

**Report to:** CYP Scrutiny Commission

**Title:** Young People's Sexual and Reproductive Health in Hackney and the City of London

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## **Aim**

This briefing provides an overview of:

- The Hackney and City of London draft Strategy for Sexual and Reproductive Health
- The 2022/23 Annual Report of the Director of Public Health which focuses on how to improve the sexual and reproductive health of young people in the City of London and Hackney.
- The sex and reproductive health needs of young people in Hackney and the City of London and current service provision.
- Why the contract to provide Young People's Clinical Health and Wellbeing (CHYPS Plus) Service will end on the 30th November 2023
- How the Children and Young People (CYP) Scrutiny Commission can assist in improving sexual and reproductive health needs of young people in Hackney and the City of London.

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### 1. Context

- 1.1. The City of London Corporation and London Borough of Hackney have a statutory responsibility to protect and promote the sexual and reproductive health (SRH) of our local populations. This includes commissioning open access clinical sexual health services, health promotion and sex education with an annual investment of over £8m per year.
- 1.2. SRH is an important public health issue due to the impact on individuals of poor sexual health, very high local levels of poor sexual health and the high costs and wider societal impact of treating poor sexual health and unwanted pregnancies.
- 1.3. The 2022 [sexual health needs analysis](#) found inequalities in access and uptake of services, as well as outcomes, by age, ethnicity, sexual orientation and gender including:
  - Highest rates of sexually transmitted infections (STIs), especially Chlamydia and Gonorrhoea, are in young people and young adults.
  - Gay, bisexual and men who have sex with men (GBMSM) have higher rates of STIs and they are much more likely to attend a sexual health clinic than heterosexual men.
  - Women of black ethnicity have both a higher uptake of emergency hormonal contraception (EHC) and termination of pregnancy (TOP).

- 1.4. The needs analysis informed the preparation of a draft strategy on sexual and reproductive health. This five-year strategy for City and Hackney will set out the approach to improving SRH including a more integrated approach that brings together commissioned services and provides a better join up with other services and providers, including the NHS and the voluntary sector.

## **2. Hackney and City of London draft Strategy for Sexual and Reproductive Health**

- 2.1. The draft five-year [strategy](#) has five themes:

- Healthy and fulfilling sexual relationships
- Good reproductive health across the life course
- STI prevention and treatment
- Getting to Zero new HIV transmissions
- Vulnerable populations and those with complex needs

- 2.2. The first four themes are in line with a NEL-wide SRH strategy that is also currently in development.

- 2.3. Young people are central to the strategy with the first theme being a core foundation to ensure knowledge, awareness and education around sexual health and the importance of comprehensive and inclusive sex and relationship education. Ensuring young people feel confident and knowledgeable with regard to their sexual health and contraceptive choices, before and after their sexual debut, is an important starting point for healthy and informed choices across the life course. Resources and services must be young people friendly, appropriate, accessible and welcoming.

- 2.4. Young people in the City and Hackney have some of the highest rates of STI infections in the country, including reinfection within 12 months. To address this services need to increase access to condoms and condom use, increased testing, rapid effective treatment and high levels of partner notification with confirmed treatment.

- 2.5. Uptake of emergency hormonal contraception (EHC) is highest among 15-19 and 20-24 year olds. EHC is a crucial service provided by Community Pharmacists to prevent unplanned pregnancies but should also be used as an opportunity to promote and provide reliable contraception especially the combined hormonal contraceptive pill ("the pill") and long-acting reversible contraception (LARC) such as implants and coils.

- 2.6. The strategy is currently out for consultation with an [online survey](#), open until 20 September, and online and in-person [consultation sessions](#). The Health and Wellbeing Boards for City and Hackney will consider the 5 year strategy and an initial action plan, to be reviewed annually, for formal adoption later in 2023/ early 2024.

### 3. Director of Public Health Draft Annual Report: Healthy Sexually

- 3.1. This year's DPH report, [Healthy Sexually](#), focuses on young people's sexual and reproductive health (SRH).
- 3.2. The report highlights the importance that young people are aware of services, that services are young people friendly and are willing to access them. The report also highlights the importance of effective and comprehensive Relationship and Sex Education in schools and colleges.
- 3.3. The report makes five broad recommendations:
- **Community involvement is essential to providing high-quality services:** health providers and commissioners should reconfirm, and put into action, their commitment to collaborate with young people in the co-production of services.
  - **Services must be easily accessible to young people:** refine existing SRH services and explore new initiatives in collaboration with young people to make accessing services as easy as possible.
  - **Young people must be aware of when and how to access support:** improve young people's awareness of services and their willingness to access them.
  - **Focus on enhancing collaboration and partnership working:** continue to develop collaborative working practices across SRH and beyond to mitigate pressures on services and improve user experiences.
  - **Continue to identify and address inequalities in SRH:** ongoing research and audit, undertaken in collaboration with communities, is recommended to identify inequalities and communicate findings to all concerned partners. Such research should be coupled with a commitment to address inequalities that are identified.

#### **4. Summary of local commissioning and services**

- 4.1. SRH commissioning is not solely the remit of local authorities. The NHS and Integrated Care Boards (ICB, formerly CCG) are responsible for elements such as termination of pregnancy, fertility and assisted conception and HIV treatment.. Services are provided by the NHS, local authorities as well local voluntary community services (VCS) organisations.
- 4.2. NHS sexual health clinics are legally required to be free and open-access. This means anyone regardless of residency or, immigration status can make an appointment at any specialist sexual health clinic throughout England. There is no need for a referral from a GP nor to prove residency and the cost of the treatment will be rebilled to their local authority of residence.
- 4.3. City and Hackney Public Health directly commission the NHS Homerton Sexual Health Services (SHS) both for our local populations and for those across London. The Homerton now provide a walk in service for anyone under 19 at the [Clifden Centre](#) for contraception (including condoms and emergency hormonal contraception), sexual health advice, pregnancy tests and STI screening and treatment. YP can also access other sexual health services across London.
- 4.4. For those aged 16 years and over, home STI testing kits, routine oral contraception and EHC) can be accessed online at [Sexual Health London](#).
- 4.5. Sexual health services are also available locally through enhanced services commissioned from primary care. Community pharmacies provide free access to EHC, condoms, and chlamydia screening and treatment. All local GP practices provide STI and HIV testing with some practices also providing access to the full range of contraception choice including Long Acting Reversible Contraception (LARC).
- 4.6. Young Hackney is commissioned to provide sexual health resources, training and signposting (through their education and outreach services to schools, colleges and youth centres) as well as a free [condom distribution](#) service to young people.

#### **5. CHYPS Plus contract expiry**

##### **5.1. Overview of CHYPS Plus**

- The Young People's Clinical Health and Wellbeing Service (CHYPS Plus) was commissioned to provide a clinical and treatment service for young people aged 11-19 (up to 24 with particular vulnerabilities) to support with sexual health, emotional health and wellbeing, smoking cessation and provide a gateway to specialist weight management and mental health services. This included a dedicated clinical health service for children known to the Youth Justice Service.
- The annual contract value is £540,146. The previous contract expired on 31 August 2023. Following a decision at CPIC in December 2021, the option to extend for a further one-year to 31 August 2024 was granted.
- Public Health decided not to grant the full one-year contract extension to the provider due to significant ongoing concerns relating to the performance and uptake of the service. A three-month extension (until 30 November 2023) was granted to facilitate a smooth termination of the service.

## **6. Potential gaps for young people**

- 6.1. Many young people face additional barriers and healthcare provision is not often "young people friendly". Young people may have additional additional needs, including safeguarding, mental health and addiction issues, vulnerability assessments, or other health and social care needs.
- 6.2. All sexual health services should be 'youth friendly' and ensure that staff are trained to deliver the appropriate care to young people and onward referrals.
- 6.3. As part of the Homerton Sexual Health Service, the City & Hackney Public Health team commissions an outreach service that targets several priority groups including young people. Outreach tends to be provided at youth locations including schools and colleges, halls of residence and leisure centres<sup>1</sup>.
- 6.4. In line with the recommendations from the DPH report services are being asked to undertake the following:
  - Improve young people's visibility of and facilitate access to existing sexual services and resources

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<sup>1</sup> This includes: B6 College, Guildhall School of Music, Hackney Quest, King's Hall Leisure Centre, Clissold Leisure Centre, Britannia Leisure Centre, London Fields Lido.

- Ensure additional vulnerability factors of young people accessing existing sexual health services are recognised and appropriate support is provided
  - Improve referral pathways to and from existing sexual health services
  - Provide services for individuals unable to access mainstream services, particularly those who are vulnerable
- 6.5. All services need to simplify service provision, enhance collaboration and partnership working, improve user experience and access, and, ultimately, improve outcomes.
- 6.6. Additionally, the City & Hackney Public Health Team, as well as the wider Council, are required to identify substantial savings over the medium term. Therefore the focus for existing (and any additional) SRH services needs to be on increasing cost effectiveness, increasing access/reach, and improving effectiveness through better integration and collaboration.

## **7. Planning for a potential Super Youth Hub**

- 7.1. The 'Super Youth Hub' project aims to integrate health and wellbeing services and to improve young people's autonomy over their own health and wellbeing needs. We anticipate this may look like a holistic, 'one-stop-shop' type hub, navigating across services we currently commission, and delivering a range of health provisions - mental health, primary care, sexual health and others - in a more coordinated way.
- 7.2. Participatory Action Research is being used to engage with young people and the young researchers have now spoken to over 200 young people in City and Hackney in over 24 diverse settings. The report from this research will be available from 14.09.23. Early key findings are that young people want to be able to access services in spaces they already feel comfortable within, with support from consistent professionals who they can build a relationship with and trust.
- 7.3. From this work, a proposal for a 2-year pilot for the 'Super Youth Hub' is being developed, which focuses on evaluating the effectiveness of the integrated health offer within one of the neighbourhood quadrants of City and Hackney.
- 7.4. While non-recurrent funding was secured for the design of the Super Youth Hub, there is currently no funding identified for the pilot or delivery of the Super Youth Hub. Potential pilot funding sources are being explored.

- 7.5. For SRH, a dedicated outreach service for young people is being considered to be delivered out of youth hubs alongside youth workers (and other health and wellbeing professionals), with additional training for sexual health nurses in working with young people.

## **8. Opportunities to better meet the sexual and reproductive health needs of young people**

- 8.1. The table below summarises the key sexual and reproductive health needs of young people in Hackney and the City of London identified through the draft strategy and DPH report. These have been mapped to a set of aspirations and possible opportunities to better meet the sexual and reproductive health needs of young people locally.



**Table 1:** Summary of young people's SRH needs across City & Hackney mapped to aspirations and future work plans

Summary of SRH needs	Aspirations to meet needs	Future work plans
<p>1. Very high levels of STIs among young people and poor sexual health</p>	<p>Increase young people's knowledge, awareness and education around sexual health including comprehensive and inclusive relationship and sex education.</p> <p>1st contact with services is fully utilised to discuss prevention, contraception and safe sexual behaviours, such as consistent condom use and frequent testing.</p> <p>Ensure services are culturally appropriate and equitable in terms of access and outcomes for all young people in City and Hackney.</p>	<p>Review/audit Young Hackney RSE activities to support increased uptake/reach within schools/colleges.</p> <p>Increase collaboration between Young Hackney's Health &amp; Wellbeing Team, Young Hackney's Condom Distribution Service (CDS), Homerton Sexual Health Services and Positive East.</p> <p>Promote awareness around the free CDS for young people and the availability of sexual health services (including free condoms and STI testing) at pharmacies &amp; Clifden Centre as a low-barrier service (no appointment needed).</p> <p>Review the support provided by Homerton Sexual Health Services to young people, including training needs, to ensure the specific needs of young people are met.</p> <p>Carry out ongoing reviews/audits, in collaboration with communities, to identify and address inequalities in service access and outcomes.</p>
<p>2. The SRH service delivery landscape is complex. Young people - especially those who are vulnerable - face additional barriers to accessing/navigating services. Closure of the CHYPS</p>	<p>All young people in City and Hackney are both aware of and able to access the services available to them to support their sexual and reproductive health.</p>	<p>Leverage opportunities within existing contracts and/or build improved service promotion, communication and navigation support into the Super Youth Hub Pilot.</p> <p>Focus current outreach services or commission</p>

<p>service may exacerbate this issue for the small number of young Hackney residents who accessed the service</p>	<p>Communications and engagement channels are improved to reach a greater proportion of the young population for example, using web chat, developing a social media strategy/presence, and having a single point of contact for service access.</p> <p>Outreach sexual health services attend a wide range of locations frequented by young people and also reach those who face the greatest barriers to accessing services (including places of alternative provision, young people with learning disabilities, and care leavers)</p>	<p>additional, youth-focused outreach sexual health services, to attend locations frequented by young people.</p> <p>Review/audit Young Hackney RSE activities in schools/colleges including the provision of information regarding available services. Coordinate Young Hackney RSE with Homerton Sexual Health Services and Positive East.</p>
<p>3. Siloed working between existing actors in the SRH field</p>	<p>Achieve coordination and collaboration between commissioners as well as existing (and any additional) services in order to minimise duplication, increase access/reach and improve effectiveness (improved user experience and outcomes)</p>	<p>Leverage the Super Youth Hub pilot as an opportunity to increase both commissioner and provider collaboration and integration.</p> <p>Better cooperation between primary and secondary care build on women's health hub model)</p>
<p>4. Services are not co-produced with young people</p>	<p>Providers and commissioners are committed to collaborating with young people to ensure existing/new services meet their needs.</p>	<p>Use insights developed through the Participatory Action Research as part of the Super Youth Hub project, when available, to inform any service changes / identify recommendations.</p> <p>Gather feedback from young people on their experience of existing services to facilitate continuous improvement.</p> <p>Explore new initiatives and service changes/ideas in collaboration with young people.</p>



## Appendix 1 - YP's activity data for the sexual health clinics and online Sexual Health London

### Sexual Health Clinic Service usage

**Table 2:** Individual using specialist sexual health clinic services inside, and outside the borough by financial year and age group

Financial year	Age group	C&H residents using HSHS	C&H Residents using out of area services	Non-residents using HSHS
2018/19	<18	432	78	342
2018/19	18 - 24	5389	1661	6957
2018/19	25+	18844	8494	17241
2019/20	<18	385	136	283
2019/20	18 - 24	5056	1960	6376
2019/20	25+	17984	7372	17058
2020/21	<18	126	55	92
2020/21	18 - 24	2187	806	2013
2020/21	25+	8453	4234	5608
2021/22	<18	170	47	86
2021/22	18 - 24	2705	963	2667
2021/22	25+	12499	5464	9343
2022/23	<18	140	28	76
2022/23	18 - 24	2382	923	2229
2022/23	25+	12823	5733	9886

Sources: Pathway Analytics.

Notes: \*Local Authority (LA). Financial year (April to March). A person will only appear once per year.

- Across all age groups, there has been a general decreasing trend in the use of clinic SRH services. Individuals aged under 18 and those ages 18-24 accounted for 1% and 16% of the total attendances respectively.
- Across all years and all age groups, non-residents used HSHS more frequently than residents used out of area sexual health providers. This implies that HSHS is a more appealing option compared to alternative providers in other local authorities areas. Factors such as accessibility, service quality, and the specific services offered by HSHS may play a role in driving this trend.
- However, there has been an overall increase in the proportion of local residents using out of area services.. Although, this increase has not been consistent across all years with those aged 25 and over were the most likely age group to choose out of areas services over any other age group

## STI testing among CYP in Hackney and the City of London

**Table 3:** Number of individual City and Hackney residents that obtained STI testing from local and online sexual health services in 2021/22 and 2022/23 by age group

Year	Age	Core services		E-service	Local (%)	Online (%)
		HSHS	Out of area providers			
2021/22	<18	38	11	46	52%	48%
2021/22	18 - 24	1245	397	3593	31%	69%
2021/22	25+	7311	3569	19125	36%	64%
2022/23	<18	42	5	25	65%	35%
2022/23	18 - 24	1209	521	3123	36%	64%
2022/23	25+	8265	4599	19237	40%	60%

Sources: Pathway Analytics; PreventX.

Notes: \*Out of area providers are mostly Barts, ChelWest, GST, CNWL. Years presented run from May to April. A person will only appear once per year within each service category. However, a person can have one entry in both the 'local' and 'online' categories within the same year.

- The proportion of residents using local services to access STI testing increased between 2021/22 and 2022/23.
- This increase was most pronounced among individuals under 18 years old.
- Under 18 year olds also had the highest utilisation of local services compared to online services in both years
- Residents under the age of 25 were more likely to use HSHS than out of area services over the two year period: between May 2021 and April 2023, 83% of residents age under 18 years old that accessed STI testing via the local service did so through HSHS, compared to 73% of those aged 18 to 24, and 66% of residents aged 25 and over.

## Emergency Hormonal Contraception use among CYP in Hackney and the City of London

**Table 4:** Total number of EHC distributed among residents of Hackney and the City of London by different access routes, year, and age group

Year	Age	Core services		E-service	Pharmacies
		HSHS	Other core providers		
2021/22	<25	65	31	618	649
2021/22	25+	149	50	733	1018
2022/23	<25	64	43	680	867
2022/23	25+	158	50	875	1109

Sources: Pathway Analytics; Preventx; Pharmoutcomes.

Notes: Years presented run from May to April. For confidentiality purposes, individuals under 25 years old have been grouped. The presented data shows the total number of EHC supplies, which means that a person may appear multiple times in each age/year/service combination. Please note that, due to the unavailability of full postcodes, some non-residents are likely included in pharmacy figures.

**Table 5:** Percentage of the total EHC distributed among residents of Hackney and the City of London by different access routes, year, and age group

Year	Age	Sexual Health clinics		E-service	Pharmacies
		HSHS	Out of area providers		
2021/22	<25	5%	2%	45%	48%
2021/22	25+	8%	3%	38%	52%
2022/23	<25	4%	3%	41%	52%
2022/23	25+	7%	2%	40%	51%

Sources: Pathway Analytics; Preventx; Pharmoutcomes.

Notes: Years presented run from May to April. For confidentiality purposes, individuals under 25 years old have been grouped. The presented data shows the total number of EHC supplies, which means that a person may appear multiple times in each age/year/service combination. Please note that, due to the unavailability of full postcodes, some non-residents are likely included in pharmacy figures.

- The demand for Emergency Hormonal Contraception (EHC) among residents of Hackney and the City of London increased between 2021/22 and 2022/23.
- Pharmacies were the most popular choice for obtaining EHC among residents of Hackney and the City of London, both for individuals under 25 and those aged 25 or older, across both years.
- Between May 2022 and April 2023, there was a 4 percentage-point increase in the use of pharmacies for obtaining EHC among individuals under 25 years old.

**Table 6:** Average number of EHC supplied to each individual by age and providers, May 2021 to April 2023, City and Hackney residents:

Age	Sexual Health Clinics		Pharmacies
	HSHS	Out of area providers	
<25	1.17	1.21	1.63
25+	1.07	1.11	1.33

Sources: Pathway Analytics; Pharmoutcomes.

Notes: For confidentiality purposes, individuals under 25 years old have been grouped. Please note that, due to the unavailability of full postcodes, some non-residents are likely included in pharmacy figures.

- On average, the younger population group (under 25-year-olds) recorded a higher number of repeat EHC usages compared to the older group.
- The average number of repeat EHC usages varies by provider, with residents being less likely to repeatedly obtain EHC from core providers than from pharmacies.

- Additionally, there was a higher average number of repeat EHC usages among 'other' core providers (i.e., providers outside the borough) compared to HSHS