

Developing an integrated approach to substance misuse and sexual health education

Education, Children and Families Committee

15 November 2011

1 Purpose of report

- 1.1 To report on the work of the integrated Personal and Social Education programme pilot (Integrated Positive Choices Project) which addresses substance misuse and sexual health education in the context of risk taking behaviours as agreed at Committee on 18 March 2010.
- 1.2 To update elected members on other related areas of work which are informing the development of a risk-taking behaviours policy / approach within Children and Families and to demonstrate the way in which this work will be developed across the city.

2 Summary

- 2.1 The report uses key information about work on a range of health outcomes which contribute to Strategic Objective 4 in the Children and Families Service Plan and Integrated Children and Young People's Plan. It advocates that we work more specifically on addressing risk and resilience factors with young people in relation to their sexual health and attitudes to drugs and alcohol. It proposes that we build the knowledge, skills and confidence to help children and young people take age and stage appropriate decisions and keep themselves safe.

3 Main report

Integrated Positive Choices Project

- 3.1 Over the past 2 years the Department has commissioned Fast Forward and Caledonia Youth to deliver an Integrated Positive Choices project. Two project workers have been delivering a pilot education programme in Boroughmuir and Gracemount secondary schools that aims to reduce risk-taking behaviours. The programme works with young people to address the links between substance misuse and sexual risk-taking behaviour and equips them with the skills and knowledge to make informed and responsible choices in the future.

3.2 Key achievements from the first 2 years of the project are:-

- delivery of 228 educational interventions in the 2 schools;
- provision of 24 drop-in sessions to support/advise young people about sexual health / substance use;
- a parent consultation event at Gracemount (and one scheduled to take place at Boroughmuir during 2011/12 session);
- 91 individual one-to one support sessions for pupils;
- 73% of pupils reported an increase in knowledge;
- An increase in uptake of services at Fast Forward and Caledonia Youth by pupils at the 2 pilot schools since the programme began;
- School staff having access to updated resources along with experience and increased confidence in delivering this approach in the future.

An event to showcase the project's work to elected members, school staff, youth workers and voluntary sector colleagues will take place in February 2012.

3.3 The project's final evaluation will be completed in July 2012 and will include:-

- a) analysis of data gathered through a pupil survey – this was completed by pupils at the outset of project and will be repeated during this final year of the project to measure attitudinal change (same pupils will be captured within this who completed original survey);
- b) analysis of how the outcomes achieved from using a risk-taking behaviours education programme differ from those achieved by previous PSE delivery model using SHARE for sexual health and various substance misuse programmes.

Work will then be undertaken to rollout the positive lessons from this approach across other secondary school settings.

Development of a policy to support a Risk Taking Behaviours approach

3.4 A draft Departmental Policy explaining an integrated approach to Risk Taking Behaviours is currently out for consultation. The Policy embeds the Getting it right for every child approach and uses Curriculum for Excellence to create consistency across all establishments and teams. A summary of the key elements of the policy is attached as Appendix 1.

3.5 The Policy will underpin work to improve outcomes for young people and also will ensure the Department is well placed to deliver against two key partnership strategies in this area, namely:

- [Edinburgh and Lothian Sexual Health Strategy and Action Plan 2011 - 2016](#)
- [EADP Children, Young People and Families Action Plan 2011 - 2014](#)

- 3.6 The policy proposes that all establishments and teams within the Department will adopt the Comprehensive Approach to address young people's risk taking behaviours. This approach will focus on providing information on reducing risks and delay as well as providing information and support to access health services. Messages regarding abstinence will be placed within the broader context of the Comprehensive Approach. Key messages within the Comprehensive Approach are summarised in the table in Appendix 2.
- 3.7 The Department will also continue its focus on linking information, education and services through effective partnership working with NHS Lothian and the voluntary sector. Work is underway for example in the development of drop-in centres within walking distance of all high schools. This will ensure that all young people have:
- Access to information to keep them healthy;
 - Access to education, which develops knowledge, builds skills and fosters positive attitudes to support their development and learning;
 - Access to the services they require.
- 3.8 Throughout the Policy the Rights of the Child remain central.
- 3.9 The Policy will be launched by the end of December 2011.

Alcohol Brief Interventions training

- 3.10 Alcohol Brief Interventions training for Department staff and partner agencies has been delivered by NHS Lothian to 100 staff from Youth Offending, Children and Families Social Work practice teams, Integrated Community Support Service, schools, youth work and the Police during September and October 2011.
- 3.11 Further courses are planned for early 2012 targeting teaching staff.
- 3.12 Staff who attend training are asked to record their use of this approach with young people and where possible report on any follow up and behavioural change noted as a result.

School Based Seminars

- 3.13 Each year a school-based seminar is delivered to approximately 1,600 S5 pupils across the city. The seminar builds on a long-standing body of sexual health work on which the department leads and now incorporates elements of risk associated with alcohol and drug misuse.

3.14 Evaluation of the seminar highlights pupils' outcomes in 2011:

Evaluation statement	% pupils who <i>Totally</i> or <i>Mostly</i> agree with the statement
<ul style="list-style-type: none"> • The seminar has helped me to understand more about sexual risks 	86%
<ul style="list-style-type: none"> • The seminar has helped me to understand more about how to protect myself and my partners from sexual risks 	89%
<ul style="list-style-type: none"> • I would recommend this seminar to pupils in other schools 	94%

3.15 In response to evaluation feedback and as part of our process of continuous improvement the following developments are now being considered:

- a) Reviewing the programme in light of learning from the emerging evidence of how to successfully address multiple Risk Taking Behaviours;
- b) Testing this model of delivery with S4 pupils, thereby reaching more individuals at a younger age and before some of our more vulnerable young people leave school. This should also allow for follow up work to be done with those pupils remaining in school in terms of assessing ongoing impact of the work on their health and wellbeing;
- c) Actively pursuing adequate funding to make this successful learning opportunity available at zero cost to all our high schools;
- d) Planning to train relevant staff to deliver this new Risk Taking Behaviours Seminar from January 2012 onwards.

SHARE (Sexual Health and Relationships Education programme)

3.16 All non-denominational High Schools in Edinburgh use SHARE as the key resource to deliver the Relationships, Sexual Health and Parenthood aspects of Curriculum for Excellence. SHARE is a programme developed by NHS Health Scotland and the Medical Research Council and available to schools throughout Scotland. Denominational high schools use "Called to Love" in place of these materials.

3.17 NHS Health Scotland is now starting a process of updating these national materials. Children and Families Department will be represented on the strategic group and the writing group for this programme of development and would hope to be able to take learning from our pilot sites into this arena.

3.18 We will be proposing that SHARE revisions to reflect an integrated approach to Risk Taking Behaviours, thereby ensuring our schools (and others throughout Scotland) benefit from national direction and practical solutions on how to deliver a more efficient and integrated health curriculum.

4 Financial Implications

- 4.1 Children and Families currently fund the seminar programme to the extent of £8,500 per annum. Contributions from schools make up the remaining cost. The total annual cost of delivering a Risk Taking Behaviour Seminar to all S4 pupils is estimated to be £31,500. Agreement in principle has been secured from Edinburgh Alcohol and Drug Partnership and NHS Lothian to undertake the Pilot Phase of the Risk Taking Behaviour Seminar (including training and delivery).
- 4.2 Following the Pilot Phase, further funding will be sought from EADP, NHS Lothian and Children and Families Department to deliver this seminar to all S4 pupils in the city's high schools. At that point, the anticipated additional cost to the Department would be in the region of £3,500 to bring the contribution to the work to the same level as the funding requested from partners.

5 Equalities Impact

- 5.1 The development of the policy has been informed and underpinned by an Equalities approach to ensure consistency and appropriateness at all stages. It is suggested that a Rapid Impact Assessment is conducted to ensure that the rollout of any proposed integrated PSE programme does not adversely impact on any specific equalities group. Care and consideration is given at an individual school level to ensure that programme delivery takes account of cultural and religious differences.

6 Environmental Impact

- 6.1 There will be no adverse environmental impact arising from the implementation of this approach.

7 Conclusions

- 7.1 There is an emerging body of evidence that adopting an integrated risk-based approach to the issues of sexual health and relationships and substance misuse is positive and builds the capacity of young people to take increasingly sound decisions. To date this has been substantiated with the anecdotal evidence gathered within the pilot schools. This approach does not negate the importance of good quality, understandable and accessible information which will be central to the Personal and Social Education programmes which are developed as a result of this work.
- 7.2 The feedback from staff and young people themselves on the current seminar programme provides a strong evidence base for further developing this way of working and leads us to our conclusion that the approach merits further development and investment.
- 7.3 Our hope would be that our learning and evaluation can positively influence national developments, for example in the revision and refresh of the SHARE programme and we are keen to maximise this opportunity.

8 Recommendations

- 8.1 It is recommended that the Committee notes the extensive work to date on development of a more consistent approach to sexual health and substance misuse education for children and young people.

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Appendices

- 1 A summary of the key elements of the Risk Taking Behaviours Policy Consultation document
- 2 Key components of the “Comprehensive Approaches” element of the Risk Taking Behaviours approach

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Wards affected All

Single Outcome Agreement Outcomes 4, 6 and 8

Background Papers [Edinburgh and Lothian Sexual Health Strategy and Action Plan 2011 - 2016](#)
[EADP Children, Young People and Families Action Plan 2011 - 2014](#)

4.1 The Rights of the Child

We recognise the rights of children and young people as described by United Nations Convention the Rights of the Child. The Department will uphold these rights and place the best interests of the child at the heart of in all actions concerning children.

4.2 Young People and Risk

The Department acknowledges that risk taking is a normal part of child development and one through which children and young people can learn. However, we recognise that children and young people require support to assess and manage risk in order to avoid or mitigate the unwanted and/or unplanned consequences of risk taking.

4.3 Assessing Risk and Resilience, Strengths and Pressures

When considering our responses to young people's Risk Taking Behaviour the My World Triangle along with the Resilience Matrix will be used to assess the balance of risk and protective factors that exist in a child's life (Appendix 1).

The relationships that professionals develop with young people are key to understanding their needs. We aim to intervene early in the development of problems and, where possible, to address needs within Universal Services.

4.4 Health Inequalities

The Department recognises that certain groups or populations are likely to be disproportionately affected by barriers to health. The Equalities Act (2010) clearly states that advancing equality, eliminating discrimination and fostering good relations is the responsibility of all.

In responding to young people's risk taking behaviours we will adopt an approach of proportionate universalism whereby we focus efforts on young people at risk, although this will not be to the exclusion of universal services. Actions must be universal, but with a scale and intensity that is proportionate to the level of disadvantage.

4.5 Strategic Alignment and Priority Actions

Key strategies will define our priority actions to ensure a focused and efficient use of resources. For the purpose of this policy, these strategies are:

- Edinburgh and Lothian Sexual Health Strategy and Action Plan 2011 - 2016
- [EADP Strategy and Action Plan for Children, Young People and Families 2011 - 2014](#)
- [A Route Map Towards Healthy Weight - Scotland's obesity strategy](#)

4.6 Service Planning

The planning and delivery of services in response to the Continuum of Need will be informed by the Children's Service Model for Edinburgh. Our staged service response will include generic work to build resilience and promote skills that can be applied across multiple risk taking behaviours. This work will be complemented by activities that are specific to the discreet themes of sexual health, substances, food and health, which will often be tailored to explicit and assessed needs.

4.7 Evidence Based Practice

Interventions will be closely aligned to evidence to ensure the effective use of resources.

4.8 Service Delivery**4.8.1 A Multi-Faceted Response**

The Department will continue to strengthen the links between information, education and services through effective partnership working during service planning and delivery.

4.8.2 The Comprehensive Approach

All establishments and teams within the Department will adopt the Comprehensive Approach to address young people's risk taking behaviours. This approach will focus on providing information on reducing risks and delay as well as providing information and support to access

health services. Messages regarding abstinence will be placed within the broader context of the Comprehensive Approach.

4.8.3 *Curriculum for Excellence*

The curriculum provides opportunities to make the link between different risk taking behaviours and health improvement issues such as blood borne viruses, sexual activity, alcohol and drug misuse, smoking and mental health. All establishments and teams, working with partners, should take a holistic approach to promoting health and wellbeing, one that takes account of the stage of growth, development and maturity of each individual, and the social and community context. The [Experiences and Outcomes](#) in [Curriculum for Excellence](#) describe what young people should expect to achieve at each stage and these Experiences and Outcomes are relevant for all learning environments.

4.8.4 *Harm Reduction*

Harm reduction messages will be used within the boarder context of the Comprehensive Approach to minimise the harm associated with risky behaviours. In some cases seeking complete abstinence may not be appropriate or realistic.

4.8.6 *Partnership*

Throughout all work we will build on our partnerships with young people, parents and carers, Third Sector, NHS and emergency services to provide the best services for children and young people and recognise the child at the centre of all our activities.

4.9 Faith and Cultural Perspectives

The Department recognises that the application of harm reduction messages can present challenges within some of our communities. In all environments children and young people will be supported to reflect on a number of perspectives, including faith and cultural perspectives, to inform the development of their own positive values, attitudes and health related choices.

Where a staff member feels unable to meet the needs of a child because of their own faith or cultural beliefs, they should always consider the needs of the child as the priority. If difficulties persist they should discuss the issue with their line manager to ensure the needs of the child are met.

4.10 Self Evaluation

Any work delivered within the context of this policy will be subject to the same self evaluation processes already adopted within the Department. Self evaluation is central to the Department's commitment to continuous improvement.

Appendix 2

Key Messages within a Comprehensive Approach

Our key messages to young people fall into 4 categories:

1. Abstinence messages
2. Delay messages
3. Harm reduction messages
4. Promotion messages

Table 1 describes the relevance of these messages across the key themes of risk taking behaviours and their place within a comprehensive approach.

Theme	Examples of Abstinence messages	Examples of Delay messages	Examples of Harm Reduction messages	Examples of Promotion messages
Alcohol	Abstaining from alcohol will eliminate physical, social, emotional and legal risks associated with your drinking	Delay until after age 18 <u>and</u> until you are ready	Seek appropriate help Reduce amounts drunk Drink in safer environments Drink lower ABV drinks	Enjoy alcohol within recommended guidelines Enjoy alcohol within the confines of the law
Drugs	Abstaining from drugs will eliminate physical, social, emotional and legal risks associated with your drug use	n/a	Seek appropriate help Don't inject Don't share needles Don't mix drugs Take smaller quantities	n/a
Tobacco	Abstaining from smoking will eliminate physical, social, emotional and legal risks associated with your smoking	n/a	Seek appropriate help Smoke fewer cigarettes Use nicotine replacement therapies	n/a
Sex	Abstaining from sex will eliminate physical, social, emotional and legal risks associated with your sexual activity	Delay until after age 16 <u>and</u> in a stable and loving relationship <u>and</u> until you are ready	Seek appropriate help Use condoms Use contraception Avoid penetrative sex	Enjoy sex within a loving relationship Enjoy sex within the confines of the law
Food	n/a	n/a	Seek appropriate help Reduce the frequency of eating foods high in: <ul style="list-style-type: none"> • Fats • Salt • Sugar 	Follow the principles of the Eatwell Plate (Appendix 5) Exercise regularly Enjoy a balanced diet combined with an active lifestyle

These key messages will be delivered in a context where young people are supported to reflect on the impact of their own values and attitudes and the values and attitudes of others. Young people will be encouraged to make informed judgements and choices that make use of the knowledge, skills and attitudes they develop throughout their lives.