

# London Councils' Leaders' Committee

## The London HIV Prevention Programme      Item      5

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**Summary**      This briefing sets out the background to the London HIV Prevention Programme, a summary of programme activity and impact and sets out the basis for renewal of the programme from 2019 onwards.

**Recommendations**      Leaders are asked to –

Note and comment on the impact of the London HIV Prevention Programme.

Endorse the proposal to continue the programme for three years beyond March 2019, including a freeze in the overall programme budget.



# The London HIV Prevention Programme

## Introduction

1. Following the transfer of public health to local government in 2013, London boroughs undertook a comprehensive London HIV Prevention Needs Assessment and options appraisal. This needs assessment highlighted the case for delivering HIV prevention interventions at a London level. In particular, it focussed on interventions where a city-wide approach made sense in terms of ensuring economies of scale in the commissioning and/or delivery of services and ensuring the quality, consistency or reach of the interventions. In 2014, London Councils' Leaders' Committee agreed to establish a pan-London HIV Prevention Programme (LHPP), which would run for three years until March 2017. Subsequently, Leaders' Committee agreed to renew the LHPP for a further two years, commencing in April 2017.
2. The overarching aims of the LHPP are to reduce new HIV infections and increase earlier diagnosis of HIV by:
  - Increasing the uptake of HIV testing
  - Promoting condom use
  - Promoting safer sexual behaviours.
3. These aims are delivered by the LHPP through three key elements:
  - "Do It London" – multimedia communications on HIV for all Londoners, with specific campaigns targeted at the key at-risk groups (MSM and black African communities);
  - condom procurement, promotion and distribution; and
  - targeted outreach via face to face and digital channels.

## HIV in London

4. Figures released in September 2018 confirmed HIV rates are continuing to decline, with a substantial decrease over the past two years. 1,675 people were diagnosed with HIV in London in 2017 compared to 2,090 in 2016. This represents a fall of 21 per cent in 2016-17 in London, compared to the UK-wide decrease of 17 per cent. The number of new diagnoses in 2015

was 2729, meaning London has seen a decrease of 38% between 2015 and 2017.

5. However, in 2016 there were more than 36,000 people in London living with diagnosed HIV, representing 43% of all people living with an HIV diagnosis in England. This number has risen significantly over the past 10 years, from around 25,000 in 2007. The key population groups at greatest risk of HIV infection are men who have sex with men (MSM) and black African communities.
6. While there has been good progress in reducing the prevalence of undiagnosed HIV in London, and reducing the proportion of cases diagnosed at a late stage of infection, there is still more to do. Between 2014 and 2016, 35% of new diagnoses in London were at a late stage of infection, and it is estimated that around 10% of Londoners living with HIV remain undiagnosed. Reducing late diagnoses and reducing the prevalence of undiagnosed HIV has important benefits both in terms of the health of individuals who are HIV positive and in terms of reducing the risk of onward transmission.
7. Finally, based on 2015 data, all boroughs now exceed the threshold for being a “high prevalence” area of 2 cases per 1,000.

### **The LHPP recent campaigns**

8. The fall in new diagnoses suggests that the LHPP focus on testing and protection, alongside improvements in uptake and timely initiation of anti-retroviral therapy and the availability of Pre-Exposure Prophylaxis (PrEP), have been very significant developments in London’s efforts to tackle HIV.
9. In total, since its launch, the ‘Do It London’ campaign has delivered 68 million digital display advert impressions on Londoners’ mobiles, tablets and laptops. It has appeared on at least 30,000 ad panels inside London Underground Tube trains, just over 20,000 ad panels inside London’s buses and nearly 60,000 underground and roadside adverts. Between 2014 and the mid-2018, the free condom distribution scheme issued 5 million free condoms and lube packets to Londoners.

10. The 'Do It Your Way' Combination Prevention campaign was launched in August 2017. The campaign highlighted the number of ways to prevent HIV by giving people a range of choices with the tag line, test-protect-prevent. It was also the first campaign to reference PrEP, timed to coincide with the nation, NHS England-funded IMPACT trial. There was also a reference to the Treatment as Prevention (TasP) message and Undetectable Viral Load as proven methods within the "combination" approach to HIV prevention.
11. The latest 'Do It London' campaign was launched on 2 July 2018 and runs through until the autumn. The message will replicate the previous campaign, as recommended by the evaluation results. New aspects will include short films about each prevention method and continued targeting of hard to reach groups. In the light of London's increase of STIs, condom use will remain a key part of the messaging, as well as promoting testing.
12. In March 2018 LHPP was awarded Campaign of the Year at the Local Government Chronicle Awards.

### **Oversight of the LHPP**

13. The LHPP provides quarterly reports to boroughs via Directors of Public Health. These give detailed information about the activity delivered through the outreach service and testing provision. Bi-monthly updates are circulated and form part of a wider update on sexual health activities, and reports and briefings are also cascaded to sexual health commissioners via the London Association of Directors of Public Health. Post campaign evaluation and analysis reports provide information about the campaign responses and how recommendations from the evaluation process are taken into account when new campaigns are developed. The LHPP commissioners presented an update to London Health and Wellbeing Board Chairs at a Network meeting on 12 October 2017 and London Councils published member briefings in July 2018 and January 2017.
14. The programme engages Londoners directly via the provision of the outreach service, online engagement and condom distribution. Quarterly

reports produced by the commissioned providers give details of service outputs and productivity as well as providing information about the sexual health promotion outreach service and HIV testing in high risk venues and clubs. For Quarter 4 (Jan 2018 - Mar 2018); 120 outreach sessions were carried out with 57 sessions taking place in high risk venues. 15,508 contacts were made receiving a level 1 intervention, which is a brief around testing, condom promotion, knowledge increase and risk reduction. 25% of all clients are from the BAME ethnic backgrounds and 171 MSM received a rapid HIV test.

15. In Quarter 4, a total of 240,216 condoms and 242,600 lubricants were delivered, with 53 venues visited. As part of the programme's outreach interventions with MSM groups, attitudinal and behavioural information is collected in order to gather knowledge around testing behaviours and risk reduction, including STIs and to signpost to other services if needed. This information is also used to inform future campaign strategies.

### **Achieving Value for Money**

16. In 2013, PCTs spent £2.3 million per annum on London HIV prevention activities. Since 2013, London local government has commissioned a more focused and efficient programme of HIV prevention interventions, concentrating on those interventions best delivered at the London level. In recent years, London has seen a significant reduction in the rate of new diagnoses.
17. Funding for the LHPP is based on HIV prevalence per borough, involving contributions ranging from around £2,000 to £113,000 per year. The total income for the programme is £1.080 million per year (2017/2019).
18. As host to the LHPP, Lambeth has delivered a 13% saving in the cost of the programme between 2017/18 and 2018/19, higher than the planned 10% reduction originally envisaged. 95% of income from borough contributions is allocated to fund the contracted services. The overheads for the LHPP, including the legal, financial, procurement and management costs, are absorbed by LB Lambeth 'in-house'.

19. With regard to funding for 2019 – 2022, it is proposed that the programme budget will not change, meaning borough contributions totalling £1,080 million over the period and a real terms reduction once inflation is taken into account. It is the intention to deliver further efficiencies through the re-procurement process, in order to maximise investment/resources going into frontline delivery and the impact of the programme.
20. Lambeth undertakes the commissioning and management of the LHPP on behalf of all participating boroughs, including external contracts with suppliers of services to deliver the programme's various workstreams. In 2014, all LHPP contracts were tendered, in line with public authority and EU procurement regulations, and – in the case of media services – using the government's recommended Crown Commercial Services Framework, to ensure significant savings, competition and value for money. Those contracts were extended (and varied, to achieve savings and refocus outputs, following a 10% overall budget reduction) in 2017 to the March 2019.
21. LHPP services are valued at over £100,000, and therefore require a formal tendering process in accordance with the latest procurement guidelines from the UK Government, the European Union and in line with Lambeth Council's own commissioning processes. In its purchasing, Lambeth Council is committed to transparency, demonstrating the decisions it makes about spending are fair and open, publishing what it spends and with whom it contracts.
22. Subject to confirmation of the budget and extension of the programme to 2022, LB Lambeth will need to undertake analysis of existing contracts, latest epidemiological data and other evidence to determine the most robust approach to ensuring that services are fit for purpose and meet the objectives of the LHPP to 2022. Given the timescale, it may be necessary temporarily to extend current contracts by up six months, in order to ensure service continuity during the re-procurement process.

## **Proposal for 2019 to 2022**

23. It is proposed that the programme be renewed for a further three year period and that the overall programme budget be frozen at the 2017 level (based on a 10% reduction to the 2014 budget). It is envisaged that a three year funding commitment will enable the LHPP to secure a greater level of savings in respect of the re-commissioning of services. This will also provide stability to HIV prevention service delivery during a period of transition, when the PrEP IMPACT Trial (which ends in late 2020) is still on-going, and changes to London's sexual health services as part of the London Sexual Health Transformation Programme and the roll out of the new sexual health e-service bed down.

## **Next steps**

24. Subject to the endorsement of Leaders' Committee, steps will be taken to ensure stability of the LHPP through a full procurement process to deliver the programme between 2019 and 2022. The new programme will incorporate the necessary efficiencies to accommodate a budget freeze and will be specified to take into account the learning from most recent programme evaluation and wider prevention developments, including the PrEP IMPACT Trial.

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## **Financial Implications for London Councils**

There are no financial implications for London Councils resulting from this report.

## **Legal Implications for London Councils**

There are no legal implications for London Councils resulting from this report.

## **Equalities implications for London Councils**

There are no equalities implications for London Councils.