



Report of Lisa Banton

Report to Inner West Area Committee

Date: 22nd June 2011

Subject: Teenage Pregnancy

Electoral Wards Affected:

Armley
Bramley and Stanningley

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Council
Function

Delegated Executive
Function available
for Call In

Delegated Executive
Function not available for
Call in Details set out in the
report

Executive Summary

- 1. Leeds has a high rate of teenage pregnancy/parenthood compared to statistical neighbours.** West Leeds has pockets of high need, particularly in Bramley.
- 2. Effective intervention in reducing teenage conceptions include good quality sex and relationships education, in and out of school; the provision of positive activities; enabling access to flexible sexual health services, and tailored support for teen parents.** These services, delivered on a targeted, locality, multi-agency basis raise aspirations and therefore engagement in education, employment and training.
- 3. Evidence from other areas shows effective interventions need an effective shared ownership.** 'Teenage pregnancy is 'everybody's business' – National Support Team, 2007. Sex and relationships education is not just the responsibility of schools but of all agencies as part of the corporate parenting role (Education Act 2006).
- 4. Teenage Pregnancy is strongly linked to broader risks for young people and the three key priorities for action in the new Children and Young People's Plan 2011-15.** 15% of the overall NEET population are teenage parents, 20% of teenage conceptions are second or subsequent pregnancies. 52% of babies born to parents who are either Looked After Children or care leavers, aged twenty years old or younger, are removed into care within six months of the child's birth. 80% of fathers under twenty have been in contact with attendance improvement services at some point during their school life.

5. Recommendations:

- 5.1. That members note the current indicators for high teenage conception rates in West Leeds.
- 5.2. That members consider and endorse the current and proposed initiatives.
- 5.3. That members consider requiring partners receiving Well-Being Fund Grants from the committee to support and evidence their engagement with vulnerable groups such as Looked After Children and offer a no cost access to this group where possible.
- 5.4. That Members support a structured, regular reporting system for progress on initiatives which tackle teenage pregnancy and the linked outcomes through cluster partnerships, West Leadership Team meetings and an annual report to Inner and Outer Area Committees.
- 5.5. That Members recognise attendance and support for this issue at cluster partnership meetings as a route to increase strategic support and effectiveness of actions to reduce teenage conception.

1.0 Purpose of this report

- 1.1. To respond to the request from West Area Committee for updated information on performance and action taken towards the reduction of teenage conceptions in the Inner West area of the city. This report details the recent additional local work undertaken by the authority and partners and set this in a city wide context.
- 1.2. To raise awareness of the risk factors for teenage pregnancy/parenthood and demonstrate the inter-relationship with outcomes such as school attendance/attainment, access to education, employment and training and the number of children coming into care.
- 1.3. To emphasise that national good practice guidance indicates teenage pregnancy reduction occurs where it is 'everybody's business' and to illustrate the common ground running through current strategic aims and priorities including the vision for Leeds as a 'Child Friendly City.'
- 1.4. To provide to members a good outline of what has been found to be effective in reducing teenage pregnancy/parenthood and to ensure young people achieve positive outcomes.
- 1.5. This report proposes a range of further initiatives to take this work forward effectively.
- 1.6. This report seeks the support of the committee to maximize the potential impact of the current and proposed initiatives.

2.0 Background information

- 2.1. **National and Local Priority.** The reduction in UK teenage pregnancy rates has been a national policy and local priority since 1998. The overarching national policy and associated target expired in 2010 with the coalition government placing an emphasis on locally determined actions to reduce teenage conception. Government is continuing to collate teenage pregnancy rates as one of the reduced set of indicators of local area performance. Within Leeds there has been significant interest in teenage pregnancy from elected members, particularly in relation to school approaches to sex and relationships education. This new financial year, sees a new Children and Young People's Plan, a single Children's Service, an emphasis on locality working and a changed political and financial context which suggests that now is a good time to take stock of current and emerging needs of West Leeds.
- 2.2. **City Performance.** Using our most recent national data, the rolling quarterly average for under-18 conceptions in Leeds is: 46.6 conceptions per 1000 15-17 year old young women. This is the lowest rolling quarterly rate for Leeds since Q3 2005 and is the fifth consecutive drop in the rolling quarterly average. It represents the longest consistent pattern of quarterly progress since 1998. However the current rate in Leeds is higher than the rates for Yorkshire and Humber (43.4) and for England (37.9). The gap between Leeds and England has also widened since 1998 with England showing a faster rate of decrease than Leeds. The Yorkshire and Humber region as a whole has also made better progress than Leeds in reducing rates.
- 2.3. Compared to other major cities Leeds has the third lowest rate of under-18 conceptions Leeds and is only behind Sheffield and Newcastle upon Tyne of the other Core Cities. However when compared to ten authorities which are close statistical neighbours Leeds has the seventh highest conception rate with only Derby, St Helens and Calderdale showing higher rates.

- 2.4. Considering target groups we are seeing some progress. Whilst the numbers of our Looked After Children who conceive are small the conception rates for this population are historically higher than for other young people. Targeted provision such as the appointment of our dedicated Sexual Health Nurse has seen a 74% reduction in reported conceptions for Looked After Young People between 2007 and 2011.
- 2.5. Overall Leeds is showing some good progress and a consistent trend in reducing teenage conception rates. Other similar local authority areas are however also doing well and demonstrate that Leeds can further accelerate its progress to be a leading authority in this area.
- 2.6. **Associated Risks of Teenage Pregnancy.** In Leeds 52% of children born to Looked After Children under twenty years old are removed into care within 6 months. (ESCR 2009/10). 80% of young fathers under twenty years old have had contact with Attendance Improvement services at some point during their school life. (Health Initiatives Team 2009/10). 59.63% young people who are teenage parents are NEET (14-19 team 2011).
- 2.7. **Past targeted work- South and East.** Leeds as a city has some clearly defined areas of high deprivation in South, East and West Leeds. These are largely contained within the Inner wards and are areas of high teenage conception.
- 2.8. Since late 2008 targeted work has been undertaken in the South and East of the city. This work has included: locality events, multi-agency workforce development, Speak easy – accredited sex and relationships education for parents and carers, improvements to school based sex and relationships education, promoting access to positive activities, increasing access to contraceptive and sexual health services, a post loss support research project, a fatherhood project, mystery shopping of sexual health services, transitions work for girls in year 5/6, support to Children's Centres to develop services for teenage parents. These projects have been funded by a combination of PCT, Area Based Grant, Area Committee, and cluster partnerships. A PCT funded 'Scored' project for young men linking sport to healthy living including sexual health is due to be rolled out over the summer. As noted above the reductions noted in recent conception rates for Leeds we have attributed to the effectiveness of locality work.
- 2.9. **A need for work in West Leeds.** Aggregating conceptions by ward masks small areas of high conception rates (termed "hot pockets"). By using smaller units of geography ("Middle Layer Super Output Areas") we were able to note that areas of West Leeds had significant hot pockets of teenage conception and may benefit from a locality approach also.

3.0 Main Issues

3.1 Overall Approach

- 3.2. Tackling teenage pregnancy using a targeted local approach in West Leeds began in October 2010. A multi-agency teenage pregnancy tasking group was established by Children Leeds in West in October 2010 and has been meeting monthly to identify practical approaches to delivering on three priorities. For West, as with South and East, these are improving sex and relationships education- in and out of school, increasing the provision of positive activities/raising aspirations and increasing access to contraceptive and sexual health services. The tasking group provides an

effective link between central strategic aims and local need. The tasking group is currently chaired by a member of Children Leeds Commissioning Team.

3.3. **Specific Initiatives**

- 3.4. **A teenage pregnancy event was held in January this year.** 71 colleagues from West Leeds and across the city attended. The key aim was to identify common ground and gain an acceptance that teenage pregnancy is 'everybody's business.' The event was very successful in achieving this aim and in challenging local partners to evidence the impact of their services.
- 3.5. **A mystery shop of Inner and Outer West sexual health services** is planned over the summer led by the Outer West Youth Service Team. The aim of this is to identify areas for improving quality of and access to sexual health services by young people under 25. This process will be repeated next year.
- 3.6. **A series of young people's events** will be held over the summer to promote access to contraception. These will be designed and delivered by young people. So far themes identified are: girls, boys, families/teenage parents. All of these activities have been funded by the PCT.
- 3.7. **Targeted support is being offered to Bramley, primary schools.** They have been identified through proximity to priority postcodes, foundation stage performance data, attendance rates and free school meal entitlement. These schools are Whitecote, Raynville and Holly bush. This support includes transitions work for girls in year 5/6 due to start May 2011 funded by the cluster partnership, and Speak easy training (sex and relationships education) for parents and carers. A Summer camp is being planned by Leeds West Academy for the participating girls.
- 3.8. **At Leeds West Academy additional provision will be allocated** for this September's year 7 cohort, throughout the whole year, for pupils identified by their primary schools as in need. This will follow on from the transitions work. A current cohort of young leaders will support this work as buddies. The young leaders will be offered the opportunity to deliver Sex and Relationships Education as Peer Educators to year 12. Similar support will be available to the Armley cluster subject to available resources.
- 3.9. **A Westnet Website** has been designed and developed in response to requests from members of the teenage pregnancy tasking group to improve local communication and information sharing.
- 3.10. **A young peoples' teenage pregnancy locality action plan** is being developed to identify specific outcomes for partners to work towards in improving local services. This will go out to consultation over the summer and be finalised in October.
- 3.11. **Further Speak easy courses and a west 'Scored' project** are planned from September. The aim is to part fund these through under spend from South and East. Some cluster support will be required.
- 3.12. **A city wide resettlement pilot for Looked After boys aged 15-19** leaving secure/YOI Accommodation is due to be delivered from June 2011 by partner agencies through the use of existing resources.
- 3.13. **Initiative Areas for further Development**

- 3.14. The teenage pregnancy tasking group wish to build on existing support/good practice for teenage parents to achieve increased access to children's centres.
- 3.15. An attendance improvement project and transitions work for boys are suggested areas for development subject to available funding.
- 3.16. Increased access to community based leisure activities for young people at risk through improvements to asset management.
- 3.17. **Challenges**
- 3.18. We must continue to challenge the idea that teenage pregnancy/sexual health is a specialist area of work and not integral to mainstream youth, health, schools and community work. This acts as a barrier to youth engagement, effective partnership and service improvement.
- 3.19. West Leeds must agree a common but flexible approach to meeting need. Multi-agency workforce development is one way of negotiating consistent approaches, for example in defining well being, and this needs to be a priority locally and centrally.
- 3.20. Sharing resources, including community/local business assets, is a key approach to improving partnerships and therefore outcomes, in West. We need to maximize the use of community/youth centres, schools, libraries, parks and those of private partners, for the benefit of those most in need through increased engagement. We need a consistent partnership approach between Inner and Outer West and Members should be aware that a whole locality approach in terms of sharing and developing good practice/resources will be of benefit to those most at risk. Looked After Children/those attending SILCS, often travel from/to West and between Inner and Outer to access schools for example. A division/lack of flexibility in allocating resources between Inner and Outer areas may create barriers to accessing services such as the activities fund.
- 3.21. Strategic ownership and leadership of teenage pregnancy by all partners in West Leeds and clear communication with the centre through the Children's Trust Board would be consistent with the guidance received from the Teenage Pregnancy National Support Team in 2007.
- 3.22. It is imperative that sexual health/teenage pregnancy is not seen as either a health or an education issue but part of a holistic improvement agenda. Without this approach we will not address the key objectives of improving school attendance, increasing access to education, employment and training and reducing the numbers of children in care.
- 3.23. **Project Plan**
- 3.24. The teenage pregnancy tasking group is to take on a wider more holistic remit in order to incorporate teenage pregnancy into a 'healthy community' agenda. This should enable the development of a consistent multi-agency approach.
- 3.25. The locality needs to learn from good practice in other parts of the city, for example the appointment of a Looked After Children co-ordinator within Brigshaw High School. This role has led to a significant increase in engagement with positive activities which is a key aim of the tackling teenage pregnancy agenda.
- 3.26. We have learnt from sexual health support to Looked After Children that targeted support for at risk groups has a significant beneficial impact. We need to increase the

range of groups in receipt of targeted provision such as, young offenders, poor school attenders, those not in education, employment or training, substance users.

- 3.27. In terms of achieving consistency in meeting need the locality should: have consideration of the differing needs of boys and girls in terms of access to services; require that all West schools, including West SILC to adopt teenage pregnancy as a priority under the Healthy Schools programme; Support and promote increased participation of young people in service design, delivery and commissioning.

4.0 Implications for Council Policy and Governance

- 4.1. Endorsement of a multi-agency teenage pregnancy agenda supports the actions contained in the Inner West Area Delivery Plan. Ward Members have been consulted on the Inner West Area Delivery Plan for 2011-14. The Area Delivery Plan contributes to the priorities of the Departmental, Council and Corporate Plans by aiming to create better neighbourhoods and confident communities.

Member Consultation

Local Members have received information and updates via e-mail and local meetings such as the West Leadership Team..

5.0 Legal and Resource Implications

- 5.1. Endorsement of a multi-agency teenage pregnancy agenda supports the actions contained in the Inner West Area Delivery Plan. Ward Members have been consulted on the Inner West Area Delivery Plan for 2011-14. The Area Delivery Plan contributes to the priorities of the Departmental, Council and Corporate Plans by aiming to create better neighbourhoods and confident communities.
- 5.2. There have limited resources allocated to this work in West to date. A Teenage Pregnancy lead from Children Leeds had been made available on a part time basis since October. £7,000 has been received from the PCT for access to contraception work. £5,000 has been allocated by Bramley Cluster to support the delivery of transitions work for girls. Improved partnerships with local youth and community services for example with regard to asset management in the prevention of teenage pregnancy would lead to better value for money.

6.0 Equality Considerations

- 6.1. Those most at risk from teenage pregnancy/parenthood(under 18) are Looked After Children, young offenders, substance users, those Not in Education, Employment and Training, poor school attenders. Boys/young men are over represented in some of the at risk groups and are less likely to access sexual health services than girls.

7.0 Conclusions

- 7.1. Effective reductions in teenage pregnancy are seen where there is strong support from Elected Members in practical terms including: driving the Teenage Pregnancy agenda both in their wards and city wide, developing closer partnerships with senior leadership in the local authority, NHS Leeds and community leaders in their wards, advocating the approaches and values that drive this work forward and holding services accountable for providing early intervention to reduce teenage conceptions and support for teenage parents.

- 7.2. Elected Members and other local leaders are asked to support and challenge both primary and secondary schools, especially those in which they are governors, around SRE/PSHE policy and curriculum. The use of “focus” or “drop down” days based on advice from school improvement colleagues is not good practice. Evidence, collected nationally and internationally suggest abstinence based approaches offer least impact, with poor evidence of behaviour change and are therefore expensive and of limited efficacy.
- 7.3. Reports from a recent Ofsted inspection of Doncaster Childrens’ Services have indicated interest in the quality of the overall SRE/PHSE curriculum and programs of work to reduce teenage pregnancy. A further Ofsted inspection of Leeds Children’s Services is deemed likely in the short to medium future. Evidence from Leeds suggests well supported locality programs are effective and there is an opportunity therefore to demonstrate collective improvement in this area.

8.0 Recommendations

- 8.1. Members and colleagues to note the current picture.
- 8.2. Members and colleagues to consider and endorse proposed initiatives.
- 8.3. Members are asked to ensure partners receiving funding from the Area Committee are required to support and evidence their engagement with vulnerable groups such as Looked After Children and offer a no cost provision where possible.
- 8.4. That Members are asked to agree a structured, regular reporting system for teenage pregnancy updates via cluster partnerships, west leadership team meetings and annual reports to Inner and Outer Area Committees.
- 8.5. That Members attend cluster partnership meetings to increase strategic support for teenage pregnancy.

Background Papers: Middle layer Super Output data for Leeds attached