

Transportation Plan

of the

Coastal Valleys Emergency Medical Services Agency

Sonoma, Napa and Mendocino Counties

FY 2001-02

AUTHORITY

Division 2.5, California Health & Safety Code, sections 1787.52, 1797.78, 1797.85, 1797.178, 1797.206, 1797.218, 1797.224, and Title 22, California Code of Regulations, section 100167.

DEFINITIONS

- “Region” means the geographic jurisdiction of the Coastal Valleys EMS Agency (member Counties are Mendocino, Napa & Sonoma).
- “County” means any of the counties that are part of the contractual agreement that forms the Coastal Valleys EMS Agency.
- “Exclusive Operating Area” is an area defined by the local (county) EMS agency, which limits operations to one or more providers of advanced life support (ALS) service.
- “Non Exclusive Operating Area” is an area defined by the local (county) EMS agency, which does not limit the operations to specific providers of advanced life support services.
- “Request for Proposal” or RFP is the document that specifies the requirements for all respondents that wish to bid to provide ALS services to an exclusive operating area.

INTENT

It is the intent of the Coastal Valleys EMS Agency to include ground ALS transportation exclusivity in the EMS Plan. The following EMS Transportation Plan has been developed to comply with the State EMS Authority’s Minimum Standards and Recommended Guidelines 4.19 through 4.22. Because of distinct differences, needs and circumstances of the member counties of Coastal Valleys EMS region, the manner in which the minimum standards for exclusive operating area permits has been addressed has been separated into county specific components.

MINIMUM STANDARDS FOR GROUND AMBULANCE - TRANSPORTATION SERVICES

Minimum standards for ground ambulance and transportation services are addressed in policies and ordinances adopted by each respective member county. Each member county has a permit process for providing ground ambulance services. Each member county has minimum standards policies for personnel, vehicles and equipment. Each member county ensures that private and/or public safety responses are conducted in a coordinated fashion by designated fire and EMS dispatch centers. Each member county utilizes EMD protocols to varying degrees and affected providers adhere to those protocols. The level of ambulance and transportation service provided within the region ranges from Basic Life Support (BLS, EMT) in rural-frontier areas to Limited Advanced Life Support (LALS, EMT-II) in semi-rural-exurban areas to Advanced Life Support (ALS, Paramedic) in urban areas. Critical Care Transport (CCT, RN & EMT a/o Paramedic) is offered as an adjunct service by private providers throughout the region.

Minimum standards common to the three counties within the region include:

- Providers must be available for service calls 24 hours a day, 7 days a week.
- Providers must meet all respective county permit requirements and pay applicable fees.
- Providers must meet all applicable requirements contained within the respective county EMS policy and procedure manuals.
- Providers must participate in a CQI program.
- Providers must participate in a coordinated dispatch and mutual aid system.
- Providers must utilize currently licensed and/or accredited personnel and fully equipped and insured vehicles.

OPTIMAL TRANSPORTATION SYSTEM FOR GROUND AMBULANCE SERVICES

OVERVIEW

Based on the State Standards and Guidelines, ALS ground ambulance services are viewed as the optimal level of service available. While the entire region is not at the ALS level, the development of the transportation system for ground ambulance services within the member counties has steadily evolved for over 25 years from sporadically available volunteer based BLS services to ALS exclusive operating areas.

If the choice facing smaller communities was ALS service or nothing, then large areas of the region (approximately 1200 square miles) would be under served, i.e., no service at all. The balanced results within each member county have produced an extensive first responder system, communications-dispatch system and public and/or private based providers committed to serving their communities and participation in a well orchestrated mutual aid system. These subsystems have formed the foundation for optimal transportation systems that have maximized the available resources and financing. For remote areas of the region (which is over 5500 square miles) BLS providers have either ALS ground providers or ALS EMS aircraft available to back up ALS calls for service. For urban areas of the region, LALS service is still offered with EMT II to Paramedic upgrade courses being developed. Ground ALS service is now available in all urban centers and corridor catchment areas in the region. The following county by county breakdown of the current transportation systems will show many similarities and some unique variations on how to piece together a responsive, 24 hour a day transportation network of emergency ambulance services.

MENDOCINO GROUND AMBULANCE SERVICES

Mendocino County has a blend of ground ambulance providers ranging from BLS in the more rural portions of the county to ALS in the urban core areas. All of Mendocino's ambulance providers provide 24 hour coverage. Sonoma County-based ALS provider Cloverdale Ambulance Service serves the southern entrance to Mendocino County. On the southern coastal portion of Mendocino County, Coast Life Support District serves both Sonoma and Mendocino counties. Between the Coast and Cloverdale response areas, Anderson Valley Ambulance Service, a private nonprofit company, provides BLS response as a minimum and LALS when staffing is available. An ALS air ambulance backs up Anderson Valley. The city of Ukiah is serviced by the city fire department, which maintains an ALS transport capability around the clock. Ukiah Ambulance Service (UAS), a private ALS transportation provider, serves the Ukiah Valley area and the Willits area as below. UAS also backs up the city fire department when it is committed on multiple calls for service.

A private ALS transport provider, Ukiah Ambulance Service, serves the city of Willits. The communities of Covelo, Brooktrails and Elk are served by fire department based BLS ambulance services from each respective community. An ALS air ambulance based in Ukiah backs up all of the BLS fire department based services. The communities of Legget, Piercy and areas west are served by the Southern Humboldt ALS service out of Garberville. The community of Laytonville is served by the fire department which is ALS (SHAR) or LALS depending on staffing. There is also a hospital-based service on the coast - Mendocino Coast Hospital Ambulance Service, which is ALS and serves the towns of Mendocino and Fort Bragg.

NAPA COUNTY GROUND AMBULANCE SERVICES

Napa County's service level ranges from BLS to ALS. In the southern portion of the county Piner Ambulance Service, a private company, provides ground ALS ambulance services. Piner provides ALS ambulance response and transport to the unincorporated areas of the southern portion of the county surrounding, but not including the City of Napa. The area presently being served by Piner's is an exclusive operating area (EOA 2) that was competitively bid for an exclusive operating area by the County of Napa during FY 99-00.

Piner also provides ambulance transport service to the City of Napa in conjunction with the City Fire Department and an established Emergency Medical Dispatch system. The Napa Fire Department provides ALS first response and Piner provides the transportation component. If the transported patient requires ALS services, the Napa Fire paramedic will ride along in the Piner ambulance. Piner also provides ALS back-up services to the City in the event that the Fire Department is committed on multiple calls.

In the northern portion of Napa County (EOA 1), the previous contractor, Mercy-St. Helena Ambulance Service, closed

operations on March 11, 2001. Since the closure of Mercy-St. Helena Ambulance Service, the area is currently being served by Piner Ambulance. This area serves the Cities of St. Helena and Calistoga and also provides the back up and first-in ALS provider for the Angwin area. The EOA 1 area is currently in an RFP process for emergency advanced life support ambulance services.

The Angwin area is served by the Angwin Volunteer Community Ambulance Service which provides BLS service. The State EMS Authority approved a Trial Study for an advanced scope of practice for the Angwin Ambulance Service that began December, 2000.

SONOMA COUNTY GROUND AMBULANCE SERVICES

Sonoma County's service levels range from BLS to CCT, although all operating areas are served by a first out ALS level response. There is an exclusive operating area zone (known as the franchise zone) within the central portion of the county that encompasses the cities of Cotati, Rohnert Park, Santa Rosa and Sebastopol as well as the unincorporated area between and bordering the respective cities (Note: full description contained in the EMS Plan Zone Summary).

The franchise zone was awarded to AMR, effective July 1, 1999 for a period of six years, with two additional extension periods of two years available, subject to negotiation. AMR is the exclusive provider of ALS and emergency ambulance response (as defined by EMD protocols). Subject to County approval, AMR has the ability to subcontract with other entities (first responder agencies, other providers) to enhance the service level capability offered within the franchise zone. AMR has ALS ambulances, ALS Quick Response Vehicles (QRV, ALS equipped and staffed – single medic, in an Explorer type vehicle) and pending ALS first response fire engines (with City of Santa Rosa Fire Department). BLS ambulances may also be utilized for those calls for service that are EMD triaged and assessed by ALS first responders.

There are two community assessment district ALS ambulance services in the county, one serving the city of Cloverdale and the surrounding unincorporated catchment area and the other service operating in the northwest portion of the county along the coast (the district straddles the county line between Sonoma & Mendocino counties-thus also serving the southwest corner of Mendocino County along the coast). Both services provide ALS around the clock and employ BLS back-up ambulances when the primary ALS leaves the respective district on a transport. Both districts are backed by ALS air ambulance services operating in Sonoma and Mendocino counties.

There are two fire protection district ALS ambulance providers (both financed by assessment). One serves the Russian River Valley and is headquartered in Guerneville. The other serves the Bodega Bay area as well as contiguous fire department areas inland from the coast. Bodega Bay Fire also serves portions of northwest Marin County along the coast. Both services provide ALS around the clock and also employ BLS back up ambulances when the primary ALS ambulance is on a transport. Both services are also backed up by ALS air ambulance services.

There are two city fire department based ALS ambulance services, one serving the city of Petaluma, the other the city of Sonoma. Both departments serve an unincorporated response area surrounding the respective cities. Both services run two ALS ambulances around the clock.

There are two private ambulance companies providing ALS response and transportation. Bell's ambulance service area covers the cities of Healdsburg and Windsor as well as the unincorporated areas between and surrounding the respective cities. Bell's provides two ALS ambulances (one for each city) around the clock and one BLS ambulance for transfers. The other private company providing ALS transportation services is Redwood Empire Life Support (RELS).

COMPETITIVE PROCESS TO ENSURE SYSTEM OPTIMIZATION

Both Napa and Sonoma counties utilized the guidelines provided by the State EMS Authority (i.e., EMSA # 141 “Competitive Process for Creating Exclusive Operating Areas”). Both counties submitted final draft RFP documents to the EMSA for approval. Neither of the Exclusive Operating Areas (EOAs) in Napa and Sonoma counties are all encompassing. Both counties have 1797.201 H&SC entities with which positive and cooperative relationships have been forged, hence the customization of the respective EOA boundaries. Both counties encouraged the participation of system stakeholders in defining the components and enhancements of the respective EOA. (Note: while the advisory groups from both counties were instrumental in creating the desirable features within the respective EOA, the groups and/or single members did not participate in the drafting of the respective RFPs). Both counties released and distributed their respective RFP documents to potential providers both within and outside of the region to ensure widespread understanding of the counties’ desire to establish EOA. Both counties held Bidder’s Conferences to ensure that potential bidders’ questions concerning various aspects of the respective RFPs were answered to the satisfaction of the bidders.

Both counties have structured initial fixed contract cycles with the option of extending the contract for multiple, shorter periods of time, based on a continuing evaluation and assessment of the performance of the respective providers. Sonoma County has a performance compliance review focus group in its EMCC that is charged with monitoring the EOA provider’s performance as well as other providers within the system. Both counties’ EMCCs are actively involved in assessing the EMS system needs and overall effectiveness.

GRANDFATHERING OF QUALIFIED PROVIDERS IN EXCLUSIVE OPERATING AREAS

None of the member counties of the Coastal Valleys have elected to exercise the authority granted in 1797.224 H&SC to grandfather providers into EOA within the respective counties.

PROCESS FOR ASSIGNING ROLES TO SYSTEM PARTICIPANTS

System participants are assigned roles in the EOA and non-exclusive operating areas pursuant to local county EMS policies and procedures and agreements between the respective local agencies and the system participant agencies.

MINIMUM STANDARDS FOR GROUND AMBULANCE – TRANSPORTATION SERVICES

EXCLUSIVE OPERATING AREAS

EMS PLAN ZONE SUMMARY

LOCAL EMS AGENCY OR COUNTY NAME:

Coastal Valleys EMS Agency - Sonoma County

AREA OR SUB-AREA (ZONE) NAME OR TITLE:

(Sonoma County) Franchise Zone

NAME OF CURRENT PROVIDER(S):

The current provider of ALS and emergency ground ambulance services in this zone is American Medical Response (AMR), doing business as Sonoma Life Support (SLS).

AREA OR SUB-AREA (ZONE) GEOGRAPHIC DESCRIPTION:

The franchise zone encompasses the cities of Cotati, Rohnert Park, Santa Rosa and Sebastopol and the unincorporated communities of Bellevue, Graton, Hessel, Freestone, Fulton, Larkfield-Wikiup, Rincon Valley, Bennett Valley, Penngrove, Kenwood, Mark West Springs and Roblar-Washoe. The zone also serves the fire districts of Rancho Adobe, Gold Ridge, Rincon Valley, Bennett Valley, Graton and Kenwood. See map attached.

STATEMENT OF EXCLUSIVITY, EXCLUSIVE OR NONEXCLUSIVE (1797.6 H&SC):

The ambulance provider agreement (franchise contract) between the County of Sonoma Department of Health Services and AMR specifies that AMR (dba Sonoma Life Support) is the exclusive operator of ALS ground ambulances and the exclusive provider of ALS and emergency ambulance response within the franchise zone. The contract was effected July 1, 1999.

TYPE OF EXCLUSIVITY:

All emergency ground ambulance, provision of ALS and ALS ground ambulance requests.

METHOD TO ACHIEVE EXCLUSIVITY:

A competitive bid process consisting of preparation and release of an RFP (copy submitted to EMSA), a Bidder's Conference, RFP evaluation panel, tentative selection, and protest period, bid award, litigation, contract negotiations and ratification of the contract by the County BOS.

ATTACHMENT:

Map of EOA 2.

LOCAL EMS AGENCY OR COUNTY NAME:

Coastal Valleys EMS Agency - Napa County

AREA OR SUBAREA (ZONE) NAME OR TITLE:

Exclusive Operating Area 1 (EOA 1).

NAME OF CURRENT PROVIDER:

The previous provider, Mercy-St. Helena Ambulance Service closed operations on March 11, 2001. The area is currently being served on an emergency interim basis by Piner Ambulance Service.

AREA OR SUB-AREA (ZONE) GEOGRAPHIC DESCRIPTION:

The EOA 1 area is located generally north of Yount Mill Road including the communities of Oakville, Rutherford, Deer Park, the Cities of St. Helena and Calistoga, and the Lake Berryessa resorts in the Spanish Flat Area.

STATEMENT OF EXCLUSIVITY:

On August 3, 2001, the County released an RFP for emergency advanced life support ambulance service. In response to the RFP, only one letter of intent to submit a proposal was received (from Piner Ambulance Service). The County is proceeding in a modified manner and has requested specific information from Piner Ambulance Service. It is intended that the County will enter into a contract with Piner Ambulance Service during the fourth quarter of FY 01-02.

METHOD TO ACHIEVE EXCLUSIVITY:

Competitive bid process with contract.

TYPE OF EXCLUSIVITY:

Emergency Advanced Life Support Ambulance Services.

ATTACHMENT:

Map of EOA 1.

LOCAL EMS AGENCY OR COUNTY NAME:

Coastal Valleys EMS Agency - Napa County

AREA OR SUBAREA (ZONE) NAME OR TITLE:

Exclusive Operating Area 2 (EOA 2).

NAME OF CURRENT PROVIDER:

The current provider of Emergency Advanced Life Support Ambulance services is Piner Ambulance Service.

AREA OR SUB-AREA (ZONE) GEOGRAPHIC DESCRIPTION:

The EOA 2 area is located generally south of Yount Mill Road including the communities of the Town of Yountville, the City of American Canyon and the southern designated area of Lake Berryessa, but not including the City of Napa.

STATEMENT OF EXCLUSIVITY:

The agreement between Piner Ambulance Service and the County of Napa is for Emergency Advanced Life Support Services for EOA 2. This agreement was approved by the Napa County Board of Supervisors and was effective on March 1, 2000.

METHOD TO ACHIEVE EXCLUSIVITY:

Competitive bid process with contract.

TYPE OF EXCLUSIVITY:

Emergency Ambulance

ATTACHMENT:

Map of EOA.