

**AGENDA MANAGEMENT SHEET**

**Name of Committee** Cabinet

**Date of Committee** 27th January 2011

**Report Title** Joint Review of Antenatal and Postnatal Services for Teenage Parents in Warwickshire

**Summary** Late in 2010 the County Council working in partnership with Nuneaton and Bedworth Borough Council and Rugby Borough Council completed a review into services for teenage parents in Warwickshire. The task and finish group's report was debated by the Adult Social Care Health Overview and Scrutiny Committee on 8th December 2010 and is now presented to Cabinet for consideration.

**For further information please contact:** Paul Williams  
Overview and Scrutiny Officer  
Tel: 01926 418196  
[paulwilliamscl@warwickshire.gov.uk](mailto:paulwilliamscl@warwickshire.gov.uk)

**Would the recommended decision be contrary to the Budget and Policy Framework?** No.

**Background papers** None

**CONSULTATION ALREADY UNDERTAKEN:**

Details to be specified

Other Committees ☒ Considered by Adult Social Care and Health Overview and Scrutiny Committee 8th December 2010 (See Appendix A for draft minutes).

Local Member(s) ☒ N/A

Other Elected Members ☐ .....

Cabinet Member ☒ Portfolio Holder for Health, Portfolio Holder for Children, Young People and Families

Chief Executive ☐ .....

- |                           |   |
|---------------------------|---|
| Legal                     | <input checked="" type="checkbox"/> Sarah Duxbury   |
| Finance                   | <input type="checkbox"/> .....  |
| Other Strategic Directors | <input checked="" type="checkbox"/> Strategic Director for Children, Young People and Families, Strategic Director, Customers, Workforce and Governance |
| District Councils         | <input type="checkbox"/> .....  |
| Health Authority          | <input checked="" type="checkbox"/> Rachel Pearce, NHS Warwickshire – For information   |
| Police                    | <input type="checkbox"/> .....  |
| Other Bodies/Individuals  | <input type="checkbox"/> .....  |

**FINAL DECISION YES**

**SUGGESTED NEXT STEPS:**

Details to be specified

- |   |                                |
|---|--------------------------------|
| Further consideration by this Committee | <input type="checkbox"/> ..... |
| To Council                              | <input type="checkbox"/> ..... |
| To Cabinet                              | <input type="checkbox"/> ..... |
| To an O & S Committee                   | <input type="checkbox"/> ..... |
| To an Area Committee                    | <input type="checkbox"/> ..... |
| Further Consultation                    | <input type="checkbox"/> ..... |

**Cabinet - 27 January 2011**

**Joint Review of Antenatal and Postnatal Services for  
Teenage Parents in Warwickshire**

**Report of the Chair of the Adult Social Care and Health  
Overview and Scrutiny Committee**

**Recommendation**

That Cabinet considers and agrees recommendations 1,2,4,5,6,7,9,11,12,13,14,15 and 16 these being the ones relating to Warwickshire County Council.

- 1 In the autumn of 2009 the Centre for Public Scrutiny (CfPS) announced that it was to produce a scrutiny toolkit aimed at informing and supporting any scrutiny review that sought to address health inequalities. Resources were made available to pay for four reviews and bids were invited from local councils. Warwickshire County Council along with Rugby Borough Council and Nuneaton and Bedworth Borough Council prepared and submitted a joint bid. The focus of the review was to be the antenatal and postnatal services provided for teenage parents in Warwickshire. This subject was selected on the basis of evidence that indicated that whilst a considerable amount of work is being done in Warwickshire to meet the particular needs of teenage parents this is inconsistent both in terms of its quality and distribution across the county. National evidence suggests that a lack of support to teenage parents (who may be highly vulnerable) can result in long term health and well-being problems for them and their children.
- 2 In January 2010 the CfPS announced the winners of the bidding process. The joint Warwickshire bid had been successful.
- 3 Over the next few months evidence was gathered from a number of sources. The evidence gathering stage lasted until September 2010 and culminated in a major select committee style meeting held in Rugby Town Hall on the 27<sup>th</sup> of that month.
- 4 When the councillors who constituted the task and finish group were satisfied that they had learned as much on the subject as they could they convened to agree their conclusions and recommendations.
5. The accompanying report is the result of the task and finish group's work. In it will be found a summary of the process followed and the group's conclusions

and recommendations. To aid members the recommendations are reproduced below.

6. The report was considered by the County Council's Adult Social Care and Health Overview and Scrutiny Committee on 8<sup>th</sup> December 2010. (See Appendix A for draft minutes from that meeting).
7. It is important that Cabinet appreciates that not all the recommendations relate specifically to the County Council. Some relate to only to hospitals or to other health bodies. These agencies will be contacted separately.
7. The group's report will be considered by member bodies of Rugby Borough Council and Nuneaton and Bedworth Borough Council.

### **Recommendations of the Task and Finish Group**

1. Those statutory and voluntary organisations that provide services for teenage parents be encouraged to establish objective performance management frameworks with which positive outcomes for teenage parents can be accurately measured.
2. That to ensure that they are providing the right services in the best possible way all providers of services for teenage parents actively seek feedback from their customers and act on their findings.
3. That following the lead set by the George Eliot Hospital and the Providing Information and Positive Parenting Support (PIPPS) team based there, other hospitals in Warwickshire are encouraged as a minimum to,
  - a. Identify a member of the community midwifery team to specialise and develop an understanding of the particular needs of teenage parents.
  - b. Provide as much continuity as possible so that teenage parents have only one or two midwives to get to know.
  - c. Consider the use of antenatal and postnatal outreach services being delivered from Children's Centres or other community venues.
4. To help ensure member engagement, the Respect Yourself Campaign be requested to consult the Adult Social Care and Health Overview and Scrutiny Committee on the draft strategy for young fathers when it becomes available.
5. The Portfolio Holder for Health writes to the Chief Executive of the Coventry and Warwickshire NHS Partnership Trust with a request that whenever a Common Assessment Framework is undertaken that requires input from the Trust an officer from the Trust (Children and Adolescent Mental Health Services) attends Family Support Meetings. If the Trust is requested to send an officer to a Family Support Meeting but is unable to do so then it is asked to ensure that apologies are provided with the reason for non-attendance.

6. That given the decision to remove the post of Personal Advisor for Pregnant Teenagers and Teenage Parents the Strategic Director for Children, Young People and Families is requested to explore ways in which the gap left by the decision can be filled through work in partnership with other agencies or the voluntary sector.
7. That the Family Nurse Partnership be asked to report in twelve months time to the Adult Social Care and Health Overview and Scrutiny Committee on
  - a) progress with this initiative and
  - b) how its services complement others.
8. In recognition of the excellent work of the PIPPS team, management at the George Eliot Hospital is requested to reflect on whether the midwives that make up the team would be able to deliver more services if the administrative burden currently placed on them was reduced.
9. Acknowledging the key role played in communities by Children's Centres, managers of those facilities be asked to work to encourage teenage parents to attend and access services by making them feel particularly welcome when they do attend.
10. Midwives ensure that at the end of the period of midwifery care, a successful transition to health visitor care and other appropriate professionals and services takes place, as well as ensuring that prior to the end of the midwifery care, teenage parents have been given opportunities to engage with Children's Centre services.
11. That the Respect Yourself Campaign Co-ordinator be requested to liaise with the Council's Voluntary and Community Sector Relationships Manager to identify any ways in which the Voluntary and Community sector can be utilised to help meet the needs of teenage parents. Particular emphasis should be placed on addressing transport issues and the dissemination of information and advice.
12. That the Strategic Director of Children, Young People and Families be requested to write to all secondary schools in Warwickshire reminding them of the need to follow the current, "Supplementary Guidance on the Education of School Age Parents".
13. That the Strategic Director of Children, Young People and Families be requested to provide a brief to the Children and Young People and Adult Social Care and Health Overview and Scrutiny Committees on the impact of the raising of the education participation age on teenage parents.
14. That the Respect Yourself Campaign Co-ordinator be asked to continue to meet with representatives of midwives, Children's Centres and Connexions to explore ways in which the midwifery referral system can be further enhanced thus ensuring that teenage parents receive all the support they need. Also that the Family Information Service and Children's Centre Managers ensure

that outreach workers support teen parents who have been referred to other services, to attend appointments.

15. That in partnership with other statutory and voluntary organisations the County Council through the Respect Yourself Campaign looks at ways in which the voice of teenage parents can continue to be strengthened especially in light of the recent budget cuts' announcements and possible changes to the Youth and Community Service.
16. That the Family Information Service be requested to produce a briefing for all members and partner organisations setting out the type of information it holds (and is responsible for) and how it can be accessed.
17. Midwifery managers consider the best way of regularly disseminating good practice between themselves, their staff and their partners.

CLLR LES CABORN

Shire Hall  
Warwick

17 December 2010

**Draft Minutes from 8<sup>th</sup> December meeting of Adult Social Care and Health Overview and Scrutiny Committee**

**7. Joint Review of Antenatal and Postnatal Services for Teenage Parents in Warwickshire**

Councillor Angela Warner opened by thanking Paul Williams in successfully bidding for funding from the Centre of Public Scrutiny (CfPS) to conduct this review and his enthusiasm and support throughout the review. She also extended her thanks to Paul Ansell and Shirley Round, Scrutiny officers from Rugby BC and Nuneaton BC and other officers who contributed to the review.

The CfPS specified that a successful bid would be aiming to address health inequalities and health outcomes for teenage parents are poorer with implications for them and their children. Warwickshire County Council with Rugby Borough Council and Nuneaton & Bedworth Borough Council were successful. It was disappointing that not all district/borough councils joined this review.

Councillor Angela Warner highlighted how the review contributed twice with information to help develop the CfPS health inequalities toolkit. Both elected Members and officers reflected on the review process and made suggestions on how future reviews on health inequalities could operate as an example of good practice.

The review had resulted in a disparate set of conclusions and recommendations where there were examples of good practice such as the 'Providing Information and Positive Parenting Support' (PIPPS) team at George Eliot Hospital, but with other areas that required further consideration such as the removal of Advisor to Pregnant Teenagers and Teenage Parents by Connexions. It was thought that this post should be reinstated. Councillor Izzi Seccombe considered this should be raised with Cabinet as a key point. It was also suggested that the welcome pack provided by PIPPS team should be available elsewhere.

Councillor Jose Compton considered there were too many recommendations and the message the review was wishing to make could be lost. Councillor Angela Warner explained that the Task and Finish Group had gone through a process of slimming down the recommendations, but then felt that they needed to be expanded again to make sure it put across the salient points the Task and Finish Group wanted to make. The recommendations also reflected the vast variety of services available for teenage parents and that was an additional reason why it was not feasible to reduce them further.

Cllr Frank McCarney was interested in the outcome from this review. He considered where Children's Centres were located such as schools may contribute to lack of access by teenager parents. He had concerns that Children's Centres based in community centres are facing financial pressures and this needs to be taken into

consideration. Councillor Kate Rolfe added that there will be no more building of Children's Centres in Warwickshire which is a great shame.

Geoff King, Head of Service - Commissioning and Partnerships Division, Children & Young People Directorate was surprised that the Children's Centres were not considered welcoming but he is willing to do more work around this. He assured the Committee that following Cabinet consideration of the recommendation the Children, Young People and Families Directorate would put together an action plan to address the issues raised by the review.

Cllr Warner responded by highlighting that review relied heavily on evidence such as the Bigmouth initiative which apparently targeted the 'most needy' young parents, which is what it was meant to do, but supports the lack of objective data identified in the report.

Councillor Claire Watson as a member of the Task and Finish Group wanted the Committee to note that there were no services for young fathers.

Kevin O'Leary from Coventry and Warwickshire Partnership Trust assured the committee they will action recommendation 5 in the report and thanked the review panel for bringing it to their attention.

Councillor Angela Warner concluded with the importance of recommendation 17 in the report where professionals working with teenagers enjoyed the opportunity to network and to share their knowledge and experience with other professionals during this review.

The Chair recommended that a copy of the report with recommendations be given to Cabinet and relevant Health partners. A copy of the CfPS toolkit be circulated with the report.



Nuneaton and Bedworth Borough  
Council, Rugby Borough Council and  
Warwickshire County Council

Joint Review of Antenatal and  
Postnatal Services for Teenage  
Parents in Warwickshire

Autumn 2010



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## Foreword by Councillor Angela Warner



Becoming a parent is probably the most significant life-changing experience a person will have. Seemingly overnight the routines we follow daily are turned upside down and for most people this can be traumatic and exciting at the same time. For young mums and dads however the thrill that parenthood should bring can in many instances be offset by anxiety and loneliness.

This review, funded by the Centre for Public Scrutiny (CfPS) as part of its health inequalities initiative, has sought to understand the challenges that teenage parents in Warwickshire face and to appreciate the services that are available to them. The process we have followed and the lessons we have learned are being fed into the CfPS development of a scrutiny toolkit aimed at health inequality.

One outstanding feature of this review is that it has been undertaken collaboratively by three councils Nuneaton and Bedworth Borough Council, Rugby Borough Council and Warwickshire County Council. Such joint working is becoming increasingly important especially if we are to maximise the benefits of what we do and ensure joint service delivery when it is appropriate.

The review has highlighted the differences and similarities between services for teenage parents in different parts of Warwickshire. It is clear from the evidence we have gathered that there is no single model for service delivery that would meet everybody's requirements. The key, however, is to ensure that everyone in Warwickshire (regardless of where they live) is able to access the services to which they are entitled.

I am confident that the conclusions we have reached and the recommendations we have made will help to improve services for teenage parents just at a time when financial constraints are making efficiency and effectiveness the key words of service delivery.

I should like to thank all those people from the councils involved, and outside, who have contributed to this review. Without their support and that of the Centre for Public Scrutiny it would not have been possible.

## **1.0 Introduction and Recommendations**

- 1.1 In the Autumn of 2009 the Centre for Public Scrutiny (CfPS) announced that it was to produce a scrutiny toolkit aimed at informing and supporting any scrutiny review that sought to tackle health inequalities. Resources were made available to pay for four reviews and bids were invited from local councils. Warwickshire County Council along with Rugby Borough Council and Nuneaton and Bedworth Borough Council prepared and submitted a joint bid. (The bid submission document can be found at appendix A of this report).
- 1.2 The focus of the review was to be the antenatal and postnatal services provided for teenage parents in Warwickshire. This subject was selected on the basis of evidence that indicated that whilst a considerable amount of work is being done in Warwickshire to meet the particular needs of teenage parents this is inconsistent both in terms of its quality and distribution across the county. National evidence suggests that a lack of support to teenage parents (who may be highly vulnerable) can result in long term health and well-being problems for them and their children.
- 1.3 In January 2010 the CfPS announced the winners of the bidding process. The joint Warwickshire bid had been successful.
- 1.4 Over the next few months evidence was gathered from a number of sources. A summary of the process undertaken is contained in the following section of this report. The evidence gathering stage lasted until September 2010 and culminated in a major select committee style meeting held in Rugby Town Hall on the 27<sup>th</sup> of that month.
- 1.5 When the councillors who constituted the task and finish group were satisfied that they had learned as much on the subject as they could they convened to agree their conclusions and recommendations.
- 1.6 This report aims to give the reader a brief overview of the review process before summarising the Task and Finish group's conclusions. For the sakes of brevity the evidence gathered is not reproduced in the report or its appendices. It can, however, be made obtained on request.

## **2.0 The Review Process**

- 2.1 In July 2009 the Centre for Public Scrutiny launched its Health Inequalities Scrutiny Programme. The aim of this initiative is to "raise the profile of overview and scrutiny as a tool to promote community well-being and help councils in addressing health inequalities within their local community." The programme was funded by the Healthy Communities Programme at Local Government Improvement (formerly the IDeA). One of its main outputs was the establishment of Scrutiny Development Areas. Initially it was envisaged that four areas would be developed, but eventually this was escalated to ten across the country.

Local authorities with ideas for scrutiny were invited to bid for support which took the form of funds (up to £5000) and expert advice (6.5 days of an advisor's time).

- 2.2 Scrutiny officers from Warwickshire County Council, Nuneaton and Bedworth Borough Council and Rugby Borough Council worked together to identify a suitable topic for scrutiny and following discussions with the Respect Yourself Campaign it was agreed that there was a clear need to examine antenatal and postnatal services for teenage parents across Warwickshire. The bid was submitted in December 2009 and in January 2010 the County Council was informed that it had been successful. (The three other district/borough councils in Warwickshire were invited to join the review but for various reasons they declined to do so).
- 2.3 There then followed a lengthy period during which the Task and Finish group was selected from the three Local Authorities. In addition to the elected members, each council supplied an Overview and Scrutiny Officer to support the review. A coordinator from WCC's Respect Yourself Campaign provided support throughout. The elected members from the three councils were,

**Warwickshire County Council**

Councillor Angela Warner  
Councillor Clare Watson

**Rugby Borough Council**

Councillor Noreen New  
Councillor Carolyn Robbins

**Nuneaton and Bedworth Borough Council**

Councillor Don Navarro  
Councillor Tom Wilson

- 2.4 The early stages of the review were occupied by desk top research and by briefings from the Respect Yourself Campaign Co-ordinator and others. National guidance and the results of major studies were considered at a series of meetings. Armed with an extensive selection of background information the review moved onto its next stage. This took the form of a major select committee style meeting held at the end of September 2010. To that meeting were invited representatives from a range of organisations involved in delivering services to teenage parents. These included midwives, health visitors, Children's Centre managers, those involved in the delivery of education outside of school, information services, Young Parents' Forums leads and Connexions. All "witnesses" were given a good opportunity to share their experiences with the Task and Finish group members and with each

other. Detailed questioning provided the elected members with a considerable amount of evidence, the value of which was that it was obtained largely from those delivering services on the ground. Prior to the select committee meeting witnesses were provided with a questionnaire that sought to establish their views regarding opportunities and challenges facing the services they provide. The value of these questionnaires was that when completed they gave the elected members an idea of the areas they might like to explore further in the meeting.

- 2.5 A further component of the review was that members of the Task and Finish group visited Children's Centres to talk to young parents and practitioners. In practice, the young parents tended to be young mothers. The evidence from these visits was rich and varied and was duly fed back to the rest of the group for consideration.
- 2.6 The final stage of the evidence gathering process was a "mopping up" exercise. This was used to fill any remaining gaps in members' knowledge and understanding of the subject. For example, given that the review was intended to look county-wide it was clear after the select committee that some input from midwives in the south of the county, who were unable to attend, would be of benefit. Thus a visit to Warwick Hospital was organised to meet with the Head of Community Midwifery.
- 2.7 Having satisfied itself that it had gathered and considered all the evidence it might require the Task and Finish group set about reaching its conclusions and developing its recommendations. This process took a considerable length of time (five hours spread over two meetings) partly because of the scale and complexity of the evidence considered but principally because of the Task and Finish group's desire to ensure that they arrived at the right recommendations.
- 2.8 At the end of this report the reader will find an action plan. (See Appendix B). This contains all the recommendations with an indication of which organisation or individual will be responsible for implementation of them. This will help with monitoring the implementation of the recommendations whilst ensuring that people know who is responsible for them.

### **3.0 Input into the Centre for Public Scrutiny Toolkit**

- 3.1 As noted above the review was funded by the Centre for Public Scrutiny with a view to gathering information to be used in the development of a health inequalities scrutiny toolkit. Twice during the course of the review the Task and Finish group was able to contribute to the toolkit development process. Elected Members and officers reflected on the review process to that stage and made suggestions on how future reviews on health inequalities could operate.



- 3.2 The CfPS will combine the intelligence gathered from the scrutiny development areas and will produce its toolkit in the spring of 2011.
- 3.3 It should be noted that as this report is focused on services for teenage parents none of the recommendations refer specifically to future scrutiny of health inequalities or to the toolkit.

#### **4.0 The Task and Finish Group's Conclusions and Recommendations.**

##### **4.1 Conclusion 1**

- 4.2 Throughout this review the Task and Finish group has been very aware that most of the evidence it has considered has been anecdotal and subjective. There is very little in the way of strong objective data. National reports such as "Teenage Parents - Next Steps" and local initiatives such as Bigmouth have relied heavily on gathering evidence on the experiences of young parents. Such evidence is useful particularly for a topic such as this where the human dimension is highly significant. Nevertheless the paucity of objective fact-based evidence means that it is difficult to establish accurately whether actions and initiatives being pursued by various agencies are having a positive effect. This is particularly the case during these difficult financial times. If new projects are to be pursued it is essential that evidence exists both of the need for them and ultimately the benefits they have accrued.

##### **Recommendation 1**

Those statutory and voluntary organisations that provide services for teenage parents be encouraged to establish objective performance management frameworks with which positive outcomes for teenage parents can be accurately measured.

##### **4.3 Conclusion 2**

- 4.4 National and local evidence make it clear that teenage parents do not always receive the quality of service they would want or require. The task and finish group has gathered a wide range of evidence relating to different services. No single service or provider was highlighted as being inadequate but there is evidence that on occasions teenage mothers feel they are being "talked down to", ignored or made to feel unwelcome. Teenage dads have reported similar experiences. The task and finish group is aware that some teenage parents can present their own challenges to service providers and recognises that the expectations of one will not always match that of another. The key, however, may lie in the collection of feedback from teenage parents. Where this feedback is negative service providers should be prepared to act on it rather than simply ignoring it.

## **Recommendation 2**

That to ensure that they are providing the right services in the best possible way all providers of services for teenage parents actively seek feedback from their customers and act on their findings.

### **4.5 Conclusion 3**

- 4.6 The task and finish group was impressed by certain aspects of services provided by midwives in Warwickshire. In particular the initiatives currently being pursued by the Providing Information and Positive Parenting Support (PIPPS) team at the George Eliot Hospital in Nuneaton were commended. Whilst the group recognises that it may not be desirable or possible to precisely replicate the model being operated in Nuneaton in other parts of the county it is felt that certain aspects of the PIPPS work should be copied. Children's centres play a key role in terms of the provision of services for teenage parents and this is acknowledged in the recommendation below.

## **Recommendation 3**

That following the lead set by the George Eliot Hospital and the Providing Information and Positive Parenting Support (PIPPS) team based there other hospitals in Warwickshire are encouraged as a minimum to,

- a. Identify a member of the community midwifery team to specialise and develop an understanding of the particular needs of teenage parents.
- b. Provide as much continuity as possible so that teenage parents have only one or two midwives to get to know.
- c. Consider the use of antenatal and postnatal outreach services being delivered from Children's Centres or other community venues.

### **4.7 Conclusion 4**

- 4.8 The members of the task and finish group have heard on a number of occasions of the particular experiences of teenage fathers. Exclusion and disengagement were common themes. The group is very interested in the strategy for young fathers that the Respect Yourself Campaign is in the process of commissioning. Overview and Scrutiny has a clear role in helping in the development of strategy and for this reason it is felt that the relevant Overview and Scrutiny Committee should be given the opportunity to input into this strategy as it evolves.

#### **Recommendation 4**

To help ensure member engagement the Respect Yourself Campaign be requested to consult the Adult Social Care and Health Overview and Scrutiny Committee on the draft strategy for young fathers when it becomes available.

### **4.9 Conclusion 5**

4.10 The value of the Common Assessment Framework is being increasingly acknowledged by practitioners and councillors across the county. However this task and finish group has been concerned to hear that on a number of occasions when Family Support Meetings have been arranged and the Child and Adolescent Mental Health Service has been invited officers from that agency have failed to attend. Non-attendance by an agency can seriously compromise the outcome of the meeting. This in turn undermines the value of the Common Assessment Framework. For this reason the group feels that the Coventry and Warwickshire NHS Partnership Trust (that provides the CAMHS service) should be reminded of the need to attend CAF meetings.

#### **Recommendation 5**

The Portfolio Holder for Health writes to the Chief Executive of the Coventry and Warwickshire NHS Partnership Trust with a request that whenever a Common Assessment Framework is undertaken that requires input from the Trust an officer from the Trust (Children and Adolescent Mental Health Services) attends Family Support Meetings. If the Trust is requested to send an officer to a Family Support Meeting but is unable to do so then it is asked to ensure that apologies are provided with the reason for non-attendance.

### **4.11 Conclusion 6**

4.12 Members were very interested to learn of the services provided by Connexions to teenage parents. They were, however, concerned to learn of the recent removal by Connexions of the post of Personal Advisor to Pregnant Teenagers and Teenage Parents. Whilst the group realises that it would not be appropriate to propose a reversal of that decision it does consider that some alternative approach to fill the gap left is now required.

#### **Recommendation 6**

That given the decision to remove the post of Personal Advisor for Pregnant Teenagers and Teenage Parents, the Strategic Director for Children, Young People and Families is requested to explore ways in which the gap left by the decision can be filled through work in partnership with other agencies or the voluntary sector.

#### **4.13 Conclusion 7**

- 4.14 During the September select committee meeting the task and finish group was impressed by the Family Nurse Partnership (FNP), its planned work and the rationale behind its creation. The group did, however, wonder how the work of the FNP will fit with that of other organisations and considers that a report on progress will be required.

##### **Recommendation 7**

That the Family Nurse Partnership be asked to report in twelve months time to the Adult Social Care and Health Overview and Scrutiny Committee on

- a) progress with this initiative and
- b) how its services complement others.

#### **4.15 Conclusion 8**

- 4.16 As referred to above the Task and Finish group was impressed by the work of the PIPPS team operating from the George Eliot Hospital. It was, however, surprised to learn that a considerable amount of the PIPPS midwives' time is taken up on basic administrative duties. Whilst it would not presume to tell the management of the George Eliot Hospital how to manage its staff the task and finish group feels that it is worth highlighting this matter for consideration by the hospital.

##### **Recommendation 8**

In recognition of the excellent work of the PIPPS team, management at the George Eliot Hospital is requested to reflect on whether the midwives that make up the team would be able to deliver more services if the administrative burden currently placed on them was reduced.

#### **4.17 Conclusion 9**

- 4.18 A recurrent theme in this review has been the challenge that young parents have in accessing the services that are available to them. The group is aware that in many instances these people find it a challenge entering a new and strange environment and feel that they will be judged in some way. Members commend the work done at Children's Centres and in recognition of that good work would encourage managers at those centres to do everything they can to welcome teenage parents.

### **Recommendation 9**

Acknowledging the key role played in communities by Children's Centres, managers of those facilities be asked to work to encourage teenage parents to attend and access services by making them feel particularly welcome when they do attend.

### **4.19 Conclusion 10**

4.20 Members acknowledge the major contribution that midwives make to the wellbeing of teenage mothers, and specifically their critical role in ensuring that the transition between antenatal and postnatal care is managed effectively. To this end, they request that midwives ensure that care is in place and continues with health visitors and other appropriate professionals and services. Also that midwives take every opportunity to ensure that teenage parents engage with Children's Centres services.

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### **Recommendation 10**

Midwives ensure that at the end of the period of midwifery care, a successful transition to health visitor care and other appropriate professionals and services takes place, as well as ensuring that prior to the end of the midwifery care, teenage parents have been given opportunities to engage with Children's Centre services.

### **4.21 Conclusion 11**

4.22 The voluntary and community sector will play an increasing role in providing a range of community services. Every opportunity should be sought to engage with this sector.

### **Recommendation 11**

That the Respect Yourself Campaign Co-ordinator be requested to liaise with the Council's Voluntary and Community Sector Relationships Manager to identify any ways in which the Voluntary and Community sector can be utilised to help meet the needs of teenage parents. Particular emphasis should be placed on addressing transport issues and the dissemination of information and advice.

### **4.23 Conclusion 12**

4.24 The Task and Finish group acknowledges that the majority of secondary schools are supportive of teenage parents. The Guidance provided to schools regarding their responsibilities towards young (school-age) teenage mothers is quite clear. There is, however, evidence that the degree to which schools adhere to that guidance may

vary. Whilst the Task and Finish group would not attempt to micromanage schools it does feel that they should all make every effort to follow the Guidance.

### **Recommendation 12**

That the Strategic Director of Children, Young People and Families be requested to write to all secondary schools in Warwickshire reminding them of the need to follow the current, "Supplementary Guidance on the Education of School Age Parents".

## **4.25 Conclusion 13**

- 4.26 There are a range of outstanding questions pertaining to the current proposal to raise the education participation age from 16 to 18. The Task and Finish group is concerned about the potential impact of this on young parents and that the extra support that will be needed, will be in place.

### **Recommendation 13**

That the Strategic Director of Children, Young People and Families be requested to provide a brief to the Children and Young People and Adult Social Care and Health Overview and Scrutiny Committees on the impact of the raising of the education participation age on teenage parents.

## **4.27 Conclusion 14**

- 4.28 The Task and Finish group has concluded that without an effective referral system many teenage parents will miss out on the services they need. Whilst the system appears generally effective the group feels that certain elements of it need further development. The Respect Yourself Campaign introduced Midwifery Referral Forms to ensure referral between midwives and Connexions and Children's Centres took place. While the three Community Midwifery teams across Warwickshire have put this system in place, the system could be further tightened. In addition, teenage parents may be referred to services but then not attend. While teen parents cannot be forced to attend, the group feels that if support was in place through outreach workers from Children's Centres and Family Information Service, there would be more chance of the referral being successful.

#### **Recommendation 14**

That the Respect Yourself Campaign Co-ordinator be asked to continue to meet with representatives of midwives, Children's Centres and Connexions to explore ways in which the midwifery referral system can be further enhanced thus ensuring that teenage parents receive all the support they need. Also that the Family Information Service and Children's Centre Managers ensure that outreach workers support teen parents who have been referred to other services, to attend appointments.

#### **4.29 Conclusion 15**

4.30 The group has been very impressed with exercises such as Bigmouth. At the same time it feels that from what it has heard, particularly from young parents themselves, the opportunities to communicate concerns and other views are limited. It is recognised that by their very nature teenage parents do not remain as such for long. However, the group feels that whilst they are under 20 and facing the particular challenges that they do they should be given an opportunity to express their concerns and ideas. The Respect Yourself Campaign has commissioned the Youth and Community Service to start up and run existing Young Parent's Forums (five across the county). These are now operating to varying degrees and are funded until March 2011 at least.

#### **Recommendation 15**

That in partnership with other statutory and voluntary organisations the County Council through the Respect Yourself Campaign looks at ways in which the voice of teenage parents can continue to be strengthened especially in light of the recent budget cuts' announcements and possible changes to the Youth and Community Service.

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#### **4.31 Conclusion 16**

4.32 Elected members were interested to find out about the Family Information Service. They were however concerned that they had not heard of it sooner and felt that more should be done to promote it.

#### **Recommendation 16**

That the Family Information Service be requested to produce a briefing for all members and partner organisations setting out the type of information it holds (and is responsible for) and how it can be accessed.

### **4.33 Conclusion 17**

- 4.34 The group believes that one of the main outcomes from the September select committee meeting was the opportunity witnesses had to share their knowledge and experience. It is clear that professionals working with pregnant teenagers and teenage parents are occupied on a daily basis delivering the services for which they are employed. The group acknowledged that finding time to network and share experience is limited but feels that time invested now would help to avoid problems and duplication of effort later.

#### **Recommendation 17**

Midwifery managers consider the best way of regularly disseminating good practice between themselves, their staff and their partners.



## 1. APPENDIX A

Supporting Scrutiny - Invitation to bid for  
Scrutiny Development Area status  
for the Health Inequalities Scrutiny Programme



### WARWICKSHIRE COUNTY COUNCIL, NUNEATON AND BEDWORTH BOROUGH COUNCIL AND RUGBY BOROUGH COUNCIL.

#### JOINT REVIEW OF ANTENATAL AND POSTNATAL SERVICES FOR TEENAGE PARENTS IN WARWICKSHIRE

Section 1- Details of the lead authority submitting the bid and the contact officer, details of partner organisations, management and governance arrangements for the project.

**Lead Authority** Warwickshire County Council

**Lead Authority Contact** Paul Williams  
Overview and Scrutiny Officer  
Warwickshire County Council  
Customers, Workforce and Governance Directorate  
PO Box 34  
Shire Hall  
Warwick  
CV 34 4RR

Tel - 01926 418196

e-mail - paulwilliamscl@warwickshire.gov.uk

**Partner Organisations** Nuneaton and Bedworth Borough Council  
Contact – Shirley Round, Principal Democratic Services  
Officer (Overview & Scrutiny)

Rugby Borough Council  
Contact – Paul Ansell, Scrutiny and Policy Officer  
Respect Yourself Campaign Team

Contact: - Kathy Siddle, Respect Yourself Campaign Co-ordinator

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#### Management and Governance Arrangements for the Project

The project will be overseen by Warwickshire County Council as the lead authority.

Although to be finalised it is anticipated that the review will be undertaken by a panel comprising at least two elected members from each of the three partner authorities. In identifying these members the principal considerations will be whether they have an interest in the topic area and a desire to bring about a positive improvement to the lives of those young people who might otherwise miss out on the services they require.

In the case of Warwickshire County Council it is likely that elected members will be selected from the Health Overview and Scrutiny Committee and the Children Young People and Families Overview and Scrutiny Committee. Member representatives from Nuneaton and Bedworth Borough Council and Rugby Borough Council will be drawn from appropriate committees to be agreed.

Support for the member panel will be provided by the Overview and Scrutiny Officers from the three partner authorities.

On completion of the review the panel will report to the appropriate decision making bodies of the three authorities. It is expected that the Executive body of each of the three authorities will be asked to approve the panel's recommendations with a view to their implementation.

## **Section 2- Details of the proposed project**

### **A – What is the Topic Area?**

The review will focus on current provision of antenatal and postnatal services for teenage parents in Warwickshire. Members and officers of the three partner authorities have based their choice of topic on the following:-

- According to the Department of Health in September 2008 there were 425 young parents in Warwickshire. Many but not all of these young people live in the north of the county.
- Anecdotal evidence from young people indicates that in a number of instances the antenatal and postnatal services available to them are either not known, inadequate or unattractive.
- It is recognised by Warwickshire's Respect Yourself Campaign that
  - Teenage parents have particular needs that older parents do not.
  - Whilst in one area of the county provision is being made to accommodate those specific needs the rest of Warwickshire is not well provided for.

### **B - Why this Topic is considered Important**

The three partner authorities acknowledge that both nationally and locally some work has been done to develop an understanding of the challenges facing teenage

parents. The 2007 report Teenage Parents Next Steps (Dept. of Health) identifies three areas where teenage parents and their children are disadvantaged. These are,

- Poor Child Health Outcomes
  - Teenage parents frequently book late for antenatal care (on average at 16 weeks gestation).
  - Many teenage mothers smoke through pregnancy. This compares poorly with older mothers including those in lower socio-economic groups.
  - Breastfeeding rates are around a third lower than the average for all mothers.
  - The incidence of infant mortality amongst young parents is 60% higher than rates for children born to mothers aged 20-39.
  - Children born to teenage mothers are more likely to be born pre-term with a 25% higher risk of low birth weight.
- Poor Emotional Health and Wellbeing
  - Teenage mothers have high rates of poor mental health after birth compared to older mothers.
  - 61% of teenage mothers live alone. The lack of a strong emotional relationship with a partner can contribute to a young mother's poor emotional health and well-being.
- Poor Economic Wellbeing
  - Of the 294 young parents known to the Warwickshire Connexions Service in September 2008 51.7% were not in education, employment or training.
  - In April 2001 (at the time of the last Census) 40% of teenage mothers who had given birth in the last three years still had no qualifications.
  - Young parents are 20% more likely to be living in poverty than older parents.
  - Children born to teenage parents have a 63% higher risk of living in poverty compared to babies born to mothers in their twenties.

It is acknowledged that the incidence of unplanned and teenage pregnancies and deliveries occur in areas of high deprivation. In one such area in Warwickshire, Nuneaton and Bedworth additional support is now provided to meet the needs of young parents. However, this prompts the three key questions that drive the need for this review,

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1. Are the bespoke services provided in Nuneaton and Bedworth sufficient to meet the needs of teenage parents in that area?
2. In recognition of the benefits for young parents of services aimed at their specific needs what lessons can be learned from the experience of those delivering and receiving the services in question?

3. How do we address the inequality resulting from the fact that services available in one part of Warwickshire are not readily available to all young parents in the county?

In 2008 the Respect Yourself Team in Warwickshire undertook a consultation exercise with young parents to help develop their understanding of the challenges they face both before and after the birth of the child. The consultation was called "BIGMOUTH!". That consultation resulted in a report and a series of recommendations aimed largely at the interface between young parents and service providers. The consultation was of significant interest because it drew directly on the experiences of those young parents who were prepared to share their views. However, by its nature the BIGMOUTH! consultation relied heavily on anecdotal evidence.

The review that funding from the CfPS will support will be broader in that it will involve elected members (vital if political support is to be given to the implementation of any recommendations), practitioners from local authorities and the health economy and representatives from the voluntary and community sector.

A decision will be required as to whether young parents will be called on again to share their experiences. The BIGMOUTH! reports provide much of the evidence that might be required from young parents. If they are to be engaged with, it may be as recommendations are being considered.

**The overall aim of the review is to improve the health and well being of all young parents and their children in Warwickshire.** The review will do this by

- Considering opportunities for greater partnership working by public agencies and the voluntary and community sector.
- Reviewing the role of local authorities in disseminating information to young parents and providing venues for the delivery of services and advice to them.
- Improving our appreciation of the challenges facing young parents and the long term effects of a lack of awareness and support on their health and well-being as well as that of their children.
- Developing an enhanced understanding of the distribution of young parents and an appreciation of the particular challenges being confronted by young parents in areas not currently supported by bespoke services
- The development of a series of recommendations aimed at reducing health inequalities across the whole of Warwickshire.

### **Warwickshire as Scrutiny Development Area**

It is considered that when completed the review will provide a good example of how working in partnership can bring about positive outcomes for people from all communities.

### C - Who the Partnership will Involve

A final list of those to be included in the review would be developed as the project is scoped. However the following are provisionally suggested.

NHS Warwickshire	LINKs	Youth and Community Service
Town and Parish Councils	Voluntary organisations	School representatives
Teenage parents	Respect Yourself Campaign	Health Workers

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### D - How the Partnership will run the Review

The review will be undertaken by the member panel. It will be divided into five stages common to most scrutiny reviews. These are,

1. Scoping – The panel will need to agree the aims and objectives of the review along with key lines of inquiry, who it wishes to speak to and when it has to be undertaken by. This process is the key to a successful review and whilst its conclusions will not need to be adhered to rigidly it will form the basis of everything that comes afterwards. It is important at this stage to identify tangible improvements that the review seeks to achieve along with ambitious targets.

2. Evidence Gathering – This will potentially be the most time consuming element of the review. It will be necessary to ensure that the right people are invited to engage in the process. It may be that some people or agencies will be reluctant to become involved but it will be the task of the panel and supporting officers to ensure that no valuable source of information remains untapped.

Methods for evidence gathering may include:

- Select committee style meeting(s)
- Focus group event(s)
- The use of internet forums/Facebook/Twitter/websites/texting

3. Drawing Conclusions and Making Recommendations - Once it has gathered the evidence it needs the group will be required to arrive at its conclusions and produce its recommendations.

4. Implementation and follow-up - Any recommendations, once agreed, will need to be implemented. To assist this process it will be necessary to develop an action plan listing what needs to be done, by when and by whom. A key element to this action plan will be recognition of the cost of any initiatives to be followed.

Progress with implementation will be monitored initially by the review group and then by practitioners. A post review evaluation will be undertaken after 18 months to establish the positive benefits it has brought about.

Every effort will be made to ensure that learning points from this process will be disseminated to people and agencies involved with this topic. The report will also be placed in the CfPS library for the use of other Overview and Scrutiny officers and members.

### **When will the review be undertaken?**

The programme for the review is:-

Scope	February 2010
Evidence gathering	March 2010 to October 2010
Conclusions/Report	November 2010

### **Section 3 – How the Project Meets the Evaluation Criteria**

1. It is hoped that all questions have been answered satisfactorily.
2. Section 2(D) above lists some of the approaches to be pursued. Because this topic area covers a broad spectrum of organisations it will be necessary to utilise a range of approaches to engage with them.
3. This bid is founded on the understanding that a teenager should, with the right information and support be able to manage parenthood. In addition it recognises that the pressures that parenthood can bring are likely to be attended by health and economic problems.
4. Warwickshire County Council has previously demonstrated its commitment to the completion of reviews supported by the Centre for Public Scrutiny. All three partner authorities have a good track record of successful scrutiny as evinced in the CfPS library.
5. It is expected that partner agencies, that are already working closely together, will use this process and the learning points from it to develop their independent and joint scrutiny functions further.

### **Section 4 – Project Costs**

<b>Project element</b>	<b>Forecast Cost</b>
Select Committee meeting	£600
Focus group events	£1200
Meetings with young parents (?)	£500
Publication of panel Report	£1000
Total	£3300

**APPENDIX B****Joint Review of Antenatal and Postnatal Services for Teenage Parents in Warwickshire****Action Plan November 2010**

<b>Recommendation</b>		<b>Responsible Officer or Agency</b>	<b>Implementation date</b>	<b>Comments</b>
1.	Those statutory and voluntary organisations that provide services for teenage parents be encouraged to establish objective performance management frameworks with which positive outcomes for teenage parents can be accurately measured.	Chair of Task and Finish group to write	December 2010	One off letter to accompany copy of report
2	That to ensure that they are providing the right services in the best possible way all providers of services for teenage parents actively seek feedback from their customers and act on their findings.	Chair of Task and Finish group to write	December 2010	One off letter to accompany copy of report
3	That following the lead set by the George Eliot Hospital and the Providing Information and Positive Parenting Support (PIPPS) team based there, other hospitals in Warwickshire are encouraged as a minimum to,  a. Identify a member of the community midwifery team to specialise and develop an	Chair of Task and Finish group to write	December 2010	One off letter to accompany copy of report

	<p>understanding of the particular needs of teenage parents.</p> <p>b. Provide as much continuity as possible so that teenage parents have only one or two midwives to get to know.</p> <p>C. Consider the use of antenatal and postnatal outreach services being delivered from Children's Centres or other community venues.</p>			
4	To help ensure member engagement, the Respect Yourself Campaign be requested to consult the Adult Social Care and Health Overview and Scrutiny Committee on the draft strategy for young fathers when it becomes available.	Respect Yourself Campaign	As appropriate From April 2011	Date of first draft of strategy by 31 Mar 2011
5	The Portfolio Holder for Health writes to the Chief Executive of the Coventry and Warwickshire NHS Partnership Trust with a request that whenever a Common Assessment Framework is undertaken that requires input from the Trust an officer from the Trust (Children and Adolescent Mental Health Services) attends Family Support Meetings. If the Trust is requested to send an officer to a	Portfolio Holder for Health	December 2010	Progress to be monitored via CAF Co-ordinator



	Family Support Meeting but is unable to do so then it is asked to ensure that apologies are provided with the reason for non-attendance.			
6	That given the decision to remove the post of Personal Advisor for Pregnant Teenagers and Teenage Parents the Strategic Director for Children, Young People and Families is requested to explore ways in which the gap left by the decision can be filled through work in partnership with other agencies or the voluntary sector.	Strategic Director for Children, Young People and Families	March 2011	
7	That the Family Nurse Partnership be asked to report in twelve months time to the Adult Social Care and Health Overview and Scrutiny Committee on  a) progress with this initiative and  b) how its services complement others.	Family Nurse Partnership	December 2011	Briefing note should suffice. Subject to wish of committee chair.
8	In recognition of the excellent work of the PIPPS team, management at the George Eliot Hospital is requested to reflect on whether the midwives that make up the team would be able to deliver more services if the administrative burden currently placed on them was reduced.	Chief Executive – George Eliot Hospital NHS Trust	As appropriate	
9	Acknowledging the key role played in communities by Children's Centres,	Strategic Director for Children, Young	As appropriate	RYC to commission Mystery Shopping of remaining (N & B already carried out)

	managers of those facilities be asked to work to encourage teenage parents to attend and access services by making them feel particularly welcome when they do attend.	People and Families  Head of Early Years and Children's Centre Area Managers		Children's Centres by 31 March 2011 if funding available. This should highlight where Centres have carried out this action.
10	Midwives ensure that at the end of the period of midwifery care, a successful transition to health visitor care and other appropriate professionals and services takes place, as well as ensuring that prior to the end of the midwifery care, teenage parents have been given opportunities to engage with Children's Centre services.	Midwifery managers at GEH, Warwick and Rugby (via UHCW)	As appropriate	
11	That the Respect Yourself Campaign Co-ordinator be requested to liaise with the Council's Voluntary and Community Sector Relationships Manager to identify any ways in which the Voluntary and Community sector can be utilised to help meet the needs of teenage parents. Particular emphasis should be placed on addressing transport issues and the dissemination of information and advice.	Respect Yourself Campaign Co-ordinator	January 2011	
12	That the Strategic Director of Children, Young People and Families be requested to write to all secondary schools in Warwickshire reminding them of the need to follow the current,	Strategic Director of Children, Young People and Families	January 2011	

	"Supplementary Guidance on the Education of School Age Parents".			
13	That the Strategic Director of Children, Young People and Families be requested to provide a brief to the Children and Young People and Adult Social Care and Health Overview and Scrutiny Committees on the impact of the raising of the education participation age on teenage parents.	Strategic Director of Children, Young People and Families	March 2011	
14	That the Respect Yourself Campaign Co-ordinator be asked to continue to meet with representatives of midwives, Children's Centres and Connexions to explore ways in which the midwifery referral system can be further enhanced thus ensuring that teenage parents receive all the support they need. Also that the Family Information Service and Children's Centre Managers ensure that outreach workers support teen parents who have been referred to other services, to attend appointments.	Respect Yourself Campaign Co-ordinator	December 2011	RYC Coordinator meet with the three Community Midwifery Managers, attend a county Children's Centre meeting and liaise with Connexions.  One off letter to go to Children's Centre Area Managers and Family Information Service
15	That in partnership with other statutory and voluntary organisations the County Council through the Respect Yourself Campaign looks at ways in which the voice of teenage parents can continue to be strengthened especially in light of the recent budget cuts' announcements and possible	Respect Yourself Campaign Co-ordinator	March 2011	

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	changes to the Youth and Community Service.			
16	That the Family Information Service be requested to produce a briefing for all members and partner organisations setting out the type of information it holds (and is responsible for) and how it can be accessed.	Family Information Service	March 2011	
17	Midwifery managers consider the best way of regularly disseminating good practice between themselves, their staff and their partners.	Midwives together with Respect Yourself Campaign Co-ordinator	December 2011	

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