

HEALTHIER COMMUNITIES SELECT COMMITTEE			
Report Title	HIV Care and Support Review implementation		
Key Decision	No	Item No.	4
Ward	All		
Contributors	Adrian Kelly – Commissioning Manager LSL Sexual Health Commissioning team Charles Malcolm-Smith – Deputy Director (Strategy and Organisational Development) Lewisham CCG Ruth Hutt – Consultant in Public Health, London Borough of Lewisham		
Class	Part 1	Date:	28 June 2016

1. Summary

This paper provides an update on the current user consultation on HIV Care and Support Services in Lambeth, Southwark and Lewisham (LSL) which is underway (led by Lambeth Council, on the behalf of all 3 CCGs).

Prior to Public Health transition from Primary Care Trusts to Local Authorities, a comprehensive service review of HIV care and support services was undertaken by LSL Sexual Health Commissioners (hosted by Lambeth PCT) with support from public health colleagues. The findings suggested that the specialist service model was no longer fit for purpose as the natural course of HIV infection had changed so radically since the services were set up. In view of this, the recommendations of the review were to start to mainstream HIV care and support services as part of long term condition management. Many of these service changes are already in train.

As a final component of this work, there are proposed service changes to locally commissioned HIV Care and Support Services, this includes the intention to decommission the Terrence Higgins Trust (THT) advice and advocacy service, the THT counselling service and the Metro First Point service (signposting). Some specialist services will remain including peer support, and non-statutory specialist HIV social work services for families with children that are affected by HIV.

To date, the LSL sexual health commissioning team have carried out targeted user consultation on the proposals. At the point of finalisation of the feedback post consultation, Lewisham CCG will need to consider the feedback received and move to and make a final decision regarding the future of these services.

The original review and associated consultation first came to the committee in 2011, as part of the initial consultation and has been back in 2012 and 2013.

2. Purpose

The purpose of this report is to update the Committee on the final stages of the implementation of the HIV Care and Support review and consultation.

3. Recommendations

The committee is asked:

- To note proposals for redesign and the consultation that has been undertaken to date, led by Lambeth's commissioning team, on behalf of LSL commissioners
- To note the extension of that consultation period for one month to enable further engagement to be undertaken
- To highlight any issues not addressed in the paper for consideration by Lewisham CCG in reaching their decision to implement the changes outlined below following the consultation process.

4. Policy context

- 4.1 The Lewisham Health and Wellbeing Board identified sexual health as one of the 9 priorities for Lewisham.
- 4.2 This paper supports the Sustainable Community Strategy principles of narrowing the gap in outcomes for citizens and Delivering together efficiently, effectively and equitably – ensuring that all citizens have appropriate access to and choice of high-quality local services. It also links to the priority “Healthy, active and enjoyable”

5. Background

- 5.1 Lambeth Council Public Health Commissioning team undertakes the strategic commissioning of all HIV prevention, HIV care and support and sexual health services across Lambeth, Southwark and Lewisham. This includes the following services for which the CCG is the responsible commissioner:
- HIV care and support delivered by voluntary and community sector organisations, currently Terrence Higgins Trust, Metro and Positive Parenting and Children
 - HIV care and support mental health services delivered by SLaM NHS Trust
 - HIV care and support neuro-cognitive in-patient care and rehabilitation delivered by the Mildmay Mission Hospital
 - Abortion services delivered by BPAS and MSI
- 5.2 The team also commission Local Authority sexual health services across Lambeth, Southwark and Lewisham on behalf of all three Councils, for which Lambeth receives a payment from both Southwark and Lewisham Councils.
- 5.3 In 2011 LSL sexual health and HIV commissioners initiated a review of the existing portfolio of HIV care and support services and needs assessment to inform future commissioning intentions. The service review aimed to ensure that LSL provision for HIV care & support would be modernised to reflect the changing needs of people living with HIV in line with the epidemiological changes of HIV and advances of treatment. Updates from this workstream have previously been to HCSC in October 2011 and March 2012, 2013 and as part of signing off the LSL Sexual Health Strategy in 2014.

6. HIV Care and Support Review Overview

- 6.1 The proposed changes to HIV care and support services, on which the three CCGs are consulting, follows the recommendations the Lambeth, Southwark and Lewisham HIV Care and Support review. Final decisions on the proposal for Lewisham will be made by Lewisham CCG following the end of the consultation.

- 6.2 The finding of the original review (which included extensive engagement with providers, service users and wider stakeholders) was that the HIV care and support service model was no longer fit for purpose. The natural course of HIV infection had changed radically since the services were set up. The review identified that the success of HIV treatments meant people with HIV were living longer and healthier lives and that HIV was an episodic condition, much like other long term conditions.
- 6.3 The review determined that people with HIV are best served by ensuring they have better access to mainstream health and social care services rather than being directed down a specialist pathway for all their health and social care needs which leads to fragmentation of care. This in turn would serve to increase HIV awareness in mainstream services and support destigmatising of HIV. This is particularly important in Lambeth, Southwark and Lewisham where HIV prevalence is so high that in an average GP practice each full time equivalent GP would have between 16-30 patients registered with them living with HIV.
- 6.4 To this end, the review recommended decommissioning certain health and social care services including advice and advocacy, counselling and assessment and signposting. The Lambeth, Southwark and Lewisham Sexual Health Strategy (2014-17) committed to delivering on the recommendations of the review and work has been undertaken to ensure the readiness of mainstream services to manage the change in pathways.

7. Implementation to date

- 7.1 Post transition of Public Health into local authorities (since April 2013) the changes recommended in the review have been implemented in a staged way and have included:
- Procuring a new LSL-wide peer support and mentoring service. The new service was procured in 2015 and is delivered by a partnership of local community and voluntary sector organisations.
 - Restructuring, in 2015, the CASCAID mental health service delivered by South London and Maudsley NHS Trust (SLaM).

8. Current proposals under consultation

- 8.1 Lambeth, Southwark and Lewisham are currently consulting on a new service model which will see advice and advocacy and counselling being provided by local non-HIV specialist services and assessment and signposting provided by the peer support service. Currently these services are provided as follows:
- Counselling - Terrence Higgins Trust
 - Advice and Advocacy - Terrence Higgins Trust
 - Assessment and signposting - Metro
- 8.2 The proposed new pathway for counselling and mental health support is:
- CASCAID specialist mental health service at South London & Maudsley (SLaM) NHS Trust will see urgent and complex cases e.g. new diagnosis.
 - Non-urgent cases will go via Improving Access to Psychological Therapies services (IAPT) which is provided in all 3 boroughs by SLaM. Staff in the individual IAPT services will be supported by CASCAID's liaison function.

- 8.3 Within the proposed new pathway people with urgent psychological needs would be seen without delay by the SLAM CASCAID service. All other people living with HIV with non-urgent needs will wait the local IAPT waiting time to access a service. This wait time is governed by a national standard.
- 8.4 The proposed new pathway for advice and advocacy would be:
- Local advice services in each borough provided by the Citizens Advice Bureau will triage the service user and provide a service. If they need to be seen by a more specialist advisor they will be referred onto the appropriate organisation within the local network of advice agencies (eg. law centres). These pathways cover need relating to benefits, immigration, housing, debt, employment and immigration.
 - Support with charitable applications (a significant proportion of the work of THT's advice service) will be provided through the Peer Support and Mentoring Service at Metro across all three boroughs.
- 8.5 The Peer Support and Mentoring service provide assessment and signposting for all people newly diagnosed with HIV. The Peer Support service currently already provides this service and will simply extend their offer.
- 8.6 It should be noted that there is no change proposed to the Positive Parenting and Children's service which provides enhanced specialist HIV social care support (non-statutory) to families affected by HIV.

9. Consultation Process

- 9.1 The current consultation on these proposals commenced on 9th May 2016 and is due to end 28th June, 2016. Healthwatch in each borough have been actively engaged in the process.
- 9.2 User Consultation has included surveys, focus groups, and drop-ins across Lambeth, Lewisham and Southwark. A survey has been made available online (hosted through Lambeth Council website) and hard copies and has been promoted to relevant agencies and service users. Paper copies of the proposals and feedback form have also been available and these have been delivered to HIV treatment centres including the Alexis Clinic at Lewisham Hospital and HIV clinics and Guys and St Thomas's and Kings. An engagement event was held at the Harrison Wing at Guys and St Thomas's hospital.
- 9.3 In addition there have been facilitated engagement events and focus groups with service users across the three boroughs to better understand any potential negative impacts so as to inform the final decision and make recommendations for mitigation where deemed necessary.
- 9.4 As of 10th June 2016, 149 surveys have been completed, of which 27% were Lewisham residents. The consultation period has been extended by a further four weeks to enable further opportunity for feedback and in recognition of the complexity of the commissioning arrangements across three boroughs. The online survey will remain open until 5pm on 29th June.
- 9.5 The demographics of respondents to date are broadly in line with the overall profile of people living with HIV in the 3 boroughs:

Gender	Sexual Orientation	Ethnicity
Male – 62%	Heterosexual -42%	Black/Black British, African – 31% Black/Black British (Caribbean) - 4%
Female – 32%	Gay male – 46%	White (UK) – 31% White Other- 9%
Other/withheld-6%	Other/withheld -12%	Mixed – 5% Others/withheld – 20%

- 9.6 Demographics of participants at engagement events were not formally collected, however these were considered by facilitators of these events to be reflective of those communities most affected by HIV.
- 9.7 At the end of the consultation the findings will be reviewed and a decision will be made by Lewisham CCG on the new model. Should a decision be made to terminate any of the existing contracts in line with the proposals then a three month notice of termination will be provided and a “Succession Plan” will be drawn up in line with the standard contract clauses.
- 9.8 Subject to the outcome of the consultation, transition plans will be developed to ensure clients who access current services, and any new clients wishing to access services in future, are aware of the new pathways. Information and signposting on the new service model would be provided by the peer support service, which currently offers this facility and which will be funded to extend this offer during the transition period.
- 9.9 All non-HIV specialist advice and counselling services (that will meet needs in the new pathway) would be offered additional training on HIV competency delivered by an independent HIV organisation, to ensure they can confidently support people living with HIV. Many have received training on HIV in the recent past and are familiar with working with people with HIV given the local prevalence.
- 9.10 CAB across Lambeth, Southwark and Lewisham can provide training for the peer support service on managing referrals into advice and advocacy services. CAB can also offer a quality assurance programme across the system to measure the performance of the new service model during the first year. CCGs have agreed in principle to fund this. In addition, Lambeth, Southwark and Lewisham would commission a quality assurance programme from an independent HIV organisation to measure the performance of the new service model and pathways across all of the HIV Care and Support system in the three boroughs.
- 9.11 The non-HIV specialist services that form the proposed new pathway are already providing advice and advocacy and counselling services to people living with HIV. The numbers of people who are affected by these proposals are small in comparison to the numbers already being seen by non-HIV specialist services. All mental health and advice services commissioned across Lambeth, Southwark and Lewisham are non-discriminatory of people living with HIV and offer the same standard of quality and access to all sections of our communities and all groups with long term conditions.
- 9.12 A number of voluntary sector organisations affected by the proposals, and those who advocate for people living with HIV, have made representations to the CCG in the consultation period to share their concerns around the loss of the specialist services. There has also been local and national media coverage of the proposals. These views will feed into the consultation report.

10. Financial implications

- 10.1 The services under review are provided by national voluntary sector organisations. The financial contribution from Lewisham CCG to the services under review is:

Terrence Higgins Trust – Advice and Advocacy £47,072

Terrence Higgins Trust – Counselling £32,350

Metro First Point - £45,882

- 10.2 There is inconsistency across LSL on where these budgets are held and which organisation acts as responsible commissioner. This is a legacy of the transition of public health services from PCTs. In Lambeth the council is the responsible commissioner, but in Lewisham and Southwark the CCG is the responsible commissioner. The contracts issued to the providers are joint contracts.

11. Legal implications

Following the outcome of the consultation and final decision there is a three month notice period with the provider.

12. Crime and disorder implications

None

13. Equalities implications

- 13.1 People living with HIV are predominately from groups with protected characteristics including ethnic minority groups and men who identify as gay or bisexual. For this reason these groups are almost exclusively impacted by the proposals outlined in this paper. In view of this, ensuring that there is very good representation from these communities in the consultation has been essential to ensuring it is robust enough to inform decision making.
- 13.2 In 2014, 1,729 adult Lewisham residents received HIV-related care. Among these, 338.5% were white, 39.4% black African and 9.8% black Caribbean and 10.9% are another ethnic group not stated (LASER 2014).

A total of 55 Lewisham residents used the counselling service provided by THT (25 of these were new clients) and 276 Lewisham residents used the advice and advocacy service (excluding those applying for grants). The proposed changes are not considered substantial. The shift of activity to mainstream services is relatively small, the services that will receive these clients in future are confident they can meet demand and therefore the impact on the wider system is expected to be minimal. A profile of the users of the individual services is provided below.

The pattern of usage varies across the services, the counselling service is more heavily used by gay men, the advice service is more heavily used by women and First Point is more reflective of the cohort of people living with HIV.

13.3 Counselling user profile

Gender	Sexual Orientation	Ethnicity
Male – 82%	Heterosexual -24%	Black/Black British, African – 15% Black/Black British (Caribbean) - 6%
Female – 18%	Gay male – 72%	White (UK) – 37% White Other- 31%
Other/withheld-0%	Other/withheld -4%	Mixed – 5% Others/withheld – 6%

13.4 Advice and Advocacy user profile

Gender	Sexual Orientation	Ethnicity
Male – 33%	Heterosexual -50%	Black/Black British, African – 34% Black/Black British (Caribbean) - 10%
Female – 67%	Gay male – 53%	White (UK) – 24% White Other- 16%
Other/withheld-0%	Other/withheld -7%	Mixed – 3% Others/withheld – 13%

13.5 First Point user profile

Gender	Sexual Orientation	Ethnicity
Male – 68%	Heterosexual -48%	Black/Black British, African – 32% Black/Black British (Caribbean) - 7%
Female – 28%	Gay male – 44%	White (UK) – 21% White Other- 15%
Other/withheld-4%	Other/withheld -8%	Mixed – 0% Others/withheld – 23%

14. Environmental implications

None

Background documents and originator

Survey link: <https://www.lambeth.gov.uk/consultations/lambeth-southwark-lewisham-hiv-care-and-support-consultation>