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Review of Teenage Pregnancy in Torbay

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Report O SB/7/05 to the Health Scrutiny Board 25th  
April 2005

Report to the Executive 14th June 2005

Report to the Overview and Scrutiny Board 18th May  
2005



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## Foreword

Following the report in June 1999 by the Social Exclusion Unit the government set up the Teenage Pregnancy Unit which in turn led to the Torbay Teenage Pregnancy Strategy.

This review was set up to determine the extent to which the Torbay Teenage Pregnancy Strategy is meeting its targets and what further can be done to reduce the rate of teenage conception and ensure that teenage parents have the opportunity and are encouraged to continue in education, training and work.

In the course of the review the Panel met with a great many people and agencies actively involved in the work with teenagers in Torbay. We also met several pregnant teenagers and teenage parents. Unfortunately it became apparent that in spite of all the hard work of the various agencies those in need were not always aware of the services available.

It is difficult to say exactly how effective the Torbay strategy is, as it is impossible to obtain up to date statistics. Nevertheless, we know that a great deal of work is being done, and will continue to be done, to provide the best service possible for the young people of Torbay.

I would like to thank everyone who has worked with us on this review but in particular Karen Hughes (Teenage Pregnancy Co-ordinator) and the young people themselves who came so willingly to talk to us. Thanks also to Mark Hammett for his invaluable help.

Councillor Cope  
Chairman of the Teenage Pregnancy Review Panel

1. Executive Summary

1.1 The Teenage Pregnancy Review Panel considered the effectiveness and success of the services currently in place to deliver the targets of the Teenage Pregnancy Strategy.

1.2 It examined the sustainability of the initiatives in place, and evaluated the likelihood of Torbay meeting the national targets of the Teenage Pregnancy Strategy. The Panel also investigated how Torbay could achieve the government's national targets on teenage pregnancy in the future.

1.3 The Panel made a significant number of site visits to local healthcare professionals, local schools and youth services. It also organised an event where pregnant teenagers, teenage parents and the parents of teenage parents were invited to give their views about the services provided in Torbay in relation to the Teenage Pregnancy Strategy.

That it be recommended to the Executive:

1.4 That there be more co-ordination between the agencies involved in delivering the Teenage Pregnancy Strategy in Torbay.

1.5 That the LEA direct all primary and secondary school headteachers and governors to develop and apply a shared strategic approach to Sex and Relationship education in Torbay.

1.6 That all primary schools, secondary schools and the Youth Service share good practice in the area of Sex and Relationship education through regular meetings, training and liaison.

That it be recommended to the Overview and Scrutiny Board:

1.7 That the Community Cohesion Review Panel be asked to explore the presumed links between teenage conceptions and areas of deprivation in Torbay

That it be recommended to the Health Scrutiny Board:

1.8 That the Minister responsible for the Office for National Statistics (ONS) be begged to explain why the ONS cannot provide up to date data on teenage pregnancies.

1.9 That the Teenage Pregnancy Co-ordinator be encouraged to promote a multi-agency approach to implementing the Teenage Pregnancy Strategy in Torbay.

- 1.10 That the Teenage Pregnancy Co-ordinator works to seek new avenues through which to promote a greater awareness among teenagers of the agencies that deliver the Teenage Pregnancy Strategy in Torbay.

## 2. Introduction

2.1 In June 1999 the Social Exclusion Unit published a report into teenage pregnancy. Within the report the Unit identified two key targets:

- To halve the under 18 conception rate of 1998 by 2010 (and to establish a firm downward trend for the under 16 rate); and
- To increase the participation of teenage parents in education, training or work, and to reduce the risk of long term social exclusion for teenage parents.

Following this report the government set up the Teenage Pregnancy Unit, a cross-government unit located within the Department of Health with the remit to implement the targets set out in the Social Exclusion Unit's report which has become the Teenage Pregnancy Strategy

2.2 Historically Torbay has had a high rate of teenage conceptions when compared with some of its regional neighbours. However in 2002, the last year for which figures are available, Torbay's under 18 conceptions had risen to 113 which is 48.7 per thousand females aged 15-17 years old. This compares with a national rate in 2002 which stood at 42.8 in England and Wales.

2.3 However the Panel acknowledges that not all teenage pregnancies are unplanned, and that the age of the parents does not necessarily reflect on their parenting skills. The Panel therefore felt that it was important that there are opportunities for young people to make informed decisions regarding parenthood in Torbay.

2.4 Following a health scrutiny event held in September 2003 involving Members and officers of Torbay Primary Care Trust it was agreed that teenage pregnancy should become a topic for a pilot review.

2.5 The scope of the review was:

- (i) To determine the effectiveness of the services put in place within Torbay to meet the targets of the Teenage Pregnancy Strategy.
- (ii) To examine the sustainability of the initiatives in terms of future resources and future methods of service delivery.
- (iii) To examine if, through joint working, the agencies within Torbay are on schedule to meet the national targets.
- (iv) To evaluate the success of the Teenage Pregnancy Strategy in Torbay, and to investigate how to meet the Teenage Pregnancy Strategy targets in the future.



- 2.6 The Project Plan which sets out the full details of the review including the methodology adopted is attached as Appendix 2.
- 2.7 The Membership of the Panel comprised Councillors Burridge, Bye, Cope, Darling, Pentney and Stocks. Councillor Cope chaired the Review Panel.

### 3. Process

- 3.1 The Panel met formally on 14 occasions to consider evidence and to work through its Project Plan.
- 3.2 Evidence for the Review Panel's work was collected from the following:
- Torbay Primary Care Trust
  - Dr Viv Thom, Barton Health Centre, Torquay
  - Andre Sinclair, Sex and Relationship Co-ordinator, Torbay Council
  - Pat Danby, Parents Plus Manager, Dartington Tech
  - Angela Briggs, Childcare Support Manager, Department for Education and Skills
  - Paignton Community and Sports College and the TTC TAC Centre
  - Caroline Jones, Project Manager, Checkpoint
  - Torbay Youth Offending Team
  - Torbay Youth Service
  - Pregnant teenagers in Torbay
  - Teenage mum and dads in Torbay
  - Parents of teenage parents
- 3.3 The Panel also received written evidence from:
- Julia Finney, Programme Manager, Sure Start, Torquay
  - Joy Howick, Operations Manager, Social Services, Torbay Council
  - Michelle Barter, Westcountry Housing Association
- 3.4 The list of key documents (including background papers, reports, and briefing notes) which were considered by the Panel is attached as Appendix 3.

### 4. Key Findings

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## General

4.1 Teenage pregnancy data regarding under 18 conceptions collected in England and Wales applies to all conceptions where the age of the mother is less than 18 years old. The rate is based on the number of under 18 conceptions per thousand 15-17 year old females in the population. The data is collected by the Teenage Pregnancy Unit and the Office for National Statistics (ONS) and follows the criteria below:

- data is collected in calendar years
- data is assigned on the year of conception and not birth
- the age of the mother is calculated at conception and not birth
- the resident area of the mother is assigned at the time of birth or termination not conception
- the data includes all births, legal abortions and stillbirths, but not miscarriages or illegal abortions

However the official data from the ONS is always two years out of date which makes it difficult to assess the impact the local Teenage Pregnancy Strategy is having in Torbay.

Currently the quality of the teenage pregnancy data in Torbay is being improved with Torbay Primary Care Trust working closely with South Devon Healthcare Trust to improve the accuracy of the local statistics. However the Panel were informed that gathering conception data from local secondary schools was difficult due to issues of confidentiality, and from the simple fact that schools were not always aware that their students were pregnant.

4.2 Torbay has been unfortunate that the figure used to measure its success in reducing under 18 conceptions was the 1998 under 18 conception rate figure. This figure is low in comparison to other subsequent figures, and therefore makes it more difficult for Torbay to achieve a 50% decrease in its under 18 conception rate by 2010.

4.3 The Panel were informed by Torbay Primary Care Trust that there were clear links between wards with high rates of teenage conception and wards which have high levels of deprivation. The wards with the highest under 18 conception rates based on figures available in 2000 were Roundham with Hyde, Tomohun, Elcombe and St Marychurch. All of these wards correspond to wards which were ranked as highly deprived in the English Indices of Deprivation in 2004.

## Services delivering the Teenage Pregnancy Strategy in Torbay

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- 4.4 A Teenage Pregnancy Co-ordinator (TPC) is in post and is employed by the PC T to work two days per week. She is responsible for the local implementation of the national Teenage Pregnancy Strategy (TPS) and working with partners to deliver the Torbay Teenage Pregnancy Action Plan 2004/06. The TPC works closely with the Teenage Pregnancy Partnership Board (TPPB) to provide strategic direction, develop policy and to ensure that the targets of the TPS are achieved. The Teenage Pregnancy Partnership Board is also responsible for agreeing the spending of the Teenage Pregnancy Implementation Grant, evaluating services and planning for the future. The TPC has also produced a leaflet called "The Guide - Sexual Health Advice in Torbay" which gives teenagers advice and information on sexual health services in Torbay.
- 4.5 The Teenage Pregnancy Midwife is a new post, which has been in existence since August 2004. She is employed to develop ways to assist teenagers through pregnancy and to minimise any adverse consequences, motivate young mothers to continue education and training, and to work in partnership with others to achieve the targets of the TPS. She also hopes to play a greater role in primary and secondary schools in the future to cover issues related to pregnancy.
- 4.6 Torbay Primary Care Trust has developed the Emergency Hormonal Contraception Pharmacy Project to improve the access and availability of emergency contraception for young people across Torbay through participating pharmacies. The scheme is open to females aged under 19 who can access emergency contraception from 18 pharmacies across Torbay. The scheme has been in operation since 2001 but has not been widely publicised.
- 4.7 Emergency contraception is also available through the Casualty Department at Torbay Hospital and on Mondays at all secondary schools.
- 4.8 Family Planning Clinic offer confidential advice on contraception, sexual health and issue condoms, although it was felt that the clinics were not always easily accessible or attractive to teenagers.
- 4.9 The Sure Start projects in Paignton and Torquay offer a number of initiatives which contribute to the TPS such as various ante-natal classes, parentcraft classes and help for teenage mothers to access services. They also operate a "buddy" system where pregnant teenagers are paired up to give each other support during and after the pregnancy.
- 4.10 Several GPs surgeries are developing "drop-in centres" to encourage young people to access their health centre services. Receptionists have been trained to be more teenage friendly and imaginative methods like cafes and gym sa are being used by some surgeries to

capture the attention of young people in relation to their health and general wellbeing.

- 4.11 Torbay Council employs a Sex and Relationship Co-ordinator who provides specialist advice and support to teachers, liaises with the TPC and other healthcare professionals, works to build relationships with local service providers and passes this information to schools. Sex and Relationship Education (SRE) is part of the Personal, Social Health and Citizenship Education framework taught in schools. All secondary schools in the UK must have a SRE programme and must also produce an up to date policy that describes the content of their SRE programme. Many of the schools in Torbay run the APAUSE (Added Power and Understanding through Sex Education) scheme which is a programme that is led by teachers, health professionals and students and focuses on student attitudes and peer pressure.
- 4.12 The Teenage Information and Advice Centre (TIC TAC) at Paignton Community and Sports College offers confidential information and advice to the school's students. The service is staffed at lunch times by GPs, practice nurses, school nurses and health visitors. The service supplements the school's SRE curriculum but also offers advice on all health related matters and not just sexual health issues.
- 4.13 Dartington Tech is a local charity which runs several courses known as Parents Plus for pregnant teenagers and teenage parents. These courses form one of only two Parents Plus courses that are run in the UK. The courses are delivered three days a week over 20 weeks and consist of a mixture of academic study and life skills.
- 4.14 Checkpoint is an information and advice centre for 11-22 year olds run by the Children's Society, and deals with a range of issues including sexual health. The centre can offer advice to young people through group sessions and via one to one counselling. Checkpoint has been heavily involved in the development of the local TPS and is on the Teenage Pregnancy Partnership Board.
- 4.15 The Youth Offending Team (YOT) liaises regularly with the TPC and identifies the progress made on the local action plan. A contact officer is in place at the YOT who deals with all sexual health matters and receives information from the TPC and cascades it to the other members of the YOT. The YOT also has the option to refer specific cases to the TPC for education and support. The YOT have had the opportunity to contribute to the local TPS but are not represented on the Teenage Pregnancy Partnership Board.
- 4.16 Brixham Youth Enquiry Service runs a drop-in centre giving advice and support to 11-25 year olds. The centre fully supports the TPS and is currently training sixth form students so that they will be able to peer educate others on sexual health and alcohol related matters. Although they feed back to the TPC and are kept well informed they find it

difficult to attend the Teenage Pregnancy Partnership Board meetings due to a lack of staff.

- 4.17 Today's Youth Service also provides information, advice and support on sexual health matters through Child Out, usually in single sex groups which many young people seem to prefer. There is also a session at a local nightclub for under 18's when leaflets and "The Guide - Sexual Health in Torbay" are distributed. The Youth Service has played a full part in the development of the strategy, is represented on the Teenage Pregnancy Partnership Board and attends all events and workshops. However they feel they cannot give the service they would like due to underfunding and poor retention of trained and experienced staff.
- 4.18 Looked After Children in Torbay are covered by the strategy under the supervision of the TPC who is due to develop the work done with these young people in the future.
- 4.19 Westcountry Housing Association provides two supported housing projects that provide accommodation for pregnant teenagers and teenage couples with children. In addition to accommodation a variety of services are provided at the projects.
- 4.20 West Country Theatre Company performs "Love bites", a play about sex and relationships for secondary school students. This work is funded by the Local Education Authority.
- 4.21 Care to Learn is a government sponsored childcare scheme which is designed to encourage young parents under 19 to go back to education by offering free childcare. It is not directly connected to the TPS.

#### Effectiveness of the services in Torbay

- 4.22 The quality of sex education in schools seem to be varied and is often a one off lesson which is easily missed by some students. Many teenagers feel that they had learnt more from "Love bites" the West Country Theatre Company performance, than from the formal lessons they received in school.

However the LEA has recognised that it needs to make specialist training available for teachers in Torbay on the teaching of Sex and Relationship Education in schools. Therefore a number of Torbay's secondary school teachers are currently enrolled on a national accreditation scheme for teachers and school nurses who deliver SRE.

- 4.23 Pregnant teenagers had a pre-concern over the lack of affordable accommodation for young parents in Torbay. They also thought that it was unlikely that they would access the Care to Learn scheme as they intended to look after their babies before returning to education, by

which time they would be older than 19 and therefore would be unable to access the scheme.

- 4.24 The work of Checkpoint, South Devon College and Dartington Tech was highly praised but many pregnant teenagers were disappointed with the services offered by Torbay's Youth Service.
- 4.25 Many pregnant teenagers were not generally aware of the Emergency Hormonal Contraception Pharmacy Project, and also found difficulty in accessing Family Planning Clinics.

How sustainable are the initiatives in place in Torbay which are delivering the Teenage Pregnancy Strategy?

- 4.26 The Teenage Pregnancy Implementation Grant, which is ring-fenced, runs out in March 2006. Funding for the TPC ends in March 2005, although it is hoped funding will be found for another year.
- 4.27 Dartington Tech also faces funding difficulties. Present funding for the Parents Plus course ends in December 2005 and they are looking for alternative sources of finance.
- 4.28 Funding for TTC TAC is also under threat as the funding from Torbay Primary Care Trust is due to be reduced at the end of 2004/05.
- 4.29 The Panel were also informed that the current Teenage Pregnancy Implementation Grant lacks the financial resources to open services at the weekend when they are most needed by the teenagers of Torbay.

Is Torbay on schedule to meet the national targets of the Teenage Pregnancy Strategy?

- 4.30 The Panel became aware that the low baseline figure from 1998 for under-18 teenage conceptions would make it difficult for Torbay to achieve a 50% reduction by 2010. It is also difficult to estimate the current success of the local strategy as all the available figures are two years out of date.
- 4.31 However Torbay is currently experiencing a downward trend in its under-16 conception rate with a conception rate of 5.5 per thousand females aged 13-15 years old in 2001 compared with a national rate of 7.9. 2001 was also the second year in a row that Torbay's Under-16 conception rate was lower than the national rate.
- 4.32 There are doubts about whether Torbay will meet its target in relation to increasing the participation of teenage parents in education, training or work.
- 4.33 Many local healthcare professionals stated that it was unrealistic to expect the local health agencies and schools to control the level of

teenage conceptions as it is extremely difficult to control the sexual behaviour of teenagers. One local GP stated that if the government was serious about tackling teenage pregnancy it needed to make a commitment to re-educate a whole generation, which could take up to 10 years.

### How successful has the Teenage Pregnancy Strategy been in Torbay?

- 4.34 In statistical terms the Teenage Pregnancy Strategy in Torbay has not been successful as it is failing to make a significant impact on reducing the under 18 conception rate. The under 18 conception rate in 2002 was 48.7 per thousand 15-17 year old females which is one of the highest rates in the south west region. Nevertheless this figure needs to be placed in perspective as in 2001 Torbay's under 18 conception rate was a low 39.8 per thousand 15-17 year old females, which was significantly lower than the national rate of under 18 conceptions for that year at 42.5 per thousand 15-17 year old females.
- 4.35 Nevertheless Torbay has had some significant success in establishing a firm downward trend in its under 16 conception rate since 1999.
- 4.36 The TPC has begun to instigate a multi-agency approach which although still in its early days does seem to be producing a more co-ordinated approach to the delivery of the strategy and its services.
- 4.37 The production and the circulation of "The Guide - Sexual Health Advice in Torbay" is seen as a positive step forward.

### What can be done in the future in Torbay to meet the national targets of the Teenage Pregnancy Strategy?

- 4.38 It is essential that the funding for the strategy stays in place for all the projects currently operating in Torbay.
- 4.39 The growing problem of alcohol abuse among Torbay's teenagers which leads them to take risks with their sexual health needs to be tackled in the future.
- 4.40 School governors in Torbay need to be persuaded of the benefit of increasing the sexual knowledge of their students.

## 5. Conclusions

- 5.1 The Panel were concerned about the lack of up to date statistics. This hampers the monitoring of the progress within the Teenage Pregnancy Strategy.
- 5.2 The Panel were impressed with the number of agencies involved in delivering the Teenage Pregnancy Strategy at this early stage.



- 5.3 The Panel felt that continued funding must be in place to advance the strategy.
- 5.4 Overall the Panel felt that the Teenage Pregnancy Strategy in Torbay is travelling in the right direction, although it is difficult to judge the level of achievement without up to date figures and a lack of interaction between agencies.
- 5.5 The Panel were not convinced that the services supporting the Teenage Pregnancy Strategy in Torbay are being used. It is important that the services are user friendly and easily accessible, enabling young people themselves to make informed choices. The Teenage Pregnancy Strategy must not seem to be moraling.
- 5.6 Many good examples of good practice were observed. The Panel were particularly impressed with the work carried out by the TTC TAC Centre at Paignton Sports and Community College, Dartington Tech and Westcountry Theatre Company.

## 6. Recommendations

That it be recommended to the Executive:

- 6.1 That there be more co-ordination between the agencies involved in delivering the Teenage Pregnancy Strategy in Torbay.

6.2 That the LEA direct all primary and secondary school headteachers and governors to develop and apply a shared strategic approach to Sex and Relationship education in Torbay.

6.3 That all primary schools, secondary schools and the Youth Service share good practice in the area of Sex and Relationship education through regular meetings, training and liaison.

That it be recommended to the Overview and Scrutiny Board:

6.4 That the Community Cohesion Review Panel be asked to explore the presumed links between teenage conceptions and areas of deprivation in Torbay.

That it be recommended to the Health Scrutiny Board:

6.5 That the Minister responsible for the Office for National Statistics (ONS) be invited to explain why the ONS cannot provide up to date data on teenage pregnancies.

6.6 That the Teenage Pregnancy Co-ordinator be encouraged to promote a multi-agency approach to implementing the Teenage Pregnancy Strategy in Torbay.

6.7 That the Teenage Pregnancy Co-ordinator works to seek new avenues through which to promote a greater awareness amongst teenagers of the agencies that deliver the Teenage Pregnancy Strategy in Torbay.

7. Monitoring Arrangements

- 7.1 That the Panel should reconvene in October 2005 to monitor the progress that is being made in implementing their recommendations.

## Acknowledgements

The Members of the Review Panel would like to thank all of the people and organisations who contributed towards the work of this review particularly:

Karen Hughes, Teenage Pregnancy Co-ordinator, Torbay Primary Care Trust

Debbie Stark, Public Health Statistician, Torbay Primary Care Trust

Rebecca Garside, Teenage Pregnancy Midwife, Torbay Primary Care Trust (previously a Midwife at Sure Start, Paignton)

Sibbhan Grady, Health Improvement Manager, Torbay Primary Care Trust

Dr Viv Thom, Barton Health Centre, Torquay

Andre Sinclair, Sex and Relationship Co-ordinator, Torbay Council

Pat Danby, Parents Plus Manager, Dartington Tech

Angela Briggs, Childcare Support Manager, Department for Education and Skills

Jane English, Principal, Paignton Community and Sports College

Dr John Bridge, Chair of the TC TAC Management Committee

Alicia Thompson, TC TAC Co-ordinator

Maria Atwell, Visits Co-ordinator TC TAC

John Cornish, Sex and Relationship Teacher, Paignton Community and Sports College and Citizenship and PSHE Co-ordinator, Torbay Council

Caroline Jones, Project Manager, Checkpoint

Fred Pethard, Youth Offending Team Manager

Andrea Fuller, Substance Abuse Worker, Youth Offending Team

Christine Guy, Service Co-ordinator, Brixham Youth Enquiry Services

Bob Plumb, Senior Youth Worker, Torquay

Jenny Hunt, Manager, Child's Out, Torquay

Pregnant teenagers in Torbay

Teenage mum and dads in Torbay

Parents of teenage parents

Julia Finney, Programme Manager, Sure Start, Torquay

Joy Howick, Operations Manager, Social Services, Torbay Council

Michelle Barber, Westcountry Housing Association

## Appendix 1

### Implications of the Recommendations

Legal	None.
Financial	The recommendations will have a financial implication in the future once they have been assessed.
Human Resources	The recommendations will have an impact on Human Resources as some additional staffing resources may be required in some areas to deliver the plan's recommendations, particularly in relation to training.
Property	None.
Change Mgt Plan	None.

The recommendations contained within this Report are in accordance with the Council's Budget and Policy Framework.

The recommendations contained within this Report would not be a Key Decision

## Appendix 2

# Teenage Pregnancy

## Draft Project Plan

### Objective of the Review

To review the effectiveness of the services provided within Torbay that are responsible for fulfilling the targets of the Teenage Pregnancy Strategy. To determine whether the targets in relation to teenage pregnancy can be met in Torbay. To consider what can be done to reduce the rate of teenage conception in Torbay and improve the participation of teenage parents in education, training and work.

### Introduction

At a health scrutiny induction event held on the 18th September 2003 Members were asked to consider topics for a pilot Health Scrutiny Review. A number of topics were suggested for the pilot review including drugs related issues, services for older people and teenage pregnancy. Following this a meeting took place with the Chief Executive and Chairman of Torbay Primary Care Trust at which both of them identified Teenage pregnancy as an appropriate topic for a pilot review.

Torbay's teenage conception rate compares poorly at both a national and regional level. In 2002 Torbay's under 18 conceptions stood at 113 which is a conception rate of 48.7 per thousand. This compares with a national rate in England and Wales of 42.8 per thousand. Therefore Torbay's teenage conception rate is significantly higher than the national rate based on the 2002 statistics. Comparisons with other local authorities in the south west also show Torbay to have a high rate of teenage conceptions with only Bristol recording a higher rate in 2002.

There are also some significant variations between wards in Torbay in terms of teenage conceptions. Torridge, Elcombe and Blatchcombe are the wards with the highest rates of teenage conceptions, with Berry Head with Furzeham emerging as a ward with an increasing rate of teenage conception in recent years.

### Scope of the Review

1. To determine the effectiveness of the services put in place within Torbay to meet the targets of the Teenage Pregnancy Strategy.
2. To examine the sustainability of the initiatives in terms of future resources and future methods of service delivery.

3. To examine if, through joint working, the agencies within Torbay are on schedule to meet the national targets.
4. To evaluate the success of the Teenage Pregnancy Strategy in Torbay, and to investigate how to meet the Teenage Pregnancy Strategy targets in the future.

## National Background

The Social Exclusion Unit's Report on Teenage Pregnancy, published in June 1999, set out two national targets: to halve the under 18 conception rate by 2010 (and to establish a firm downward trend for the under 16 rate); and to increase the participation of teenage parents in education, training or work, to reduce the risk of long-term social exclusion. Following this Report the government set up the Teenage Pregnancy Unit, a cross-government unit located within the Department of Health with the remit to implement the targets set out in the Social Exclusion Unit's Report which have become known as the Teenage Pregnancy Strategy.

The target to reduce the under 18 conception rate by 50% by 2010 is a joint Department of Health and Department for Education and Skills Public Service Agreement. The NHS Plan has an interim target of a 15% reduction in under 18 conceptions by 2004.

These national targets have been translated into key priorities for health, education and social care over the next three years in the Priorities and Planning Framework (PPF) 2003/06. Also included within the Priorities and Planning Framework is the target "to achieve agreed local teenage conception reduction targets while reducing the gap in rates between the worst fifth wards and the average by at least a quarter.

All Primary Care Trusts have a Local Delivery Plan that, at a minimum, addresses each of the priority areas set out in the Priorities and Planning Framework. For the teenage pregnancy target each PC Trust has set out a local trajectory for the under 18 conception rate which will result in the achievement of the targets. Progress against their teenage pregnancy trajectory will be monitored by the Strategic Health Authorities and Regional Teenage Pregnancy Co-ordinators.

The under 18 conception rate was included in the 2002/2003 performance indicator set for Primary Care Trusts which was the basis upon which PC Trusts received a performance rating of three, two, one or zero stars. It is also one of two cross-cutting indicators in the Local Government Best Value Indicator set for 2003/2004. This means it will be included as part of the Comprehensive Performance Assessment which determines the performance rating of local authorities, giving a score of Excellent, Good, Fair, Weak or Poor.

## Local Background



A strategic planning group was established in early 2000 in Torbay to look at the existing service provision, priorities for future service development and to make the links between a lot of the planning forum which impact on young people's services.

This strategy group (now called the Teenage Pregnancy Partnership Board) is responsible for contributing to the development and the implementation of the Teenage Pregnancy Strategy. Membership of this Board includes members of the Torbay Primary Care Trust, Torbay Council, Sure Start Paiton and Torquay, South Devon Healthcare Trust, Connexions, Community Education, Check Point, school nurses, local schools, Family Planning, Child Out Youth Service, Brixham Youth Enquiry Service, the Garage Youth Service, the Youth Offending Service, Westcountry Theatre Company, Councillor Jenny Faulkner and a young mum.

The Teenage Pregnancy Partnership Board reports directly to the Children and Young People Strategic Partnership and meets bimonthly to set the agenda for the year in terms of receiving performance reports for funded services and to agree future spending and the monitoring of spending.

Recent examples of work done to tackle teenage pregnancy within Torbay include the training of health professionals to deliver the A pause programme in schools alongside teaching staff, theatre productions in school, one to one support sessions with vulnerable people, various group sessions held by youth and outreach workers and enhanced hours of availability and training for school nurses.

The Teenage Pregnancy Strategy also links very closely with other local plans being developed in Torbay to provide a joined up multi-agency approach to teenage pregnancy. Some examples of other plans that link to the teenage pregnancy are Connexions, Sure Start and the Strategic Plan for Children in Torbay.

Initial Supporting Documentation

Your Guide to teenage sexuality, Care and Health Magazine June 1st-June 7th 2004

Teenage Pregnancy 2003-04 Performance Evaluation

Under 18 Conception Data for top-tier Local Authorities 1998-2002

Torbay Teenage Pregnancy Action Plan 2004/06

Teenage Pregnancy Strategy Single Issue Panel Concluding Report, Cornwall County Council, November 2002  
Review Panel

Councilor Cope (Lead Member)  
Councilor Burridge  
Councilor Bye  
Councilor Darling  
Councilor Pentney  
Councilor Stocks

Timetable for Review and Methodology

Date	Time	Venue	Council/Stakeholder/Community Representatives	Key Tasks
26th July 2004	10am	Town Hall	Overview and Scrutiny Review Panel	<ul style="list-style-type: none"> <li>To agree the objective and scope of the Project Plan for the Review.</li> <li>To agree the key tasks to be undertaken by the Panel in completing its Review.</li> </ul>
4th August 2004	10am	Town Hall	Overview and Scrutiny Review Panel	<ul style="list-style-type: none"> <li>To formulate Question Plans for the meetings of the Review Panel.</li> </ul>
13th August 2004	7pm	Westlands School, Torquay	Westcountry Theatre Company	<ul style="list-style-type: none"> <li>To watch a performance of "Love Bites" a play about underage sex that is performed to Torbay Secondary School children.</li> </ul>
23rd August 2004	2pm	Town Hall	<p>Karen Hughes, Teenage Pregnancy Co-ordinator, Torbay Primary Care Trust.</p> <p>Debbie Stark, Statistician, Torbay Primary Care Trust.</p>	<ul style="list-style-type: none"> <li>To brief the Panel on the services provided within Torbay that are responsible for fulfilling the targets of the Teenage Pregnancy Strategy.</li> <li>To update the Panel on the progress of the Teenage Pregnancy Strategy for Torbay.</li> <li>To brief the Panel on the rates of teenage conception within Torbay, and to compare the rates of teenage conceptions between the wards of Torbay.</li> </ul>
16th	9am	Palace	Torbay Teenage Pregnancy	<ul style="list-style-type: none"> <li>To observe the work of the Torbay Teenage</li> </ul>

September 2004		Hotel, Paignton	Partnership Board Planning Event.	Pregnancy Partnership Board.
21st September 2004	2pm	Town Hall	<p>Karen Hughes, Teenage Pregnancy Co-ordinator, Torbay Primary Care Trust.</p> <p>Teenage Pregnancy Midwife (and previously the Midwife at Sure Start, Paignton)</p> <p>Sibbhan Grady, Health Improvement Manager, Torbay Primary Care Trust</p>	<ul style="list-style-type: none"> <li>To brief the Panel on her role as the teenage pregnancy Co-ordinator and to explain the role of the Family Planning Drop in Centres and her work with contraceptives.</li> <li>To brief the Panel on her role as the Teenage Pregnancy Midwife and to explain the work that Sure Start, Paignton does in relation to the Teenage Pregnancy Strategy.</li> <li>To brief the Panel on the Emergency Hormonal Contraception Pharmacy Project.</li> </ul>
5th October 2004 (Meeting cancelled - written information received)	10am	Third floor, Castle Circus House, Torquay	Julia Finney, Programme Manager, Sure Start, Torquay.	<ul style="list-style-type: none"> <li>To explain the work that Sure Start does in relation to the Teenage Pregnancy Strategy.</li> <li>To receive a briefing on the provision of childcare for teenage mothers and fathers within Torbay.</li> </ul>
15th October	12.00pm	Barton Health	Dr Vivian Thom, Barton Health Centre.	<ul style="list-style-type: none"> <li>To hear the view and opinion of a local GP on the implementation of the Teenage</li> </ul>

2004		Centre		Pregnancy Strategy within Torbay.
18th October 2004	2pm	Town Hall	Andre Sinclair, Sex and Relationship Coordinator, Torbay Council	<ul style="list-style-type: none"> <li>To brief the Panel on the work done by local schools in relation to Sex and Relationship education.</li> </ul>
3rd November 2004	10 am	Dartington Tech	Dartington Tech, Paignton	<ul style="list-style-type: none"> <li>To observe the work done by the centre for pregnant teenagers/partners and young parents.</li> </ul>
10th November 2004	10 am	Eddystone Trust	Angela Briggs, Childcare Support Manager, DFES.	<ul style="list-style-type: none"> <li>To receive a briefing on childcare support for young parents or "Care to Learn".</li> </ul>
17th November 2004	9.30am	Paignton Community College	Paignton Community College	<ul style="list-style-type: none"> <li>To visit the Tri Tac advice centre and to observe the work of school nurses in relation to teenage pregnancy.</li> <li>To observe the teaching of a PSHE lesson and to talk to pupils and teachers about Sex and Relationship education.</li> </ul>
24th November 2004	10am	7 Victoria Rd, Elcombe,	Check Point	<ul style="list-style-type: none"> <li>To brief the Panel on their work in relation to the Teenage Pregnancy Strategy.</li> </ul>

1st December 2004	2pm	Torquay Youth Offending Team , Commerce House, Torquay	Youth Offending Services	<ul style="list-style-type: none"> <li>To receive a briefing on the work of the Youth Offending team in relation to the Teenage Pregnancy Strategy.</li> </ul>
3rd December 2004	10am	Harbour Centre, Brixham	Brixham Youth Enquiry Service	<ul style="list-style-type: none"> <li>To brief the Panel on their work in relation to the Teenage Pregnancy Strategy.</li> </ul>
7th December 2004	2pm	St Marychurch Town Hall	Child Out	<ul style="list-style-type: none"> <li>To brief the Panel on their work in relation to the Teenage Pregnancy Strategy</li> </ul>
9th December 2004	2pm	Lifestyle Café, Barton Health Surgery	Focus group of teenage parents, parents of teenage parents and teenagers living and being educated in Torbay.	<ul style="list-style-type: none"> <li>To receive the views and opinions of the local community on the local delivery of services provided by the Teenage Pregnancy Strategy.</li> </ul>
Written information received		Vince Clarke	Social Services, Torbay Council	<ul style="list-style-type: none"> <li>To receive a briefing on the provision of Sex and Relationship education for "Looked after children".</li> </ul>

Written information received		Michele Barter	Westcountry Housing Association	<ul style="list-style-type: none"> <li>To visit the supported housing available for teenage parents at Coverdale and Steepway.</li> </ul>
17th January 2005	2pm	Town Hall	Overview and Scrutiny Review Panel	<ul style="list-style-type: none"> <li>To consider if there are any further issues in relation to teenage pregnancy in Torbay that have not been addressed by the Review Panel.</li> <li>To determine the conclusions of the Review.</li> <li>To determine the recommendations of the Review Panel.</li> <li>To finalise the report of the review Panel.</li> </ul>

The final report of the Review Panel will be presented to the Health Scrutiny Board at a meeting to be held on the 25th April 2005.

## Appendix 3

### List of Key Documents and Resources

- Your Guide to Teenage Sexuality, Care and Health Magazine, June 1st 2004
- Under 18 Conception Data for top-tier local authorities 1998-2002, Office for National Statistics
- Torbay Teenage Pregnancy Action Plan 2004/06
- Torbay Teenage Pregnancy Action Plan 2003/06
- Torbay Teenage Pregnancy Action Plan 2002/06
- Teenage Pregnancy Strategy Single Issue Panel Concluding Report, Cornwall County Council, November 2002
- The Guide - Sexual Health Advice in Torbay
- Teenage Pregnancy 2003/04 Performance Evaluation of Torbay
- The Herald Express, 6th April 2004
- Teenage Pregnancy: an overview of the research evidence, Health Development Agency, 2004
- The Independent Advisory Group on Teenage Pregnancy Annual Report 2003/04
- Paignton Community and Sports College Tic Tac Information Pack
- Care to Learn Information Pack, DFES, 2004
- Steepway Residents Handbook, Westcountry Housing Association
- Coverdale House, Policies and Procedures, Westcountry Housing Association
- Steepway, Policies and Procedures, Westcountry Housing Association
- No Limits - Young People's Drinking in Torbay, YOT, 2004