

Report of: Head of City Strategy, Architecture & Commissioning

Report to: Chief Digital & Information Officer

Date: 21st September 2017

Subject: Award Leeds Person Held Record (PHR) initiation and oversight to Ripple Foundation C.I.C Ltd

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of Main Issues

Leeds has a growing reputation for developing digital solutions that support the health and well-being of its citizens. This report outlines a development that will 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 optional, this initiative will be innovative and empowering for individuals.

The Leeds Informatics Board (LIB) have given their support to proceed with a Leeds 'Person Held Record' (PHR) programme with Leeds City Council (LCC) taking the lead on behalf of the wider city.

The technology to be used builds upon the internationally leading work of the Ripple Foundation C.I.C (Community Interest Company), a company initiated by LCC. This work originally started as a Leeds City Council led Ripple Open Source Initiative programme on behalf of the Integration Pioneers across England, following a successful £1.3M NHS England's 'Tech Fund 2' bid.

Recommendations

The Chief Digital & Information Officer gives approval to award a contract to Ripple Foundation C.I.C Ltd in accordance with the negotiated procedure without prior publication of a contract notice in the Official Journal of the European Union OJEU (in accordance with Directive 2004/18/EC) under Regulation 32 of the Public Contracts Regulations 2015. This will apply to business and technical services for a period of 12 months during the initiation period.

1 Purpose of this Report

- 1.1 The purpose of this report is to award a contract to Ripple Foundation C.I.C Ltd in accordance with the negotiated procedure without prior publication of a contract notice in the Official Journal of the European Union OJEU (in accordance with Directive 2004/18/EC) under Regulation 32 of the Public Contracts Regulations 2015. This will apply to business and technical services for a period of 12 months during the initiation period.
- 1.2 This award involves the technical and business leadership to support the development and deployment of the Leeds Person Held Record programme, based on the open platform already established and supported by Ripple Foundation C.I.C.
- 1.3 After this 12 month initiation period, the opportunity for further work to develop the PHR on the open platform technologies will be opened up further to the wider market.

2 Background Information

- 2.1 Leeds has established itself at the forefront of 21st Century health & care delivery. In size and scale, it is a microcosm of the health and care system in England. With a combination of thought leadership, organisational change and leading technology, the city already presents itself as an exemplar for city wide initiatives (also known as 'Place as Platform') and integrated care principally in the form of the Leeds Care Record (LCR).
- 2.2 Ongoing pressures across the health, care and local government sectors across Leeds have resulted in leaders from across the city working together to continue to explore new ways of working.
- 2.3 In line with good practice elsewhere, the informatics leaders have agreed that the time is right to develop a PHR service (Person Held Record - using 'open' principles so that the investment made can be reused by the wider region and across the UK), so that people can take greater control over their own health and wellbeing. This will help prevent health conditions emerging and allow action to be taken to instigate treatments sooner.
- 2.4 Engagement and insight undertaken with Leeds citizens as part of the 'Joined up Leeds' initiative, indicates broad support for a more integrated and consistent view of their information, as well as the ability to contribute information to help inform their health and care needs; hence the need for a PHR has been identified. The Leeds PHR programme will place citizens at the centre of and more in control of their own health and care needs and although optional, this initiative will be innovative and empowering for individuals.
- 2.5 The Leeds PHR will be built upon an open platform (reusable for wider benefit) aligned to the City's open platform principles. This open platform development work originally started as a Leeds City Council led Ripple Open Source initiative programme on behalf of the Integration Pioneers across England, following a successful £1.3M NHS England's "Tech Fund 2" bid. In partnership with LCC, the Ripple Foundation C.I.C was established as the 'not for profit' sustainable entity to take this forward with the wider mission of supporting the adoption of an open platform across Health and Care and developing an ecosystem of organisations able to support and undertake further development of the platform.
- 2.6 LCC will leverage this Open Platform as a key part of delivering the Leeds PHR and will be at the forefront of change across the city in terms of the people, process and technology required to successfully deliver this programme.
- 2.7 Meanwhile, alongside the new service being set up, LCC is looking to establish a new innovation and economic model around this open platform and is keen to promote a community-orientated approach from the start, with specific regard to business, technical and support services.

3 Main Issues

- 3.1 Ripple Foundation C.I.C Ltd was established in partnership with the Council as a 'not for profit' sustainable entity to take forward the adoption of the Ripple open platform across the Health and Care system and the PHR will be built on this platform. The Ripple platform has already been used to develop an open version of an integrated electronic care record.
- 3.2 LCC and the wider city are of the view that the PHR programme will be fundamental in introducing new citizen centric services alongside new business models enabled by means of digital delivery. The Ripple Foundation C.I.C has established itself as a thought leading, 'not for profit' leader in the digital services field across both healthcare and local government sectors with a particular set of experience and expertise in Integrated Digital Care Records and open platforms. As such it is uniquely placed to assist with the initialisation of the PHR programme in Leeds, on the basis that further support and services will be sought from the wider market in due course.
- 3.3 At this time, Ripple Foundation C.I.C Ltd 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.
- 3.4 The three primary open source technologies proposed for the development of the PHR (building on the open Ripple platform) are the leading edge capabilities - PulseTile, Qewd and EtherCIS. Therefore the marketplace and organisations able to provide the leadership, knowledge, experience and skills to progress this initiative is extremely limited at this time.
- 3.5 There are currently not the sufficiently skilled and experienced resources within LCC or any of its public service partners to provide the leadership, business and technical capacity or capability required to deliver the PHR programme using this open platform and these products.
- 3.6 LCC needs to utilise some of the resources that are currently part of the Ripple Foundation to ensure the programme proceeds at pace, whilst encouraging wider reuse by others to help develop and grow this open platform for broader benefit regionally and nationally.
- 3.7 It is intended in the longer term that Leeds as a city, builds some of its own resources and collaborates with SME's to continue to develop and support this capability. However at the moment, with LCC pioneering the implementation of the Ripple Foundation's work and leading the development of the PHR, the best value option in terms of skills, knowledge and continuity is for the Ripple Foundation and a small group of specialist partner SME's to progress this initiative over the next 12 months.
- 3.8 A bespoke or proprietary PHR solution for Leeds would not encourage the establishment of professional, technical and business marketplaces to support the widespread adoption and collaboration around this important established open platform. With the support of Ripple Foundation C.I.C and the open platform they have developed, there is an opportunity for the PHR developed for Leeds to be reusable and shareable by others regionally or nationally.
- 3.9 The open source platform and standards developed by Ripple Foundation C.I.C will be used as the foundation for the PHR and therefore in the interests of expediency and continuity it is viewed that the best value option is to award a contract to Ripple Foundation C.I.C. for the development of the PHR in the initiation stage.
- 3.10 The intention is that after a period of 12 months, the opportunity to continue to develop the PHR on the Ripple Foundation open platform technologies will be opened up further to the wider market for others to participate and contribute.

4 Corporate Considerations

4.1 **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.

4.2 The award of a contract to Ripple Foundation C.I.C Ltd based on the reasons outlined in this report has been discussed with various stakeholders across the city.

4.3 **Equality and Diversity / Cohesion and Integration** – 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.

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

4.4 **Council Policies and City Priorities** – The Leeds PHR programme is aligned with Health & Wellbeing and Better Lives priorities by supporting improved citizen centred care and promoting self-management.

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.

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

4.5 Resources and Value for Money

4.5.1 Full Scheme Estimate

The anticipated direct funding to the Ripple Foundation C.I.C to support Leeds PHR programme over the next 12 months is estimated at £240K. Overall funding for the Leeds PHR programme in Year 1 is £590K as part of a £1.8M three year programme that has been approved through the Better Care Fund as a fully funded government grant.

4.5.2 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 with £240K earmarked for Ripple Foundation C.I.C Ltd to support the initiation of the work.

4.5.3 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.

4.6 Legal Implications, Access to Information and Call In

4.6.1 The estimated total cost of this contact is £240K, hence it is a Significant Operational decision and not subject to call-in. There are no reasons for keeping the contents of this report confidential under the Access to Information Rules.

- 4.6.2 The negotiated procedure is proposed on the basis that competition is absent for technical reasons during the 12 month initiation period.
- 4.6.3 There is the potential risk of challenge from other similar organisations interested in providing these services over the next 12 months. Given the early adoption and maturity of the marketplace surrounding this open platform and for the reasons stated in this report, the risk is deemed to be minimal. Beyond the initial 12 months further development work will be subject to competition.
- 4.6.4 A voluntary transparency (VEAT) notice has been 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 has 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.
- 4.6.5 These comments should be noted by the Chief Digital & Information Officer and in making the final decision they should be satisfied that doing so represents best value and the best option for the Council on behalf of the City.

4.7 Risk Management

- 4.7.1 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.
- 4.7.2 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.

5 Recommendations

- 5.1 The Chief Digital & Information Officer gives approval to award a contract to Ripple Foundation C.I.C Ltd in accordance with the negotiated procedure without prior publication of a contract notice in the Official Journal of the European Union OJEU (in accordance with Directive 2004/18/EC) under Regulation 32 of the Public Contracts Regulations 2015. This will apply to business and technical services for a period of 12 months during the initiation period.

6 Background documents¹

- 6.1 None.

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.