

Report of: Helm Programme Manager

Report to: Chief Information Officer, Leeds City Council

Date: 27th November 2018

Subject: Award a contract to Ripple Foundation C.I.C for support and maintenance of the Person Held Record (PHR)

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. This report details progress relating to the development of Helm, the Leeds Person Held Record (PHR), which seeks to enable Leeds citizens to have access to a more holistic view of their own health and local authority services information. This will enable them to get more actively involved in looking after their own integrated health and care needs. Although take up will be voluntary, this initiative will be innovative and empowering for individuals. The Executive Board have previously given approval to a total spend of £1,800K over three years in relation to the development of this PHR.
2. From January 2019 Helm will be part of the Local Health Care Record Exemplar (LHCRE) programme, which will see this Leeds innovation rolled out across the region. Leadership and technical expertise has been provided by Ripple Foundation C.I.C over the last 12 months, with an aim to going live within this period but the project is currently 6 months delayed.
3. Helm was originally planned to go live in March 2018, however, given the pioneering nature of the project, a number of significant issues arose which have resulted in slippage to this timeline. It was initially intended to take the data required to populate Helm from the Leeds Care Record. Issues relating to the way GP data is stored within that, and significant Information Governance barriers rendered that approach difficult, and it was necessary to spend additional time and resource seeking an alternative feed and configuring the system to work with this. Further delays were encountered as work was carried out with NHS Digital to integrate NHS Citizen ID (NHS login), an online

login solution, with Helm but in the final stages of integration NHS login decided to postpone this process due to the need for a technical solution for Clinical Authorisation, which was not a clear requirement at the start of the process and is not a dependency for the Helm pilot. This resulted in Helm Citizen ID (developed by Ripple Foundation C.I.C) being used until NHS login restarts their integration with Helm. These delays have meant that a number of planned activities started by Ripple Foundation C.I.C could not be completed.

4. There are currently no sufficiently skilled and experienced resources within Leeds City Council or any of its public service partners to provide business and technical capacity or capability required to deliver the remaining activities in the next four months, and pending the procurement process for LHCRE, which is expected to be completed within financial year 2018-19, approval is sought to enter into a contract with Ripple Foundation C.I.C using the negotiated procedure 32.(2)(b) due to the fact that this is the only partner which is able to provide support and development of the PHR within Leeds until LHCRE procurement process is completed.

Recommendations

5. The Chief Digital & Information Officer gives approval to enter into a contract with Ripple Foundation C.I.C using the contract regulation 32.(2)(b) negotiated procedure where the works, supplies or services can be supplied only by a particular economic operator due to absent competition due to technical reasons.

Additional funding is drawn down from the Better Care Fund moneys to support this transition period, as detailed within the body of the report. The LHCRE will be recharged for some aspects of the work which have already taken place and can be deemed to have been more strategic in nature, for the purposes of strengthening the product for work across the wider geography.

1. Purpose of this report

- 1.1 The purpose of this award is to enter into a contract for the interim provision of support and maintenance to Ripple Foundation C.I.C. using the contract regulation 32.(2)(b) negotiated procedure, given the lack of expertise in the field available to deliver the remaining objectives and the scope of outstanding requirements and to ensure support can be provided until this work is commissioned by the Local Health Care Record Exemplars (LHCRE).
- 1.2 This will apply to business and technical services until a partner is appointed as commissioned by the LHCRE programme, the process for which is expected to start in December 2018.

2 Background information

- 2.1 The contract for support and development of the Leeds PHR was initially awarded to Ripple Foundation C.I.C in September 2017, with the intention that the PHR would go live to a small number of initial users in March 2018.

- 2.2 The PHR, now known as Helm, is currently set to go live to a small number of initial users in November 2018. This slippage is due to a number of factors which are covered in full in Section 3.
- 2.3 From January 2018 Helm will form part of the LHCRE programme for Yorkshire and Humberside. Iterations of the record will be rolled out across the wider region over the next three years. This will enable the Leeds PHR to benefit from Helm developments carried out by partners from across the region.

3 Main Issues

Helm was originally planned to go live in March 2018, however, given the pioneering nature of the project, a number of significant issues arose which have resulted in slippage to this timeline. It was initially intended to take the data required to populate Helm from the Leeds Care Record. Issues relating to the way GP data is stored within that, and significant Information Governance barriers rendered that approach difficult, and it was necessary to spend additional time and resource seeking an alternative feed and configuring the system to work with this. Further delays were encountered as work was carried out with NHS Digital to integrate NHS Citizen ID (NHS login) with Helm. NHS login is an online solution for logging into the system using two factor authentication. It was chosen to be piloted with Helm to enable users to access their accounts without having to visit a GP practice to prove their identity. In the final stages of integration NHS login decided to postpone this process due to the need for a technical solution for Clinical Authorisation, which was not a clear requirement at the start of the process and is not a dependency for the Helm pilot. This resulted in Helm Citizen ID (developed by Ripple Foundation C.I.C) being used until NHS login restarts their integration with Helm. Helm Citizen ID is an offline solution which involves GP practice vouching to enable citizens to log into Helm.

Overall these delays meant that a number of planned activities started by Ripple Foundation C.I.C could not be completed:

- Deployment onto UK Cloud
- HSCN Connectivity
- Pen testing remediation and sign off
- Bug fixes identified as part of end to end testing and pen testing
- Data from Primary Care - DDS- API and data validation and testing for 8 practices
- Go-live with baseline functionality including DDS integration and top 3 things
- Go-live with Integration with Hospital for top 3 things
- Troubleshoot bugs from new users
- Rollout increase to 300 users in 4 months across 8 practices
- 1st line support provision via Click4Assistance online feedback submission form
- Investigation and resolution of any high priority bugs via 2nd/ 3rd line support

- 3.1 Furthermore, at the time of the previous reports relating to this contract, it was noted that “At this time, Ripple Foundation C.I.C are the only organisation that can provide the leadership, strategic insight and direction to coordinate all the activity required over the next 12 months. They are also the only organisation who can realistically

develop the market place around the Ripple platform (this will be a clear objective) and undertake the development required of the PHR over the next 12 months.”

- 3.2 At this point, this situation remains the same. The work to develop the marketplace has not yet happened and there are no other organisations who are able to continue the work undertaken so far by Ripple and provide the required level of support, given the current timescales. Therefore it would not be practical to replace them. It is intended in the longer term that Leeds as a city, builds some of its own development resource and collaborates with Small Medium Enterprise's to continue to develop and support this capability as part of LHCRE contract. However at the moment, with LCC pioneering the implementation of the Ripple Foundation's work and leading the development of the PHR, not entering into a contract will result in significant delays to the project and LHCRE objective realisation.
- 3.3 Plans are now in place to open up the opportunity to work with Helm to a wider number of suppliers, with the added incentive that this work will take place across the region. A pre-procurement event is planned for December, with subsequent system training/knowledge transfer to be provided by Ripple and its sub-contractors. As such an approval is sought, to enter into a contract with Ripple Foundation C.I.C due to the lack of any other suitable partners.

4 Consequences if the proposed action is not approved

- 4.1 Not entering into a contact with Ripple Foundation C.I.C would mean that the Helm platform would be unsupported and the remaining activities outlined in section 3.1 would not be delivered, given the current timeframe the marketplace and organisations able to provide the knowledge, experience and skills to progress this initiative are extremely limited.

With LCC pioneering the implementation of the Ripple Foundation's work and leading the development of the PHR, not entering into a contract will result in significant delays to the project and LHCRE objective realisation.

- 4.2 Withdrawing support during the pilot stage roll out would mean that knowledge transfer and training would be disrupted for the future partners of Helm.

5 Corporate considerations

- 5.1 **Consultation and Engagement** - the Leeds PHR programme has been consulted on widely with citizens of Leeds, clinical, business and technical leaders of the city and is part of the Local Digital Roadmap / Leeds plan. Entering into a contract with Ripple Foundation C.I.C, based on the reasons outlined in this report, has been discussed with various stakeholders across the city.

5.2 Equality and diversity / cohesion and integration

- 5.2.1 This initiative is a key part of looking to bridge some of the health inequalities across the city and although optional will empower individuals to take more responsibility for their own health and wellbeing.

5.2.2 Equality Screening and if required an Equality Impact Assessment will be undertaken as the programme develops.

5.3 **Council policies and best council plan**

5.3.1 The Leeds PHR programme is aligned with Health & Wellbeing and Better Lives priorities by supporting improved citizen centred care and promoting self-management.

5.3.2 Citizen access and contribution is recognised as a missing part of the health and social care integration agenda which this initiative will seek to address. The PHR development programme aligns with the Local Digital Roadmap for the City and supports the Health and Wellbeing strategy for the City.

5.3.3 In a national context, this initiative also supports National Information Board (NIB) priorities around self-management and prevention.

5.3.4 Helm is part of the LHCRE bid to be rolled out across Yorkshire and Humber over the next three years.

5.4 **Resources and value for money**

5.4.1 **Full Scheme Estimate**

The anticipated monthly sum to Ripple Foundation C.I.C is £36k for a period whilst ongoing procurement is taking place to secure a longer term support solution. This procurement process is scheduled to start in December 2018, and it is hoped that a new supplier will be in place from April 2019.

Overall funding for the Leeds PHR programme in Year One was £590K, Year Two is £1m, as part of a £1.8M three year programme that has been approved through the Better Care Fund as a fully funded government grant.

5.4.2 **Capital Funding and Cash Flow**

The Better Care Fund has approved a government grant totalling £1.8M across three years with the release of £590K for year one of the programme and £1m released for year two.

5.4.3 **Revenue**

The precise revenue costs of supporting the PHR solution will be determined during its development. 1% of the Leeds population – 7500 active users would see nearly £12M of benefits over 5 years, part of which will be used to fund the ongoing support of the PHR. It should be noted that the efficiencies will be primarily about releasing capacity in the system to take on other priorities rather than making direct financial savings.

5.5 **Legal implications, access to information, and call-in**

5.5.1 A voluntary transparency (VEAT) notice was placed with the Official Journal of the European Union OJEU, and the 10 day period over which any legitimate challenges to allocating this work to Ripple Foundation C.I.C expired with no challenges forthcoming. Therefore the risk of a claim for ineffectiveness being brought is

significantly reduced and would only be successful if the Council had used the negotiated procedure without publication of a notice incorrectly. Furthermore, publishing such a notice started time running for any other potential claim for breach of the Regulations, which must be brought within 30 days of the date that an aggrieved party knew or ought to have known that a breach had occurred.

- 5.5.2 As it is intended to extend the existing arrangement for a time limited period, as a result of project deliverable slippage, it is not thought to be necessary to place a further notice.

6 Conclusions

- 6.1 The project has not progressed as was hoped. Funding is required to take the Leeds iteration of Helm through to the award of the contract to support and develop Helm at a LHCRE level, as part of a wider suite of digital architecture and products.

7 Risk Management

- 7.1 The programme will be delivered through a collaborative approach and the adoption of robust and established programme/project methods that adopt strong Risk and Issue management.
- 7.2 LCC has issued a voluntary transparency notice (VEAT) in order to reduce the risk of claims (setting the contract aside) against a direct award of the contract.

8 Background documents¹

- 8.1 Director of Adults & Health and Resources & Housing Report to Executive Board, 20 September 2017, Delivery of the Leeds Person Held Record (PHR) Programme Report of Head of City Strategy, Architecture and Commissioning to Chief Digital and Information Officer, 21 September 2017, Award Leeds Person Held Record (PHR) initiation and oversight to Ripple Foundation C.I.C

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.