efforts—such as counseling, flexible scheduling, and enrollment in special classes or programs—to keep pregnant and parenting students in school. Forty-two percent sometimes or usually sponsor programs for the parents of pregnant and parenting teens.

Following are the highlights of the Equality Center's study of the school climate for pregnant and parenting teenagers. The majority of the items on the survey consisted of statements, with respondents asked to indicate whether they were Always, Usually, Sometimes or Never true, based on their best information about school practices. The key findings are expressed in terms of percentages of the twelve schools surveyed, with each school equalling 8.3 percent. When not all the schools responded to an item, the percentage was calculated based on those that did respond.

#### ATTITUDES TOWARDS PREGNANT AND PARENTING TEENS

Administrators and teachers do not see teen pregnancy and parenting as a dropout issue.

A dropout-prevention program that ignores teen pregnancy and parenting is inadequate, since nationwide studies show that 41 percent of the girls who drop out cite pregnancy or marriage as their reason for leaving school.

- Eighty-three percent of schools surveyed report that their principal never or only sometimes mentions teen pregnancy and parenting in the context of dropouts. None report that their principals always mention teen pregnancy and parenting.
- Only one in three schools report that efforts to keep students from dropping out of school always or usually include a focus on teen pregnancy and parenting. Twothirds say dropout-prevention efforts either never or only sometimes include teen pregnancy and parenting.
- Only seventeen percen' of the schools keep attendance, dropout or enrollment statistics on pregnant and parenting teens.



• Pregnant students often disappear from school before graduation. Of the ten high schools surveyed, half report only five or fewer pregnant girls in last year's graduating class, and another 40 percent report that they do not know how many pregnant girls have graduated. These low figures are not due to small school size: half of these schools have enrollments of 1,000 to 2,000 and one has over 7,500 students.

### Teachers and administrators view pregnant girls and teenage mothers as second-class students.

Students are as influenced by attitudes as by policies. Pregnant and parenting students are much more likely to succeed where school personnel see them as entitled to as much thoughtful help as other students.

- Fifty-five percent of the respondents report that sometimes teachers think pregnant and parenting students are morally or intellectually inferior.
- Almost half (45 percent) report that teachers or school personnel view pregnant girls and teen mothers more harshly than they view teen fathers, with nine percent saying that they usually view girls more harshly than boys.
- Twenty percent of the high schools sometimes treat unmarried pregnant students differently from married pregnant students.
- Only 50 percent say that pregnant students with good grades always get a lot of help from teachers or counselors to stay in school. This percentage drops to 42 percent for pregnant girls with poor grades.



### **ATTENDANCE**

Schools do not allow pregnant teens the scheduling flexibility they need to stay in school.

Pregnant students have special medical needs, including prenatal care. They may also experience such problems as fatigue, nausea, morning sickness or frequent urination. Feeling awkward and uncomfortable already, a pregnant student who has to deal with rigid attendance policies may find it easier to drop out. Once she does, she is not likely to return.

- Forty-two percent of schools surveyed do not always excuse absences due to problems associated with pregnancy, such as fatigue, nausea and morning sickness.
- Forty-two percent report that teachers are not always flexible enough to excuse pregnant students to go to the bathroom or health room for problems associated with pregnancy.
- Sixty-seven percent do not always make arrangements for pregnant students who need to urinate frequently to leave the classroom quickly and with minimal disruption (such as a standing hall pass). Eight percent never make such arrangements.
- Fifty-eight percent do not always make arrangements for pregnant students who have difficulty moving quickly (e.g., an elevator pass or allowing students to leave class five minutes early). Eight percent never make such arrangements.

### Schools do not grant sufficient medical leave for childbirth.

Title IX requires that schools grant a student as much time as her doctor says is necessary for a full recovery from childbirth, and then reinstate her to the status she had when her leave began.

- A full twenty-five percent of schools do not always grant pregnant students leave from school for childbirth and recovery from childbirth for as long as is medically necessary. In other words, one-fourth of schools surveyed violate this important requirement of Title IX.
- Only half of the schools always reinstate students to the status they held when leave for pregnancy and



childbirth began. Those that do not are in violation of Title IX.

### Schools do not allow caring for a sick child as an excused absence.

A young mother or father who cannot get an excused absence to care for a sick child may be forced to choose between being a responsible parent and meeting school attendance requirements.

 Twenty-five percent of schools do not always give excused absences to students who have sick children and/or who have doctor's appointments for their babies.

#### **COURSES AND PROGRAMS**

### Not all schools offer courses on parenting and child care.

Parenting and child care courses can provide necessary information these teens may not get elsewhere, as well as provide an incentive to stay in school.

- Two-thirds (67 percent) of all schools surveyed offer parenting and child care classes.
- While 80 percent of the high schools offer parenting and child care classes, *none* of the middle or junior high schools do—even though this age group has the fastest growing rate of pregnancy.

### Schools channel pregnant and parenting students into a specific course of study.

Some schools offer excellent programs and courses for pregnant and parenting students. Other schools track these students into special programs that may not be appropriate. If pregnant and parenting teens are pushed into special programs because the regular program is insensitive to their needs, then changes are needed to make the regular program more hospitable. Pregnant and parenting students need and are entitled to the full range of educational opportunities available to other students.

• Twenty-five percent of the schools usually or sometimes track pregnant and parenting students into a specific area, such as home economics.



• Eight percent require pregnant and parenting students to take certain courses because of their pregnancy or parenthood.

### Family life education courses provide too little information and reach too few stude

Too many teens have inaccurate and harmful ideas about sex, relationships, pregnancy and pregnancy prevention. Family life education or sex education courses can provide teens with information as well as decision-making skills.

- All schools surveyed offer some form of family life education.
- Only 20 percent of high schools always teach family life education to each student.
- Of the four schools that always teach family life education to all students, only two have courses that always cover life planning and how to make decisions about when to have a baby.
- Less than half (42 percent) of the schools always cover contraception and birth control in family life education courses.

### CHILD CARE

### Lack of good child care causes teen parents, especially teen mothers, to drop out o. 'school.

Without a place to take their babies, teenage parents cannot complete their e ` cation.

- Almost all (92 percent) of the schools report that lack of adequate child care makes it very hard for teen mothers to stay in school.
- Over half (58 percent) of the respondents emphatically say child care is the biggest barrier to parenting teens staying in school. Another 25 percent list "lack of support services" or "finances" (which includes being able to pay for child care).



### Most schools do not help parenting teens get adequate infant care.

Nationally, the demand for infant care exceeds the supply and costs have skyrocketed. This makes it difficult for a teen parent to even find infant care, much less be able to afford it.

- None of the schools surveyed have on-site infant care. One school has a toddler center—meaning that a teen parent has to find other child care for the first two years.
- Only 27 percent of those responding indicate that infant and child care always is available close to the school grounds. Thirty-six percent report that nearby child care never is available.
- None of the schools use school buses to help teen parents get their infants to child care.

### WORKING WITH OTHER AGENCIES

### Schools often don't coordinate efforts with other agencies.

Vital to any effort to provide services for pregnant and parenting teens is cooperation and collaboration with other agencies. A teen parent easily can get lost in the bureaucratic maze. Teens may not even know what services they need, much less what services are available or how to get them. For example, few teens are aware of the need for prenatal or well-baby care.

- Half of the schools always have a local committee or organization to help coordinate services for pregnant and parenting teens.
- Fifty percent report that the school and the health department always work together to arrange schedules, transportation, etc., so that pregnant and parenting teens can get needed health services without missing school. Seventeen percent report that the school and the health department never make such arrangements.
- Even fewer schools (42 percent) always work with the social services department to make similar
   rangements. Seventeen percent never work with social services.



### School staff do not appropriately refer pregnant and parenting teens to other agencies.

- Only 25 percent say that school personnel always refer pregnant and parenting teens to the health department.
   Seventeen percent never refer these students to the health department.
- Two-thirds of schools report that someone in the school always knows about services available from the health department and works with pregnant and parenting teens to help them get health services for themselves and their children.
- Only half report that there is always someone in the school who knows about programs and services available from the social services department (such as AFDC, Food Stamps, WIC, child care, etc.) and works with pregnant and parenting teens to help them get assistance.
- Only 25 percent say school personnel always refer pregnant and parenting teens to community agencies and only 9 percent always make referrals to local employment and training agencies.
- Some schools clearly do not view coordination as their responsibility. As one said, "Our parents take care of these needs."

### HEALTH SERVICES

### Schools provide little information on prenatal care and nutrition.

There is a strong link between teen pregnancy and infant mortality. Teens need information on nutrition and prenatal care. Some schools offer on-site prenatal care. Others provide information on how to get prenatal care.

- Only 58 percent of the schools always have information on prenatal care and nutrition available from a school nurse or health aide.
- A third of schools always offer prenatal care in their own health facilities.



• While half of the schools report that the school nurse or health aide always conducts active outreach to pregnant students to encourage good prenatal care, 25 percent either never conduct this outreach or do not have a school nurse or health aide.

### At many schools, her ith services are much too limited.

Health services offered in a school setting or coordinated with schools are increasingly important. The growing health needs of children and youth, the rising cost of health care, and the long working hours of many parents make it difficult for children to get needed medical attention.

- While 25 percent of the schools offer comprehensive health services (one has a school-based health clinic and two have health rooms with full-time nurses), the other 75 percent provide few or no health services to students. Services in these schools range from a health room with a part-time nurse, to a health room with no nurse or with an aide, to no health services at all.
- One survey respondent commented, "We have only two full-time nurses to serve all [7,600] students." Another wrote, "School health services are inadequate for all students."

### **EXTRACURRICULAR ACTIVITIES**

Some schools deny pregnant and parenting students full participation in extracurricular activities.

Pregnant and parenting students who are shut out of extracurricular activities have less incentive to stay in school. In addition, arbitrarily barring pregnant students from these activities, denying participation because of marital status or because a student once was pregnant, or having different standards for teen mothers and fathers violate Title IX.

- All of the schools that responded say that pregnant and parenting students can always be club members, be on the ballot for "Class Favorites" and participate in graduation ceremonies.
- However, this sometimes changes when it comes to leadership roles. At one high school, pregnant and parenting students can not always run for student







government, be club or class officers, or run for prom or homecoming queen or court.

#### COUNSELING AND FINANCIAL AID

### Counselors and teachers are not trained to deal with the problems of pregnant and parenting teens.

Pregnant and parenting students need the same kind of counseling that other students need—2s well as referrals and information about prenatal health, childbirth, child care, parenting and child support.

- Forty-two percent of schools do not always provide job counseling by someone who is familiar with the unique needs and problems of pregnant and parenting students.
- Seventy-five percent report that teachers and counselors get training on issues around teer pregnancy and parenting either only sometimes or never; only twenty-five percent usually or always get this training.

### Few schools sponsor peer support groups or activities for teen parents and their children.

Students who are pregnant or parenting can learn and get support and encouragement from each other.

- Eighteen percent of the respondents report that their schools always sponsor peer support groups for pregnant and parenting teens. Forty-five percent never do, and twenty-seven percent do sometimes.
- Almost none of the schools sponsor activities for teen parents and their children—92 percent never do, 8 percent sometimes do.

### Few schools make special efforts to reach out to teen fathers.

Schools need to show that they take seriously the problems—and the responsibilities—of teen fathers.

• Sixty-four percent of the schools never offer special services designed for teen fathers.



 Only eighteen percent of the schools always provide services, such as counseling or a support group, designed for teen fathers.

Schools often do not consider the increased needs of pregnant and parenting students when making decisions or recommendations about financial aid for additional education or training.

Parenthood is expensive. Without adequate financial resources, a parenting student may be unable to continue her or his education.

- Thirty percent of high schools surveyed say that pregnant and parenting students are not always eligible for scholarships, financial aid or prizes on the same basis as other students.
- When asked about special scholarships for pregnant and parenting students, three-quarters of the schools either never provide such scholarships or did not respond to the question.

### SURVEY METHODOLOGY AND SAMPLE

In the spring of 1987, the Equality Center sent surveys to eighteen preselected schools nationwide. Twelve schools (67 percent) responded.

The Equality Center's study was prompted in large part by recognition that research on school policies and practices affecting pregnant and parenting teenagers is scanty, despite the magnitude of the problem and the implications for school dropout. Two studies that have focused on these issues are the Academy for Educational Development's 1988 report on nine urban school districts and the Rand Corporation's 1980 study of special programs for pregnant or parenting students in eleven school districts.\* Several localities also have studied school policies and practices affecting pregnant and parenting students.\*\*

#### THE SURVEY

The Center identified a per. n at each institution to complete the survey. These people were either administrators (assistant superintendents, principals, assistant principals, project directors and supervisors) or staff (teachers and counselors).

In addition to the survey, the Center requested copies of any school policies regarding pregnant and parenting students on such subjects as absenteeism, excused absences, home instruction, suspension/expulsion, criteria for participation in extracurricular activities and athletics, and requirements for medical certification. Only three schools sent copies of official policies. This low response may mean such policies do not exist at these schools, that the person filling out the survey was not aware of such policies, or simply that the person did not have easy access to copies of policies.

The survey consisted of 127 items divided into three sections. The first section requested background information. The second section asked how pregnant and parenting students are treated. The third section consisted of open-ended questions.

<sup>\*\*</sup> See: (1) Hess, G. Alfred; Green, Denise O'Neil; Stapleton, Elliott; and Reyes, Olga. *Invisibly Pregnant: Teenage Mothers in the Chicago Public Schools*. Chicago: Chicago Panel on Public School Policy and Finance, 1988. (2) Illinois Caucus on Teenage Pregnancy. *Illinois Schools and Teenage Pregnancy: Report of a Survey*. Chicago: Illinois Caucus on Teenage Pregnancy, 1985.



<sup>\*</sup> See: (1) McGee, Elizabeth A. and Archer, Elayne. Improving Educational Opportunities for Pregnant and Parenting Students. New York: Academy for Educational Development, 1988. (2) Zellman, Gail L. The Response of the Schools to Teenage Pregnancy and Parenthood. Santa Monica, CA: Rand Corporation, 1981. (3) Zellman, Gail L. A Title IX Perspective on the School's Response to Teenage Pregnancy and Parenthood. Santa Monica, CA: Rand Corporation, 1981.

The eleven categories for the second section of the survey were: courses and programs; grades; attendance, expulsion/suspension and scheduling flexibility; honors and academic recognition; financial aid and scholarships; student records, recommendations, job placement and counseling; extracurricular activities; access to school-provided and school-facilitated health services; coordination with other agencies; child care; and other treatment.

The majority of the items in this second section (99 out of 110 items) consisted of a statement to which the respondent was asked to indicate: How often is this true? The four responses were: Always, Usually, Sometime, Never. We asked respondents to give the best answer that they could, based on any information they had.

The survey instructions explained:

Sometimes a statement might be Always (or Never) true because of official school or Board of Education policies. More often, a statement will be Always, Usually, Sometimes or Never true because of decisions made by individual teachers, administrators, counselors, etc.

The survey instructions asked respondents to base their answer on what actually happens in their school, even if there was no official policy one way or the other.

This section of the questionnaire was structured so that there was not a pattern to "right" answers. That is, sometimes "Always" was the answer most supportive of a good climate for pregnant and parenting teens; sometimes "Never" was the most supportive answer.

In reporting the findings of the survey, we have indicated the percentage of schools responding in a given way. Although the sample was representative, it was also relatively small (twelve schools). Each school equalled 8.33 percent of the total. Consequently, in interpreting the results of the study, the reader should look first at large percentages.

The third section of the survey consisted of open-ended questions to elicit qualitative information. For example: "How do you think teachers view pregnant and parenting girls?" "How do you think teachers view teenage fathers?"

#### THE SAMPLE

The sample selected was intentionally diverse. Of the twelve schools, two were from the Northeast, four from the Mid-Atlantic, two from the South, two from the Midwest, and two from the West. School sizes ranged from 450 to more than 7,500 students. City/town sizes ranged from less than 10,000 to over three million. One school was vocational, five were comprehensive high school-vocational schools, three were high schools,



one was K-12, one was a middle school (6-8), and one was a junior high (7-9).

We also wanted economic diversity among the survey sample. Using the number of free and reduced-price school lunches as an indicator of the socio-economic status of the students, the schools ranged from enrolling mostly low-income students to mostly middle- and upper-income students. At the low-income end, eighty percent of the students at one school and sixty-three percent at another received free or reduced-price lunches. The percentage was between ten and thirty at four schools, and at the upperincome end, less than five percent received free or reduced-price lunches at one school. This information was provided by seven of the twelve schools.

Finally, we selected schools with varying racial and ethnic student populations. Eight schools had predominantly white students, one had predominantly Black students, one was half-Black and half-white, one was predominantly Hispanic, and one did not provide this information.

### The twelve schools in the survey were:

Berito Juarez High School

Chicago, IL

North Caroline High School

Ridgely, MD

Natchitoches Parish

Natchitoches, LA

Thibodaux High School

Thibodaux, LA

Bladensburg High School

Bladensburg, MD

Gaithersburg Junior High School

Gaithersburg, MD

Southern Middle School

Lusby, MD

Minuteman Vocational Technical High School

Lexington, MA

White Fish High School

White Fish, MT

Guilderland Central High School

Guilderland Center, NY

Cleveland High School

Portland, OR

Stevens Point High School

Stevens Point, WI

