

**Report to:** Children & Young People's Panel  
Cabinet

**Date:** 12th March 2009  
19th March 2009

**Subject:** Teenage Pregnancy Update

**Report of:** Executive Director of Children & Young People's  
Services

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**Purpose / summary:** The purpose of this report is to provide the Children and Young People's Panel and Cabinet with an update of teenage pregnancy in Wigan.

**Alternative options considered and reason for selecting the one recommended:** N/A

**Recommendation / decision:** Support the local drive to reduce teenage pregnancies and improve outcomes for young parents and their children

**Risks / Implications:** Wigan will not meet its PSA/LAA target's to reduce the under-18 conception rate without recognition of Teenage Pregnancy as a priority issue and senior leadership to champion the issues and provide strong strategic commitment to drive the strategy forward. Teenage pregnancy also links and impacts on attainment of targets in many other areas of young peoples health and social wellbeing.

**Financial:** There is a strong economic argument for investing in measures to reduce teenage pregnancy as it places significant burdens on the NHS and wider public services. The cost to the NHS alone is estimated to be £63m a year. Teenage mothers will also be more likely than older mothers to require extensive support

from a range of local services.

The primary funding for the local strategy includes £211,000 Teenage Pregnancy Grant, not ring-fenced and paid through the Area Based Grant and £65,000 Vulnerable Children's Fund paid through Dedicated Schools Grant for reintegration/retention of school aged pregnant girls and young mums in education.

Staffing: The funding currently supports a number of full and part time posts supporting the teenage pregnancy agenda

Policy: N/A

Equal Opportunities - Has a Diversity Impact Assessment been conducted? N/A - not new policy

Wards affected: All wards

**Property Implications – Does the proposal involve a reduction, addition or change to the Council's asset base or its occupation?**

No

**If yes, have the property implications been agreed with the Corporate Property Officer?**

N/A

**Does this proposal have significant implications for the Council and the local population?**

Yes - see Risks / Implications above

**Does this proposal involve a new policy or procedure or significant changes to an existing policy or procedure?**

No

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Has the Service Director - Borough Solicitor confirmed that the recommendations within this report are lawful and comply with the Council's Constitution? N/A

Has the Service Director - Corporate Services confirmed that any expenditure referred to within this report is consistent with the Council's budget? N/A

Are any of the recommendations within this report contrary to the Policy Framework of the Council? No

\* delete which applicable

**For Cabinet reports only :**

Categorisation of the report:	<b>X</b>
Discussion leading to a decision	
Monitoring	<b>X</b>
Sharing for corporate understanding	

	<b>X</b>
Discussion	
Decision	
Information	<b>X</b>

**Tracking/Process:**

	Consultation	Ward Members	Partners
Panel	Overview & Scrutiny	Cabinet	Council
12/3/09		19/3/09	

Proper Officer



Date

2<sup>nd</sup> March 2009

## Background:

Young parents and their children are much more likely to suffer problems with their health, finances, education and social integration. The children of teenage mothers are also more likely to become parents themselves. The vast majority of teenage pregnancies are unplanned, with almost half ending in abortion.

Teenage pregnancy is a complex issue; rates are far higher among deprived communities, so the negative consequences of teenage pregnancy are concentrated among those that are already disadvantaged. Reducing teenage pregnancy is central to the government's efforts to prevent health inequalities, child poverty, social exclusion and disadvantage being passed from one generation to the next.

The rate of teenage pregnancy remains high in Wigan and continues to be a key priority for Wigan Council, and Ashton, Leigh and Wigan Primary Care Trust (PCT).

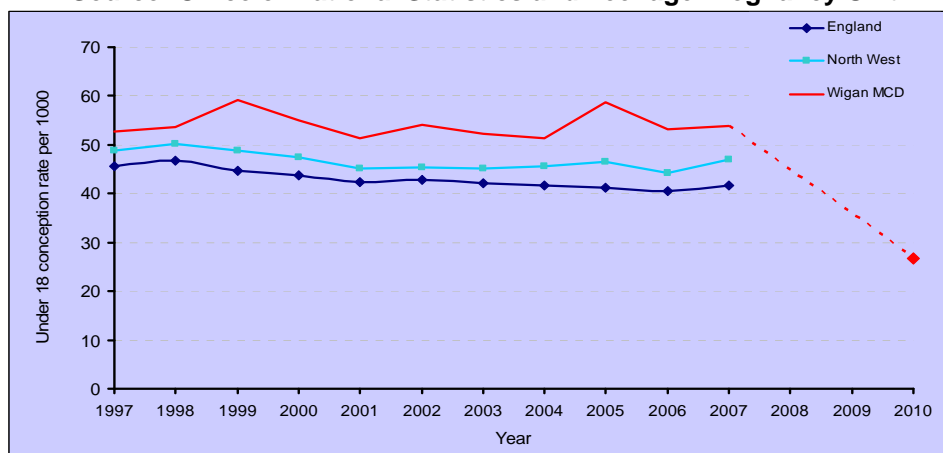
## Local Teenage Pregnancy Rates:

The Government has set a challenging target to halve the under 18 conception rate, from 1998 baseline, by 2010.

Latest provisional Office of National Statistics (ONS) data for 2007 show the under-18 conception rate in Wigan is 53.9 (per 1,000 females aged 15-17), higher than North West regional (47.0) and national (41.7) rates.

Overall Wigan has seen a 0.6% increase since 1998 baseline statistics, significantly behind regional (-6.5%) and national (-10.7%) reductions. (Figure1)

**Figure1: Under 18 Teenage Conception Rates per 1,000 Females 15-17**  
Source: Office of National Statistics and Teenage Pregnancy Unit



## Abortion rates:

In Wigan 44 % of under-18 conceptions end in abortion (ONS 2006), lower than regional (46%) and national (49%) rates.

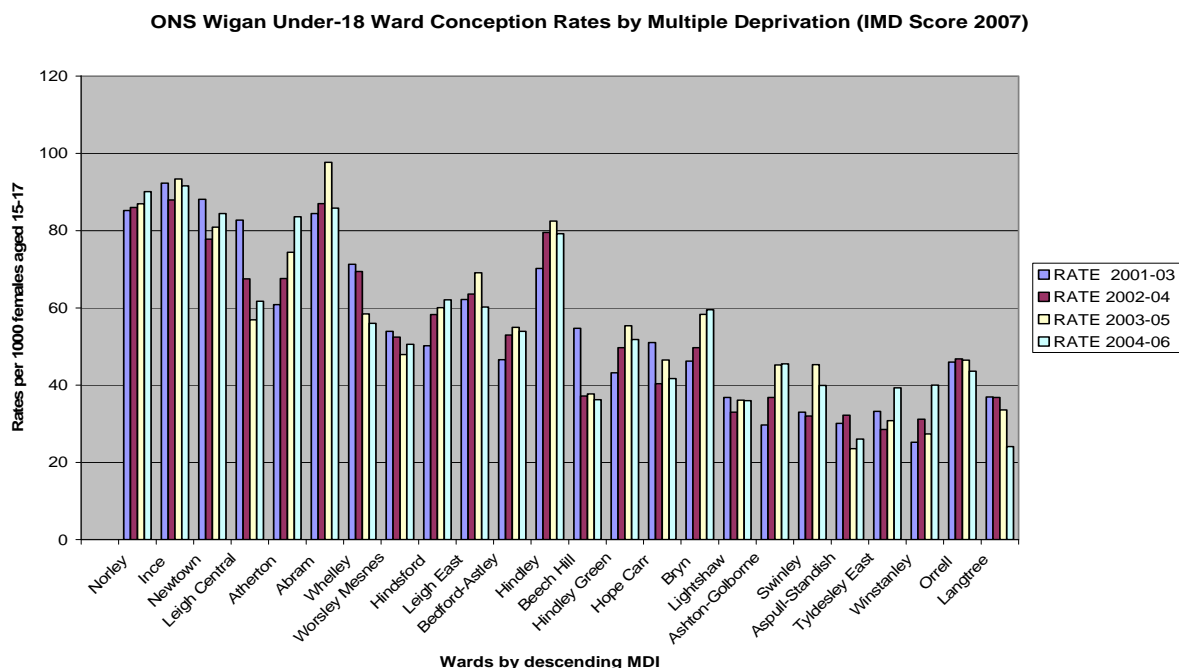
## Ward Rates:

Latest ONS under-18 conception ward data identifies highest 'hotspot' rates in Ince (91.6) Norley (90.1) Abram (85.8) Newton (84.4) Atherton (83.6) and Hindley (79.2). Lowest rates are in Langtree (24.1) and Aspull-Standish (26.0) (ONS 2004-06) (Figure 2)

As in all local areas there are marked differences between Wigan's communities; with considerably higher numbers of conceptions in the most deprived wards. However within this are anomalies, such as Tyldesley East, Winstanley and Aspull-Standish all in the top 5 most affluent areas and all having significant rate increases.

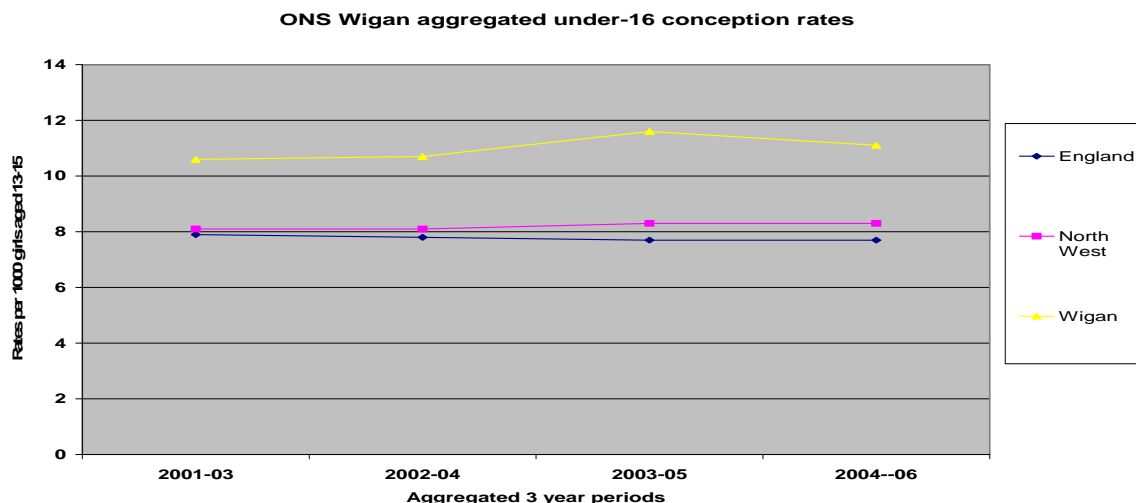
Atherton (5<sup>th</sup> most deprived) has had a consistent increase whilst Whelley (7<sup>th</sup> most deprived) has had a consistent reduction over the same period. (Figure 2)

(Figure 2)



**Under-16 Conception Rates:**

Although Wigan achieved a reduction in under-16 conceptions from 2003-05 (11.6) to 2004-06 (11.1), overall we have not yet established a downward trend and are higher than both regional (8.3) and national (7.7) rates (Figure 3)



(Figure 3)

**Ministerial Review:**

Wigan is currently one of 22 poorly performing areas nationally to come under the focus of the Minister for Children, Young People and Families and the Minister for Health. A challenge and support review process to help accelerate local progress in reducing teenage pregnancies.

A progress report was submitted to ministers in July 08. Ministerial feedback identified 4 key priorities Wigan needs to focus on as a matter of urgency:

- Improve access to sexual health and contraceptive services, with a focus on school and college based services, together with increased provision of long acting reversible contraception (LARC)
- Improved integration with Targeted Youth Support, with particular attention to early identification of young people at risk of early pregnancy
- Develop a sex and relationship education (SRE) /sexual health workforce training strategy
- Develop a communications strategy

### **National high focus areas:**

The national teenage pregnancy unit has also highlighted 4 high priority focus areas:

- Timely, targeted interventions to 'most at risk' young people, through 'smarter' data collection and analysis
- Reduce repeat births to teenage mothers
- Reduce repeat abortions
- Proactive promotion of long acting reversible contraception (LARC)

### **The Wigan Approach:**

The approach taken to tackle the teenage pregnancy agenda in Wigan is in direct response to the ministerial and national key priorities (above)

In line with overarching ministerial and national guidance Wigan is striving to deliver effective universal provision, while focusing efforts on the most disadvantaged and vulnerable young people and on early intervention to prevent problems escalating. This is supported by more robust local data collection and analysis, for targeting where need is greatest and more effective measuring of impact.

To support this approach data collection and analysis is being led through increased capacity in the Public Health Analysis Team by establishing a Health Outcomes Improvement Support Team (HOIST) and a Data, Information & Knowledge Group (PCT led). This process will be further supported by a teenage pregnancy social marketing project

We are also undergoing significant restructuring within the Children and Young Peoples Services and key joint LA / PCT posts have been established which will ensure strong strategic direction for the Teenage Pregnancy Strategy across all partners. Commissioning and performance monitoring structures are being reviewed and strengthened and clear structures are in place to link operational delivery and strategic planning levels.

In response to the recently released ONS 2007 data, the teenage pregnancy partners will be fully reviewing the local strategy in the next few weeks to look closely at what is working and what we need to improve. We will also be looking at areas that have been successful in reducing teenage conceptions and learning from their 'best practices'.

### **Young Peoples Voices:**

The Great Debate, 2007, consulted with over 1700 local young people on relationships, sexual health and services. Feedback, has informed strategic planning, on-going service delivery and development. Service user participation is also central to the national You're Welcome Quality Criteria; the local strategy

requires all young people's sexual health services to have attained or be working towards You're Welcome accreditation.

**Local actions to address the key priorities include:**

- Brook dedicated young people's Sexual Health and Contraceptive Service - expansion of venues, times and services - more accessible, centrally located premises identified
- Highest pregnancy rates in 16 to 17 year age group - 3 College nurses in post - covering all Colleges – 2 national campaign peer to peer college events planned
- School nurse led 'Clinic-in-a-Box' holistic health drop-in's offered to Secondary Schools and Pupil Support Centres
- Emergency hormonal contraception (EHC) available free at over 40 pharmacies, FP clinics, Brook, Walk In and College Nurses
- LARC uptake in Wigan above national average (all ages) - engaged with consultancy to further optimise LARC provision
- Condom scheme (C Card) –Over 6000 young people registered, over 300 multi-agency staff trained, offered at over 60 sites borough-wide, 40% of registrations over past year in high deprivation areas and almost 50% young men
- RUClear Chlamydia screening programme – Wigan on line to achieve 17% national target
- Looked after Children's Nurse has clear sexual health remit, including SH awareness training for social care practitioners and foster carers
- Specialist TP midwife offering antenatal/postnatal contraception & sexual health advice, postnatal condoms and contraception (including LARC)
- Local on-line young peoples sexual health services include KOOTH counselling service and RUReady2 sexual health information and signposting
- Made good initial steps towards early identification of young people with risk factors for teenage pregnancy - identified majority of local teen mums live in areas of high deprivation and are at least half a level behind their expected attainment at KS2. Also identified the % of pupils from the most deprived families attending each school – to better target schools and community settings/Children's Centres
- Offer a range of TP/SH training across workforce, including a 2 day advanced sexual health course for those working in hotspot areas and/or with vulnerable young people
- Brook training lead offering annual SH training programme to all agencies
- Healthy Schools Team continue to work to ensure sex and relationship education (SRE) delivery matches national guidance and meets needs of children and young people
- Continue to promote and support recruitment to National PSHE CPD Training Programme SRE element for Teachers and School Nurses
- 'RUReady ' (Delay), training offered to multi-agency staff including schools - key message to promote benefits of delaying early sex & risks of unsafe sexual behaviour.
- Raising awareness of unsafe sexual behaviour linked to alcohol and drug misuse integral within all SRE in school and non-school settings
- Significant PCT investment in 5 year TP Social Marketing Project – a key task is development of a TP communications strategy

**Actions in development:**

- To develop a multi-agency support model to target young people 'most at risk'

-linked to Targeted Youth Support

- TIC TAC bus - holistic mobile health drop-in - highly effective in reaching the most vulnerable and 'hard to reach' young people. 2006/08 - 7747 visits, 58% young men, 44% from top 10% most deprived super output areas, accounted for 40% of all C Card registrations. New vehicle to be commissioned and review of service delivery to optimise impact.
- All termination of pregnancy providers required to offer more contraceptive advice and LARCs
- Parents to be offered 'Speakeasy' programme- across a broad range of delivery options and venues. (How to talk to your children about difficult issues such as sexual health, alcohol, drugs...)
- Extra Young people's Clinic planned for Walk In using Sexual Health Authority Contraceptive funds
- Development of a Sexual Exploitation Team - to sit within safeguarding

### **Supporting Teenage Parents:**

- Continuing excellent practice in supporting teenage parents:
- Teenage mothers in EET June 2008 34.5%, year on year increase from June 2005 20.4% - particularly into college routes and sampling courses.
- Wigan highest in national league table uptake for Care to Learn (childcare funding for teenage parents accessing education or training) (LSC Aug 08)
- Less than 10% second births to teenage mothers, half the national average.
- Under-19 repeat abortion rates 7.5% (ONS 2007) lower than national 10.4%

### **Proposals:**

Lead members have an important political, strategic and community leadership role for the council and can use this effectively to support the drive to reduce teenage pregnancies and improve outcomes for young parents in Wigan. The Local Government Association (LGA), the Teenage Pregnancy Independent Advisory Group and the National Support Team have jointly produced a Teenage Pregnancy Briefing for Lead Members for Children's Services (LMCS) to support political leadership responsibilities in relation to teenage pregnancy. (Appendix 1)

The Teenage Pregnancy Strategic Partners recommendation:

- Maintain Teenage Pregnancy as a high priority issue in Wigan
- Support the local drive to reduce teenage pregnancies and improve outcomes for young parents and their children

### **Alternative options considered and reason for the recommended option:**

No alternative option as Wigan will not meet its PSA/LAA target's to reduce the under-18 conception rate without recognition of Teenage Pregnancy as a priority issue and senior leadership to champion the issues and provide strong strategic commitment to drive the strategy forward.

Teenage pregnancy also links and impacts on attainment of targets in many other areas of young peoples health and social wellbeing.

### **Conclusions:**

Nationally there has been steady progress in reducing teenage pregnancy and rates are currently at their lowest for 20 years. Yet the rate of teenage pregnancy in Wigan remains high and continues to be a major priority for the CYPF Partnership and ALW PCT Board. Wigan's Inclusion in the group of ministerial high focus areas is challenging but is also viewed as a 'real' opportunity to highlight some of the

excellent work being done across the borough and to access expert advice and guidance.

We are disappointed that Wigan has seen an increase in under-18 conception rates in 2007, which is reflective of the national rate increase. We are encouraged that in relation to many other areas it is a very small rise, but we remain aware of the need to accelerate the concerted local drive to tackle teenage pregnancy in Wigan. Encouragingly the Wigan under-19 repeat abortion rate 7.5% (ONS 2007) is lower than England's 10.4% and repeat births to teenage mothers in Wigan is less than half the national rate.

Health, social and economic outcomes for young parents are excellent, with high EET rates, nationally highest uptake of C2L childcare funding and nationally recognised areas of 'best practice'.

The current CYPs restructure and subsequent significant changes to the TP strategic structure, will ensure more robust accountability and rigorous performance management of the TP Strategy and continued development towards more robust data collection and analysis will ensure more timely and effective targeting where need is greatest.

If we are to improve the lives of young people in Wigan and enable them to maximise their life chances we need to be brave and united in tackling the often sensitive and sometimes controversial issue of teenage pregnancy.

Reducing teenage pregnancy is a complex issue which takes long term commitment to resolve. Wigan still has a long way to go and we will need strong strategic and political leadership, along with strong commitment and support from service leads, third sector partners, elected members, young people and the community to drive forward and champion the teenage pregnancy agenda.

The road to success can only be reached if we make reducing teenage pregnancy 'everybody's business'

## Diversity Impact Assessment form

Section:

Policy/Service Area:

Person Completing Form:  
Eleanor Mansell: Teenage Pregnancy Coordinator

Date:

Do any of the below groups suffer specific disadvantage (please indicate)

	Yes	No		Yes	No
Race			Disability		
Ethnicity			Gender		
Age			Religion		
Class			Sexual Orientation		

Is there evidence of disadvantage or associated problems?

How was the information collected and/or who have you consulted with?

Action Plan – *What specific actions are planned to tackle any disadvantage identified?*

Is the policy in line with current equality legislation and relevant codes of practice?

Timescale

Responsibility

Comments

**Are the actions specified included in any other documents/plans?**

Departmental Service Plan

Section/Team Plan

Other (Specify)

Date for further review

