



Haringey Council

Overview and Scrutiny Committee

On 26 October 2009

Report Title: Scrutiny Review of Sexual Health in Teenagers

Report of: Chair of Overview and Scrutiny Committee

Contact Officer : Robert Mack, Principal Scrutiny Support Officer Tel: 0208 489 2921

Wards(s) affected: All

Report for: **N/A**

1. Purpose of the report (That is, the decision required)

- 1.1. To approve the draft scope, terms of reference and work plan for the scrutiny review on sexual health in teenagers

2. Introduction by Cabinet Member (if necessary)

- 2.1. N/A

3. State link(s) with Council Plan Priorities and actions and/or other Strategies:

- 3.1. Council Plan: Encouraging lifetime well-being at home, work, play and learning
Sustainable Community Strategy outcome: Healthier people with a better quality of life

4. Recommendations

- 4.1. That the scope, terms of reference and work plan for the review be approved.

5. Reason for recommendation(s)

- 5.1. Included within the body of the report.

6. Other options considered

6.1. Included within the body of the report.

7. Summary

7.1 The Committee has previously agreed to commission a scrutiny review on improving the sexual health of teenagers chaired by Councillor Bull. Following consideration by panel members and consultation with relevant stakeholders, a scope, terms of reference and a work plan have been developed.

7.2 The review will focus on prevention and the promotion of good sexual health and will aim to contribute to the development of the new sexual health strategy for the Borough. It will obtain its evidence by considering relevant documentation, including statistics and interviewing a range of stakeholders. In addition, it will aim to obtain the views of young people and service users, both potential and actual.

8. Chief Financial Officer Comments

8.1. The Chief Financial Officer has been consulted in the preparation of this report and comments that the recommendations do not give rise to any additional financial commitments.

9. Head of Legal Services Comments

9.1. The proposed draft scope, terms of reference and work plan for the Scrutiny Review will help facilitate the Council's duties towards children in need under the Children Act 1989 and under the Children Act 2004. Under Section 10 of the Children of the Children Act 2004, the children's services authority is required to promote co operation with its partners and others with a view to improving the physical, mental health and emotional well-being of children in its area.

9.2. The plans and proposals outlined in the report facilitate the discharge of local authority statutory duties in accordance with the Local Government Act 2000 to promote or improve the economic, social and environmental wellbeing of all or any persons resident or present in the authority's area. (Section 2).

9.3. The Authority also has a duty to have regard to every local improvement target specified in the local area agreement which relates to it. (S108 Local Government and Public Involvement in Health Act 2007).

9.4. The proposed scrutiny review will help in discharging those statutory duties towards children in the local authority's area.

10. Head of Procurement Comments – [Required for Procurement Committee]

10.1. N/A

11. Equalities & Community Cohesion Comments

11.1. Sexual ill health disproportionately affects some communities within the Borough and the review will consider, as part of its work, what is currently done to address the needs of the diverse communities within the Borough and how this could be improved using the evidence base and good practice. In addition, teenage pregnancy can adversely affect the life chances of young women. The review will also consider how effective current joint action by the Council and its partners to reduce unplanned conceptions amongst teenagers can be enhanced.

12. Consultation

12.1. The review will aim to obtain the views of young people by working with Haringey Youth Council and the out Service.

13. Service Financial Comments

13.1. The cost of undertaking the scrutiny review is provided for in the budget for overview and scrutiny. In addition, value for money issues and any potential financial implications arising from the review will be considered in liaison with the service finance lead.

14. Use of appendices/tables and photographs

14.1. None

15. Local Government (Access to Information) Act 1985

15.1. Background papers are as follows:

Scrutiny Review of Teenage Pregnancy (March 2006)
Progress Report from Scrutiny Review of Teenage Pregnancy (Feb 2008)
Haringey Sexual Health Strategy, parts 1 and 2 (Sept. 2005)
Progress and priorities – working together for high quality sexual health – review of national strategy for sexual health and HIV
Profile of Sexual Health in Haringey (June 2009)
London Sexual Health Indicators – LHO/HPA (November 2008)
Sex and our City – MedFASH (November 2008)
Discussing Haringey Changes for 2006 – Discussion paper – Family Planning Service - NHS Haringey
Scrutiny Improving Sexual Health among young people – Leeds City Council (April 2009)
Teenage Conception and Sexual Health – Nottingham City Council (May 2005)
Sexual Health Services – London Borough of Hackney (Nov 2005)
Under 18 conceptions data for LAD1 and LAD2 (all LAs including county districts),

16. Report

Aims/Objectives of Review

- 16.1 It is proposed that the review will focus on what the Council and its partners currently do to promote and improve the sexual health of teenagers with the Borough. This will include what is done to reduce the levels of sexually transmitted infections (STIs) and conceptions. Rather than focus on what happens to young people when, for example, they become infected with a STI or pregnant, it is proposed that the review concentrates instead on the issue of prevention and the promotion of good sexual health.
- 16.2 A scrutiny review on teenage pregnancy took place on in 2005/6 and this covered several issues relating to conceptions that will be directly relevant to this review. In 2006, NHS Haringey made changes to the Family Planning Service in response to budgetary pressures. These proposals were considered in detail by the Overview and Scrutiny Committee. It is suggested that both of these areas be revisited to see what changes have taken place since the previous review and their outcomes and impact.
- 16.3 There are two targets within the Local Area Agreement (LAA) that are directly relevant to the areas to be covered by the review:
- NI112; Rate of under-18 conceptions (per 1000 girls aged 15-17 as compared with the 1998 baseline rate). The target is - 5%, Current performance shows an increase of 14.4%.
 - NI113: Prevalence of Chlamydia in under 20 year olds. This target relates to the percentage of young people being screened. The target is 15%. Current performance is 15.7%.
- 16.4 NHS Haringey will be revising and updating the sexual health strategy and this process has started with the development of an updated needs assessment.
- 16.5 The Chlamydia positivity rate for young people under 25 who were screened as part of the National Chlamydia Screening Programme (NCSP) was 8.9% in Haringey in 2007/8, which is the 23rd. highest rate in London. This gives a general indication of the possible prevalence of the disease amongst those tested. Current figures – quarter 4, 2008/9 - for the number of under 20s being screened are 15.7% against a Department of Health target of 15%.
- 16.6 The most recent (2007) under 18 conception rate is currently 70.0 per 1000 female population which represents an increase of 12.4% against the 1998 baseline. This compares against a London wide rate of 45.6 per 1000. Haringey is the only borough classified as inner London to have shown an increase in rates since 1998 but both Lambeth (74.4) and Lewisham (70.6) still have higher overall rates of conception despite a reduction since 1998. Some boroughs, such as Hackney and Hammersmith and Fulham, have seen particularly large reductions – 25.9% and 26.5% respectively.

- 16.7 The picture for outer London boroughs is different from that of inner London, with 8 boroughs showing increases since 1998, with some of these as high as 23.0% (Barnet) and 19.6% (Redbridge). These nevertheless have to be viewed in the context of, with a few exceptions, generally lower overall conception rates. There is a clear link between deprivation and teenage pregnancy figures which appears to be mirrored within conception rates but not the changes in rates that have taken place since 1998.
- 16.8 There are 4 community contraceptive clinics within Haringey. Each has two weekly sessions of which approximately half are held in the evening. The 4YP service is aimed at young people under the age of 18 and provides information on sexual health and contraception, free condoms and pregnancy testing. All community contraceptive clinics and 4YP drop-ins offer pregnancy testing. There is a condom distribution scheme targeted to reduce HIV transmission operated through the voluntary sector and NHS Haringey provider services. The scheme is to be extended with the introduction of a scheme for young people. There is an Emergency Hormonal Contraception (EHC) scheme within the Borough which operates with participating pharmacies.
- 16.9 Sex and Relationship Education (SRE) is undertaken in schools. The biological element of this is part of the national curriculum for science and parents cannot withdraw their children from this. However, SRE outside of science is discretionary. Teachers cannot be compelled to teach it and parents have the right to withdraw their children.
- 16.10 There is a Haringey Teenage Pregnancy Prevention Strategy and Action Plan. This is delivered through a number of different agencies and services from the Children's Trust including:
- NHS Haringey
 - The Children's Service
 - Connexions
 - 4YP
 - Schools
 - Colleges of further education
- 16.11 A joint three year sexual health strategy was published by NHS Haringey and the Council in 2005 which set out a vision, principles, a framework for sexual health services delivery and a model for an integrated sexual health network. The strategy is now due to be revised and the timing of this provides an opportunity for the scrutiny review to influence it.
- 16.12 The process is being initiated through a needs assessment for the Borough. This will:
1. Assess need and develop a baseline picture of sexual health and service provision in Haringey.
 2. Assess service capacity and capability, including mapping of services.
 3. Engagement with the local community

Appendix A

Proposed Scope, Terms of Reference and Plan for Review

1. Membership of Review Panel

Cllrs Bull (Chair), Santry, Scott and Newton

Co-opted Members: Yvonne Denny (church representative), Marcelle Jemide, Joseph Ejiofor and Sarah Marsh (parent governors), Helena Kania (LINKs)

2. Timescale

The effectiveness of the review in influencing policy will, to some extent, be dependent on the timing of its final report. In order to maximise influence over funding decisions, the review will aim to finish its work by January.

3. Terms of Reference/Scope

“To consider actions currently undertaken by NHS Haringey, the Council and other relevant partners to prevent sexually transmitted infections and re-infection and conceptions amongst teenagers through the promotion of good sexual health within the Borough and make recommendations on how this might be improved”

As part of this, the review will consider:

- Actions being taken to achieve the relevant LAA targets
- The relationship between Sexual Health outcomes and Family Planning Services
- How the views of users are sought and responded to
- Value for money

4. Methodology

The review will undertake its work through the following:

- Interviewing key stakeholders to obtain their views
- Obtaining the views of service users, both potential and actual
- Considering relevant documentary and research evidence
- Looking at best practice elsewhere
- Providing an element of external challenge

5. Key Stakeholders

Council

Councillor Lorna Reith – Cabinet Member for Children and Young People

Janette Karklins – Deputy Director (School Standards), Children and Young People’s Service

Belinda Evans – Head of Youth Service, Children and Young People’s Service

Vivien Hanney – Teenage Pregnancy Co-ordinator, Children and Young People’s Service

Jude Clements – Health, Well Being and Sustainability Manager, Children and Young People’s Service

Partners

Eugenia Cronin – Joint Director of Public Health and Chair of Sexual Health Partnership Board
Susan Oti – Associate Director of Public Health
Family Planning Consultant
Dr. Sally Dowler (local GP) – Sexual health collaborative lead, NHS Haringey
Claire O'Connor – Head of Sexual Health, 4YP
Mesfin Ali - Pan African and Caribbean Sexual Health Project

Community/Service Users

Haringey Youth Council
Chair of Secondary Heads Association
Chair of Primary Heads Association
Haringey Teachers Association
Further education

6. Consultation and User Involvement

The views of teenagers will be obtained through working together with Haringey Youth Council. In addition, the review will also obtain the views of people who work with teenagers, such as officers from the Youth Service, and therefore may be in a position to provide a snap shot of their views.

7. Provisional Evidence Sessions:

Meeting 1:

Aim:

- To obtain an understanding of how partners currently aim to reduce the prevalence of sexually transmitted diseases and teenage conceptions within the Borough
- To receive the outcome of the sexual health needs assessment
- To consider relevant performance data including information relating to cost of service, efficiency, effectiveness and outcomes
- To identify progress made and any issues arising that relate to the prevention of conception from the previous teenage pregnancy scrutiny review

Background Information:

Sexual health needs assessment
Performance data
Strategy documents

Possible Witnesses:

Jude Clements – Health, Well Being and Sustainability Manager, Children and Young People's Service
Vivien Hanney - Teenage Pregnancy Co-ordinator, Children and Young People's Service
Susan Oti – Associate Director of Public Health
Patrick Dollard - Public Health Officer

Meeting 2:

Aims:

- To obtain the views of young people and people who work with young people on current practice and policy and its effectiveness

Possible Witnesses:

Haringey Youth Council

Mike Davis – PSHE/Citizenship/Participation Manager, Children and Young People’s Service

Belinda Evans – Head of Youth Service, Children and Young People’s Service

Chair of Secondary Heads Association

Chair of Primary Heads Association

Haringey Teachers Association

CoNEL

Meeting 3:

Aims:

- To obtain the response of key stakeholders and service providers

Possible Witnesses:

Dr. Sally Dowler – Sexual Health collaborative lead

Family Planning Consultant

Claire O’Connor – Head of Sexual Health, 4YP

Mesfin Ali - Pan African and Caribbean Sexual Health Project

Further education

Meeting 4: Conclusions and recommendations

Aim:

- To consider evidence obtained during the course of the review
- To agree appropriate conclusions and recommendations

Background Information

Issues paper highlighting key matters from the evidence received

Visit

The Panel will also seek the views of Adrian Kelly, Regional Teenage Pregnancy Co-ordinator, Government Office for London and Joint Teenage Pregnancy Co-ordinator for City and Hackney PCT. Particular progress has been made in reducing teenage conceptions within Hackney and his input may assist the Panel in determining the sort of interventions that are likely to be effective and why. This will either be undertaken by inviting him to attend a panel meeting or visiting him at his offices in Hackney.

Implementation of Recommendations

A joint response to the recommendations will collated and co-ordinated by the Children and Young People’s Service on behalf of the Cabinet Member.