



OFFICE OF EMERGENCY MANAGEMENT

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DATE: November 21, 2019

TO: The Board of County Commissioners

FROM: Brian Bovaird, Director of Emergency Management

FOR: Meeting of November 26, 2019

SUBJECT: Application for Licensure of Summit County Ambulance Service from Red, White and Blue Fire District

**BACKGROUND:**

The Board of County Commissioners has designated and delegated the authority to administer the Summit County Emergency Medical Service Rules and Regulations to the Summit County Director of Emergency Management. The Director is authorized to administer and enforce these regulations for the operation and licensing of Ambulance Services in Summit County as the Board deems necessary, to provide for high quality Emergency Medical Services and to ensure compliance with Colorado law, rules, regulations and any resolutions adopted by the Board.

**CURRENT SITUATION:**

On July 1, 2019 Summit Fire & E.M.S. (SFE) and Summit County Ambulance Service (SCAS) merged operations and consolidated their services into a single organization. The formal financial and legal unification will take place on January 1, 2020. The Board of County Commissioners adopted Resolution No. 2019-77, formally revising the Emergency Medical Service Rules and Regulations to reflect the recommendations made by ESCI and operational changes to the system as a whole. As required, new EMS transport licenses are necessary to coincide with overall system changes scheduled for January 1, 2020.

An application for licensure has been submitted by Red, White and Blue Fire District. Mutual Aid agreements are being negotiated with Summit Fire and EMS, Stadium Medical and Flight for Life Colorado to increase transport capacity during the busiest months of the season and help minimize the burden placed on the local EMS response system, as a result of out of county transports. In partnership, both Summit Fire and EMS and Red, White and Blue Fire Districts have apportioned a segment of their respective out-of-county transports to these third party EMS service providers in order to balance the system and provide consistent local services.

In accordance with County Resolution 2019-77, Red White and Blue Fire District has applied for an Ambulance license for 2020. The application has been reviewed and has yielded the following findings as set forth within Section 3.10:

**3.10.1 Name, address and telephone number of the owner of the Ambulance Service.** – This information was provided.

**3.10.2 Name and address and current telephone number of the person who will be in charge of the operation of the Ambulance Service.** – This information was provided.

**3.10.3 Description of the Ambulance(s), including the make, model, year of manufacture, current Colorado state license number, motor vehicle chassis number, length of time the vehicle has been in service.** – All information was provided.

**3.10.4 Location and description of the place or places from which the Ambulance Service will operate.**

RWB District ambulances are operated from the District's stations, as follows. As District ambulances and those of other ambulance service providers within Summit County are deployed within and outside Summit County or are otherwise unavailable, District ambulances may be temporarily positioned at other locations to maximize coverage throughout Summit County.

RWB Medic 4  
Red, White & Blue Fire Station #4  
12965 State Highway 9  
Breckenridge, Co 80424

RWB Medic 5  
Red, White & Blue Fire Station #5  
1999 Ski Hill Road  
Breckenridge, CO 80424

RWB Medic 6  
Red, White & Blue Fire Station #6  
316 North Main Street  
Breckenridge, CO 80424

**3.10.5 Name, address and telephone numbers of the Medical Director to the Ambulance Service.** – All transport agencies will be under the same medical direction provided by U.S. Acute Care Solutions:

W. Peter Vellman, M.D.  
U.S. Acute Care Solutions  
St. Anthony Hospital  
Medical Director PreHospital Services  
11600 West 2<sup>nd</sup> Place  
Lakewood, CO 80228  
303-809-5327

Marc Doucette, M.D.  
U.S. Acute Care Solutions  
St. Anthony Hospital  
Medical Director PreHospital Services

11600 West 2<sup>nd</sup> Place  
Lakewood, CO 80228  
970-668-3300

### **3.10.6 Description of the geographic area(s) proposed to be served.**

The District is located within the Upper Blue Valley of Summit County, Colorado to include the Town of Blue River, Town of Breckenridge, and unincorporated Summit County. The current boundaries of the District are generally defined as the Summit/Park County line to the South, Ten Mile Range to the West, Farmers Korner to the North, and Continental Divide to the East, totaling approximately 126 square miles. Ambulance service will be provided throughout the District's jurisdictional boundaries and the whole of Summit County in coordination with Summit Fire and EMS Authority ("Summit Fire & EMS" or "SFE"). Additionally, Mutual Aid Agreements are underway with Flight for Life Colorado, and Stadium Medical, Inc. (Stadium Medical) to support the system during peak season. The District follows the Automatic Vehicle Location (AVL) protocol recommended by ESCI, and operationalized via the Computer Aided Dispatch System, which ensures that the closest unit will respond to any 911 call, regardless of jurisdiction.

### **3.10.7 Descriptions of the Patient population(s) proposed to be served.**

The District is the primary and initial ambulance service and EMS responder to medical emergencies of the citizens and guests within its jurisdictional boundaries. The District serves a population of 9,627 permanent residents, with a peak tourist population that can swell to more than 50,000 individuals. The District experiences a population influx during seasonal periods of roughly November through April and July through September. The District provides inter-facility transports from Peak 8 First-Aid, Breckenridge Medical Center and High Country Health Care to regional and state-wide definitive care facilities. The District also serves as a partner with Summit Fire & EMS, Flight For Life, and Stadium Medical to serve the remainder of Summit County, and with other ambulance service providers in adjacent counties and state-wide through automatic and mutual aid agreements. Finally, the District collaborates with Summit County Rescue Group to serve patients throughout designated backcountry response areas.

### **3.10.8 Description of the scope of services proposed to be provided by the Applicant including the primary service area for Licensee's operations and their involvement in maintaining countywide response and transport and out-of-county transport coverage.**

The District intends to meet staffing, response time, apparatus and equipment deployment objectives for an Advanced Life Support (ALS) service profile. The standard EMS deployment is one ambulance for both 911 and inter-facility response, with additional resources deployed to traumatic and cardiac arrests. The responding units or incident commander can request additional resources as necessary. The District provides trained paramedics for backcountry response within the District service area at the specific request of the Summit County Rescue Group. During times of high demand for services, the District participates in county-wide ambulance resource and out-of-county transport coverage and as defined in automatic and mutual aid agreements with Summit Fire & EMS. The District creates and maintains a secure patient care report (PCR) for each patient treated or transported. The PCR's are used to document all treatments and medical information of the patients, but also contribute to ongoing quality assurance (QA) and continuous quality improvement (CQI) programs; both internally and in cooperation with all Summit County providers. Finally, the District conducts formal appraisals to determine the effectiveness of the EMS program on an annual basis. The appraisal examines the effectiveness of the

EMS program on meeting the District's goals and objectives using baseline and benchmark criteria. The appraisal analyzes call data, skill validation, cardiac arrest survivability, transports, needs, and plans for the following year.

**3.10.9 Description of the Patient fee schedule/basis proposed to be utilized during the term of the proposed Ambulance License.** – RWB Fire District submitted the proposed fee schedule, which is identical to that of all agencies. This ensures that a patient who is picked up by one particular transport agency is not charged something different than a patient transported by another agency.

**3.10.10 List of all Emergency Medical Service providers who may be called upon to respond to an emergency with the Ambulance Service shall be kept on file by the Licensee.** This requirement was met.

**3.10.11 Proof of insurance as required, below, in Section 4.5 of these Regulations**  
This requirement was met.

**3.10.12 A statement that Protocols adopted by the Ambulance Service in accordance with standards approved by the Ambulance Service's Medical Director are on file at a specific location and available for inspection upon request.** – This statement was included in the application.

**3.10.13 A current copy of the Ambulance Service's training standards in accordance with the requirements approved by the Ambulance Service's Medical Director.** –  
All District Providers are required, at minimum, to be Colorado State Emergency Medical Technician - Basic (EMT-B) certified. New hires to the District are required to complete the EMS Field Training and Evaluation Program (FTEP), cooperatively developed by the Summit County EMS Advisory Group (EMSAG) and endorsed by the District's Medical Director. The FTEP training manual is on file and available for inspection upon request or online at:  
<https://sites.google.com/rwbfire.org/hctc/ems-portal>  
State certification is based on successful completion of training and practical testing requirements as set forth by the Colorado Pre-Hospital Care Program through the Colorado Department of Public Health and Environment (CDPHE). Certification is a 3-year renewal cycle. Recertification requirements may be obtained either through continuing education hours or refresher courses offered by CDPHE approved regional training sites.

**3.10.14 If the Applicant is a governmental or quasi-governmental entity, a copy of the Applicant's service plan or other legal authority to operate an Ambulance Service.** – This requirement was met.

**3.10.15 Attestation by the Medical Director of willingness to provide medical oversight and the quality management program contemplated by Part 9, Article 3.5, Title 25, C.R.S.,** - Attestation was provided.

**3.10.16 Operational protocols ensuring the Ambulance Service's participation in a cooperative and consistent Ambulance Service rotation for IFT's and out-of-county transports between Licensees in the existing EMS System, unless otherwise agreed to by the Board.** – The District has adopted a Standard Operating Guideline (SOG) regarding automatic and mutual aid within Summit County. The purpose of the SOG is for the District to provide a professional and efficient response to

assist other public safety agencies within Summit County and the State of Colorado. Through the procedures outlined in the SOG, the District is able to ensure its participation in inter-facility and out-of-county transports; managed and executed cooperatively and consistently between all stakeholders and licensees in the EMS system. The District and Summit Fire & EMS have also agreed to an Automatic and Mutual Aid Agreement and Billing and Collection Services Agreement, specifically outlining ambulance service relationships, replacing prior agreements between both agencies. Specifically related to out-of-County patient transports (“OOCs”) and in concurrence with this application, the District anticipates the County’s consideration of partnerships from Summit Fire & EMS, Stadium Medical, and at a future date, Flight for Life. To manage the demand for OOCs while maintaining appropriate service levels, the District, Summit Fire & EMS, and Stadium Medical are committed to a plan that calls for Stadium Medical to assist with the OOC demand during peak activity periods. To provide Stadium Medical with sufficient revenue to assist with OOCs for both the Summit Fire & EMS and the District, the District will allow Stadium Medical assume a portion of OOC transports from Breckenridge Medical Center during peak times of the ski season. The District will assume additional 911 patient transport obligations within its District previously serviced by Summit County Ambulance Service. This arrangement may be limited to 2020, as discussions continue with Flight for Life for utilization of their resources in 2021 and beyond to assist Summit Fire & EMS and the District.

**3.10.17 A report on progress regarding implementation of procedures designed to achieve the System Improvement Goals identified in the *ESCI Operational Analysis of the EMS Delivery System in Summit County dated August 2018*.**

As of the submission of this Application, the District has “met” or “partially met” eleven of the thirteen System Improvement Goals identified in the ESCI Operational Analysis, as detailed below. The District continues to actively pursue improvements associated with Goals B-1, B-2 and C-4, while periodically reviewing any future opportunities related to Goal C-5.

: Medic Unit Deployment		
: Medical Direction		
		<i>p.164</i>
		<i>CQI Steering, IFT Group</i>
		<i>CAAS Accreditation site visit scheduled 12/16-17/2019</i>
		<i>SafetyPad ePCR</i>

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**3.10.18 A copy of all proposed mutual aid agreements between Licensee and other entities.** – Mutual Aid agreements are underway, but have not yet been finalized. According to Chief Jim Keating, “We do understand that we will need to have a mutual aid agreement with Stadium starting 1/01/20 and will make that happen. We are here to support what is necessary to keep the system effectively operational as all the changes are implemented into the system.”

**3.10.19 Such other information as the Director or Board may require in its consideration of the subject application.** No additional information was required from the Director of Emergency Management.

According to the Emergency Medical Service Rules and Regulations, Section 3.11, Ambulance Service Licenses – Approval, “ The Board, in consideration of the advice of the Director and the EMS Board, may approve applications for Ambulance Service Licenses upon making a determination that (i) Applicant meets all requirements of law, (ii) approval is necessary and in the best interest of the public health, welfare and safety, (iii) Applicant meets all requirements of Section 4 and (iv) approval of the subject application would not adversely affect the then-existing EMS System. In making a determination that approval of the subject application for an Ambulance Service License would not adversely affect the then existing EMS System, the Board shall consider the following:

- 3.11.1** Whether Applicant’s staff, equipment and vehicles demonstrates compliance, and/or plans for compliance, with applicable provisions of these Regulations, the current E.M.S. Act and the rules pertaining to provision of Emergency Medical Services promulgated by the Colorado Department of Public Health and Environment, all as amended, and;
- 3.11.2** Probable effect of approval on the provision of quality coordinated patient care countywide, and;
- 3.11.3** Probable economic impact of approval on components of the existing EMS System, and;
- 3.11.4** Whether Applicant’s plans for integration of services within the existing EMS System are adequate.

Upon review of the submitted application from Red, White and Blue Fire District, the Director of Emergency Management recommends that the Board of County Commissioner finds:

The applicant met all of the requirements of the law. Approval of the application is necessary and in the best interest of the public health, welfare and safety. The application meets all of the requirements of Section 4. And, approval of the application would not adversely affect the existing EMS System as evidenced by:

The applicant’s staff, equipment and vehicles demonstrate compliance, and/or plans for compliance, with applicable provisions of the EMS Regulations, the current E.M.S. Act and the rules pertaining to provision of Emergency Medical Services promulgated by the Colorado Department of

Public Health and Environment, all as amended.

Approval of the license application will result in consistent or improved patient care and service delivery, county wide, due to increased capacity, greater coordination between all transport agencies and St. Anthony Summit Medical Center, uniform medical direction across all transport agencies and expressed intent of each agency to work and train collaboratively for a superior county wide system.

The economic impact of approval of the licenses, while not certain, has been weighed and considered by the District. Each Transport Agency has agreed to forego some potential revenue in order to increase capacity and improve response for residents and visitors in Summit County. According to historical data and the projections made by E.S.C.I. during an extensive evaluation, it is unlikely that the local EMS system will ever operate in the black without the support of additional tax payer dollars. Despite this, each agency has expressed a commitment to responsible stewardship of all public and private funding, with an eye on efficiencies without compromising quality.

The applicant's plan for integration of services within the EMS system is more than adequate, and will ideally lead to even greater cooperation and coordination of services in Summit County.

**STAFF RECOMMENDATION:**

The EMS Board is meeting on Friday, November 22, 2019 to vote on recommendations for the license applications for Red, White and Blue Fire District and Summit Fire and EMS. They will vote electronically on the Flight For Life Colorado application by Monday, November 25<sup>th</sup>, 2019.

The Director respectfully recommends that the attached request for EMS transport license be approved by the BOCC.

Attachments:

- Ambulance Service License Application 2020
- 2020 EMS Inspection Certificates
- 2020 Ambulance Operating Permits (for signature)