

**PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS**

Item C

WORKSHOP SUMMARY

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Meeting Date: August 27, 2024

Department: Public Safety

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I. EXECUTIVE BRIEF

Title: Emergency Medical Services Secondary Certificate of Public Convenience and Necessity (COPCN) Update

Summary: The purpose of this workshop is to provide a three-year update to the Board of County Commissioners (BCC) on the performance of the current Secondary COPCN holders which are Atlantic/Palm Beach Ambulance, Inc. d/b/a American Medical Response (AMR), Medics Ambulance Service, Inc. (Medics), and Health Care District of Palm Beach County (HCDPBC). On July 1, 2021, these companies were licensed to provide secondary Advanced Life Support (ALS) transport services and ALS/Basic Life Support (BLS) Inter-facility transport services in Palm Beach County until June 30, 2027. At the June 15, 2021 BCC meeting, the BCC requested that within three years from the COPCN start date of July 1, 2021, a decision to whether there was a public safety need for additional Secondary COPCN providers in Palm Beach County would be reevaluated. In order to ensure that Palm Beach County is providing its residents with quality EMS services, determination must be made on whether the EMS Ordinance's six (6) year licensing timeline needs to amended/ revised to allow for additional Secondary ALS Transport Services and ALS/BLS Inter-Facility Transport Services. **Countywide** (SB)

Background and Policy Issues: In accordance with Palm Beach County Code, Chapter 13, Article II, EMS Ordinance, any agency desiring to provide secondary ALS transport services and ALS/ BLS Inter-facility transport services must submit an application to the County and meet the requirements for issuance of a COPCN. Applications for secondary provider COPCNs are issued every six (6) years for a six-year term. Since 2000, AMR and Medics (owned by the same parent company) have been the recipient of the secondary provider COPCNs in Palm Beach County, which expire June 30, 2027. For the current period, seven (7) applications for secondary provider COPCNs were received. The EMS Ordinance Administrator's responsibilities include reviewing the applications for compliance with the EMS Ordinance application requirements, consideration of the need for the proposed service in the requested area, and preparing a report with recommendations for the EMS Advisory Council (Council).

Background and Policy Issues: Continued on Page 3

Attachments: Presentation

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Recommended By: Ngce Chau for Stephanie Seinocha 7/24/24
Department Director Date

Approved By: [Signature] 8/2/24
Assistant County Administrator Date

FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact

Fiscal Years	<u>2024</u>	<u>2025</u>	<u>2026</u>	<u>2027</u>	<u>2028</u>
Personal Services	_____	_____	_____	_____	_____
Operating Costs	_____	_____	_____	_____	_____
Capital Expenditures	_____	_____	_____	_____	_____
External Revenues	_____	_____	_____	_____	_____
Program Income (County)	_____	_____	_____	_____	_____
In-Kind Match (County)	_____	_____	_____	_____	_____
Net Fiscal Impact	*	_____	_____	_____	_____

ADDITIONAL FTE

POSITIONS (Cumulative)	0	0	0	0	0
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Is Item Included In Current Budget? Yes _____ No _____
 Is this item using Federal Funds? Yes _____ No _____
 Is this item using State Funds? Yes _____ No _____

Budget Account Exp No: Fund _____ Dept. _____ Unit _____ Obj. _____ Prog. _____
 Rev No: Fund _____ Dept. _____ Unit _____ Rev. _____ Prog. _____

B. Recommended Sources of Funds/Summary of Fiscal Impact:

*There is no fiscal impact associated with this agenda item.

C. Departmental Fiscal Review: Myra Chen 7/24/24

III. REVIEW COMMENTS

A. OFMB Fiscal and/or Contract Dev. and Control Comments:

Lisa Moya 7/25/24
 OFMB
 QA 7/25
 V.S 7/25

Brenda MacMillan 7/30/24
 Contract Administration
 7/30/24

B. Legal Sufficiency:

Paul Bui 7/31/24
 Assistant County Attorney

C. Other Department Review:

 Department Director

This summary is not to be used as a basis for payment.

Background and Policy Issues: Consideration of the need for the proposed services was primarily based on data collected from the current service providers for a 2-year period, survey information, and input and data collected from a number of local hospitals who are the primary users of the service. The initial Administrator's report included the following: **1)** Approval of secondary provider COPCNs to AMR, Medics, and the HCDPBC (with conditions); and **2)** Denial of secondary provider COPCNs to All County Ambulance, Century Ambulance Service, Inc., National Health Transport, Inc., and Rapid Response Medical Transportation LLC for not finding convincing evidence there was a need for the proposed service offered. Furthermore, National Health Transport, Inc. and Rapid Response Medical Transportation, LLC failed to meet the EMS Ordinance application requirements which also supports denial of their applications. The Administrator's report with the recommendations on all applications was subsequently submitted to the Council for their review and recommendations. On May 13, 2021, the Council reviewed the Administrator's report on all seven (7) applications and heard oral presentations from each company. Out of the 17 Council members voting, the Council voted to recommend approval of four (4) secondary provider COPCN applications to the BCC with the votes as follows:

1. AMR (17 - yes, 0 - no)
2. Medics (17 - yes, 0 - no)
3. HCDPBC (17 - yes, 0 - no)
4. All County Ambulance (10 - yes, 7 - no)

The Council voted to recommend denial of three (3) secondary provider COPCN applications to the BCC with the votes as follows:

1. Century Ambulance Service, Inc. (8 - yes, 9 - no),
2. National Health Transport, Inc. (1 - yes, 16 - no)
3. Rapid Response Medical Transportation LLC (0 - yes, 17 - no)

At the EMS Council meeting, several Council members from the hospitals expressed concerns regarding delayed response times from the current providers. Therefore, the Administrator held discussions with the hospital Chief Executive Officers (CEO) for additional input and to gain a better understanding of the issues as well as conducted further research with the hospitals. Based on the additional data gathered along with supporting arguments by the hospital CEO's on the need for additional providers, the Administrator supported the Council's recommendation of approving the (4) secondary provider COPCN applications and denying (3) secondary provider COPCN applications as referenced in the motion and title of this agenda item.

The BCC meeting on June 15, 2021 approved the following Secondary Service Provider Emergency Medical Service (EMS) COPCN for the period July 1, 2021 through June 30, 2027:

1. American Medical Response (AMR)
2. Medics Ambulance Service, Inc. (Medics)
3. Health Care District of Palm Beach County (HCDPBC) (with conditions)

The BCC denied the following Secondary Service Provider EMS COPCN for the period July 1, 2021 through June 30, 2027:

1. All County Ambulance
2. Century Ambulance Service, Inc.
3. National Health Transport, Inc.
4. Rapid Response Medical Transportation, LLC

Emergency Medical Services Secondary Certificate of Public Convenience and Necessity Update

Board of County Commissioners
Meeting August 27, 2024

Palm Beach County Public Safety Department

- Todd Bonlarron, Assistant County Administrator
- Stephanie Sejnoha, Public Safety Department Director
- Mary Blakeney, Emergency Management Division Director
- Lee Moultrie, Emergency Program Coordinator
- Chief James Ippolito, Deputy Fire Chief Palm Beach Gardens Fire Rescue



Recap of BCC Meeting From June 15, 2021



Secondary COPCNs Recommended to the BCC

- A. **Approve** the following Secondary Service Provider Emergency Medical Service (EMS) Certificates of Public Convenience and Necessity (COPCNs) for the period July 1, 2021 through June 30, 2027 :
 - 1. American Medical Response (AMR)
 - 2. Medics Ambulance Service, Inc. (Medics)
 - 3. *Health Care District of Palm Beach County (HCDPBC) (with conditions)
 - 4. *MCT Express, Inc. d/b/a All County Ambulance

- B. **Deny** the following that was not recommended by the EMS Advisory Council:
 - 1. Century Ambulance Service, Inc.

- C. **Deny** the following that did not meet the EMS Ordinance application requirements and were not recommended by the EMS Advisory Council:
 - 1. National Health Transport, Inc.
 - 2. Rapid Response Medical Transportation, LLC

* New COPCNs



Secondary COPCNs Approved by BCC

On June 15, 2021, the BCC approved the following Secondary Service Provider Emergency Medical Services Certificate of Public Convenience and Necessity for the period July 1, 2021 through June 30, 2027:

- 1) American Medical Response (AMR)
 - Service area to include all of Palm Beach County.
- 2) Medics Ambulance Service, Inc.
 - Service area to include all of Palm Beach County.
- 3) Health Care District of Palm Beach County (with conditions)
 - Service area is limited to HCDPBC patients needing transports from Lakeside Medical Center to other HCDPBC facilities and specialized treatment centers and HCDPBC patients needing transports to and from the JFK North Addiction Stabilization Unit within Palm Beach County.

Secondary COPCNs Denied by BCC

On June 15, 2021, the BCC Denied the following Secondary Service Provider Emergency Medical Services Certificate of Public Convenience and Necessity for the period July 1, 2021 through June 30, 2027:

1. MCT Express, Inc. d/b/a All County Ambulance
2. Century Ambulance Service, Inc.
3. National Health Transport, Inc.
4. Rapid Response Medical Transportation, LLC



June 15, 2021 BCC Direction

- Capture better data from hospitals. All commissioners wanted to see a better data collection process for hospitals before willing to embrace adding more COPCN holders.
- BCC has the discretion to come back within 3 years to re-evaluate the EMS public safety needs of the county based on hospital concerns and population growth.
- Any changes made to COPCN process would require an ordinance revision.

Additional Efforts

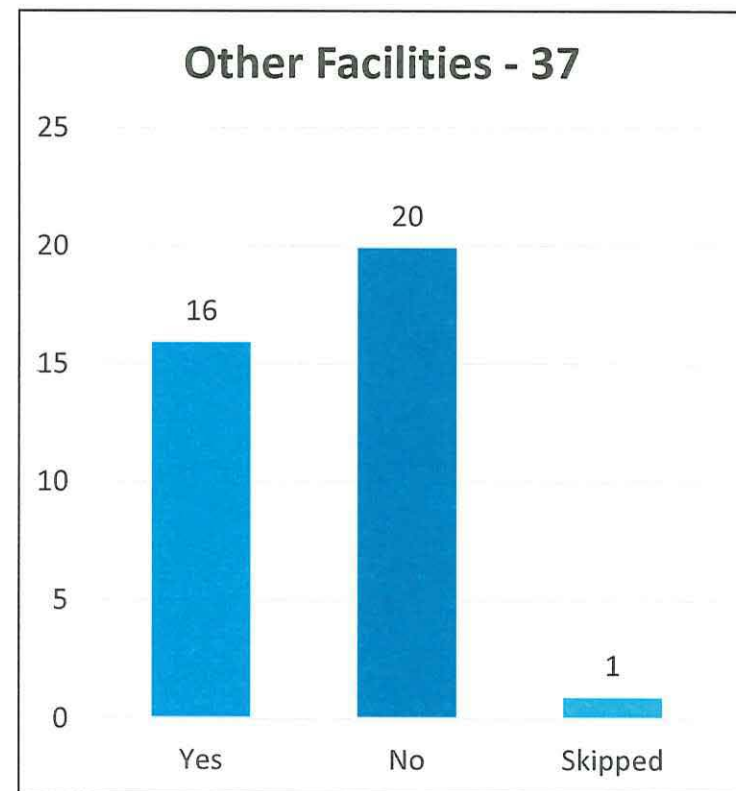
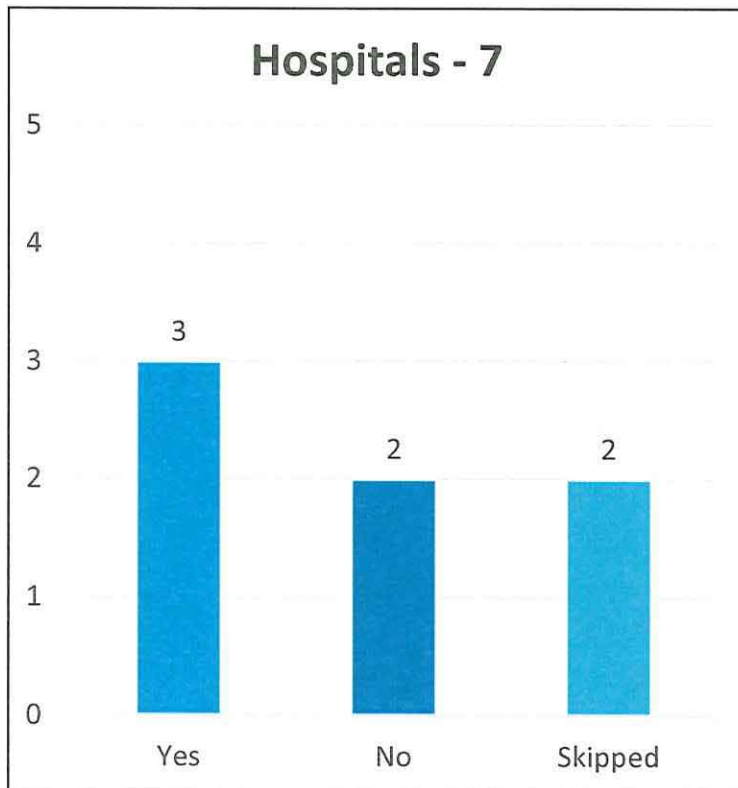
- 1) Conducted a follow up survey with 16 Hospitals and 288 Assisted Living Facilities and Nursing Homes
- 2) Met with all hospital CEOs to determine whether needs were being met.
- 3) Requested data again from all hospitals and providers for the period January 2023 through December 2023 for inter-facility transports. Received the following:
 - a) Palms West
 - b) JFK Medical Center
 - c) JFK Medical Center North
- 4) Developed an Ordinance Revision Subcommittee of the EMS Advisory Council.

Survey to COPCN Users

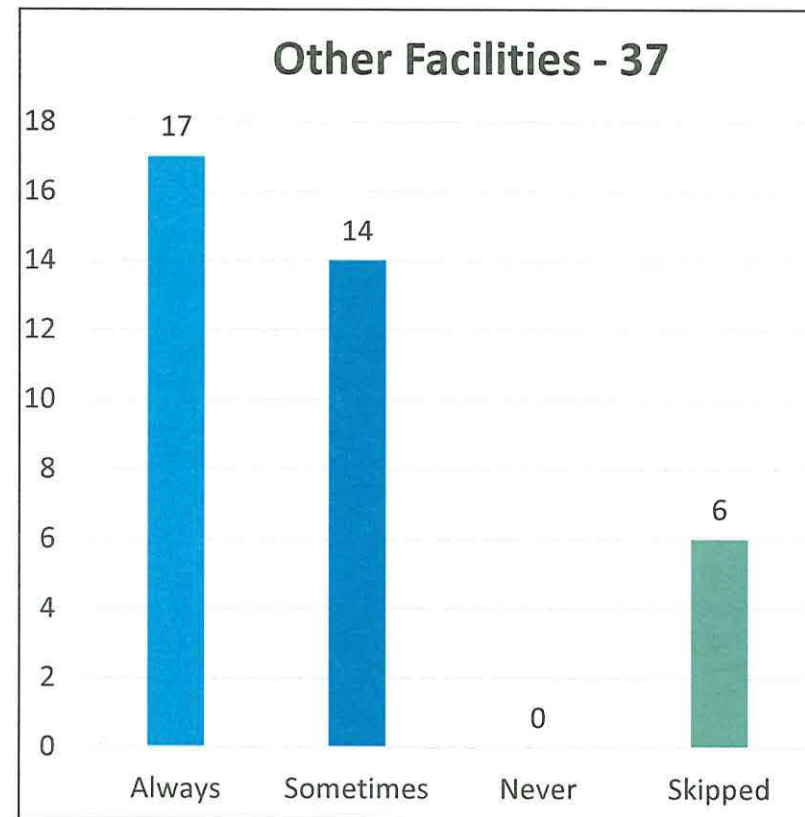
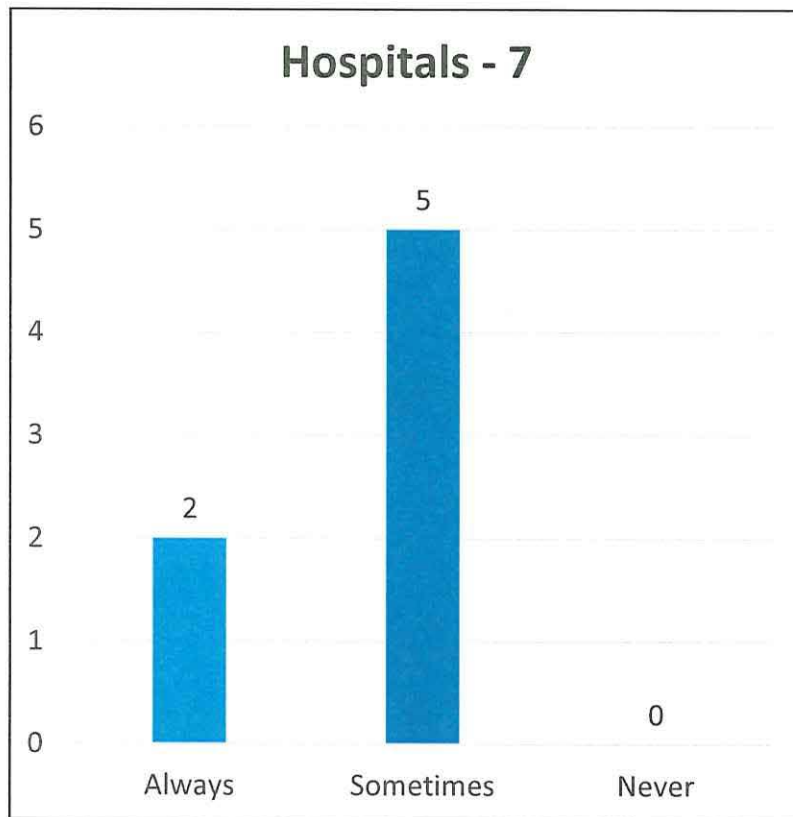
- Survey sent to 288 Assisted Living Facilities and Nursing Homes and 16 Hospitals
- Survey Questions:
 - Do you want more providers?
 - Are needs being met?
 - Do you want to replace current provider?
 - What is your average response times?
- Total of 44 responses -
 - 7 (43%) – Hospitals
 - 37 (13%) – Other Facilities (i.e. ALFs/NH)

* The results of the survey were insufficient and required further analysis*

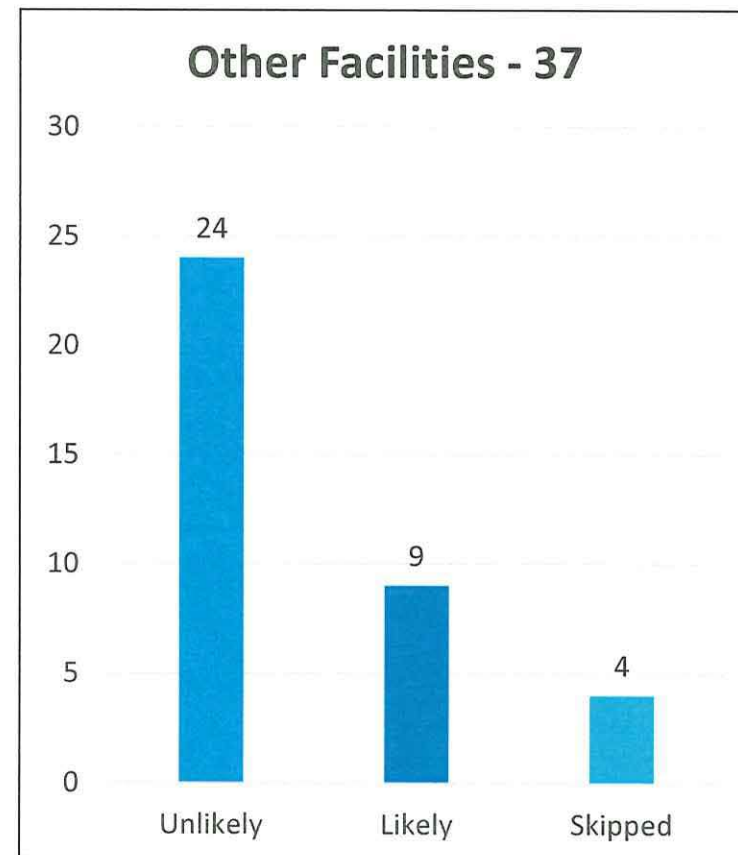
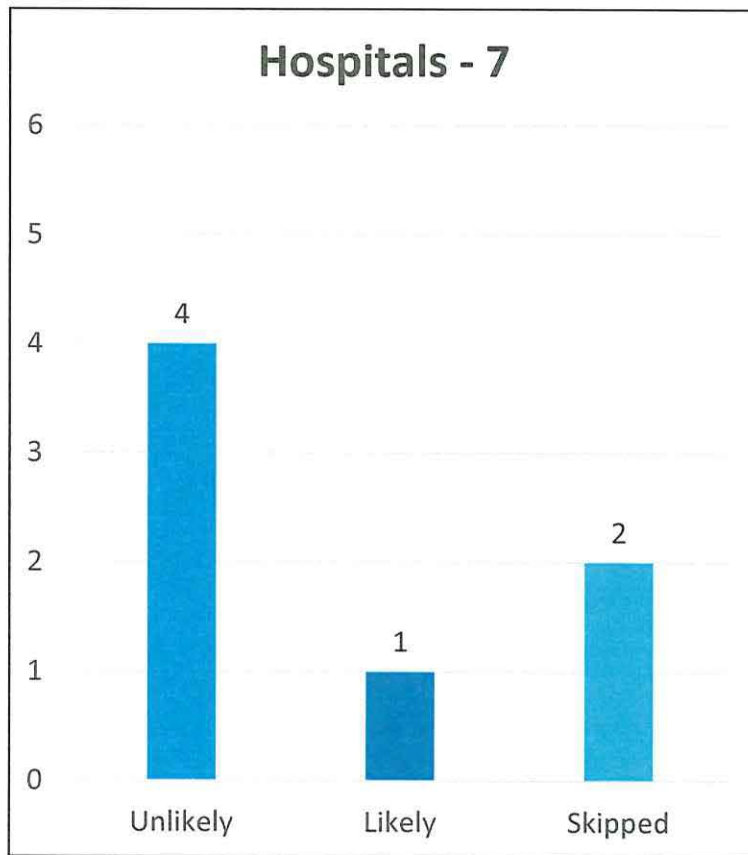
Survey Findings - Do you want more providers?



Survey Findings – Are needs being met?

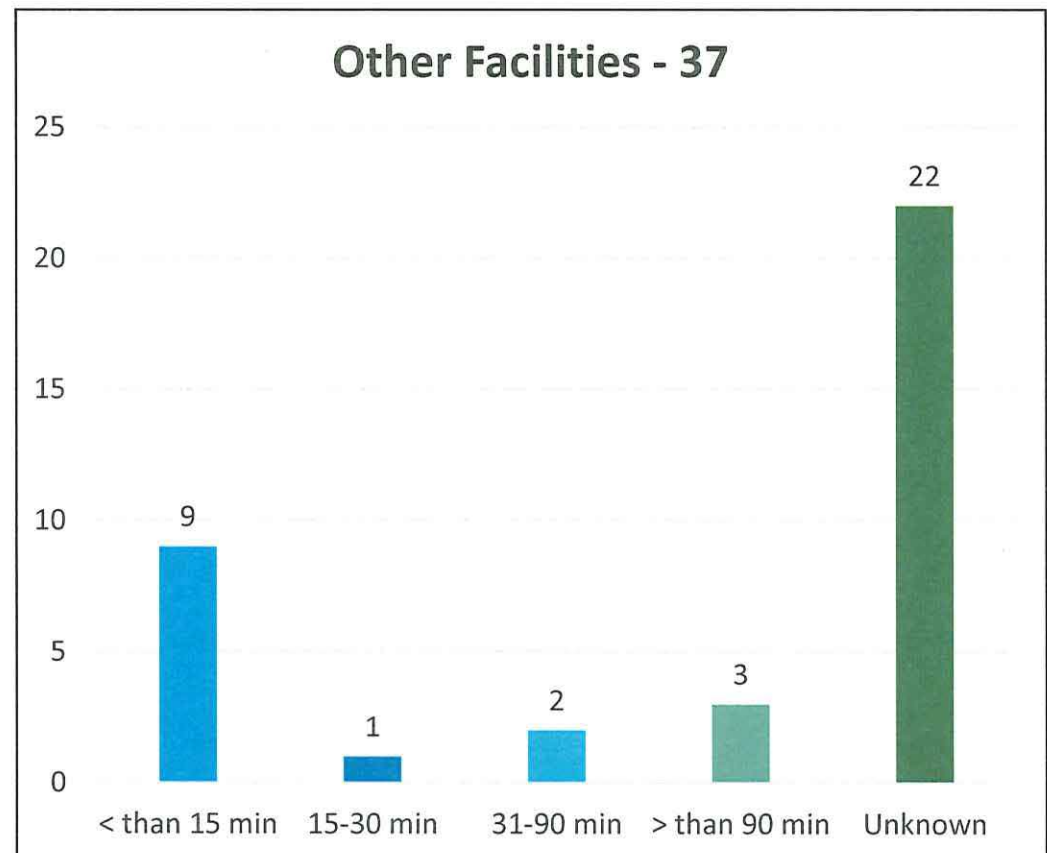
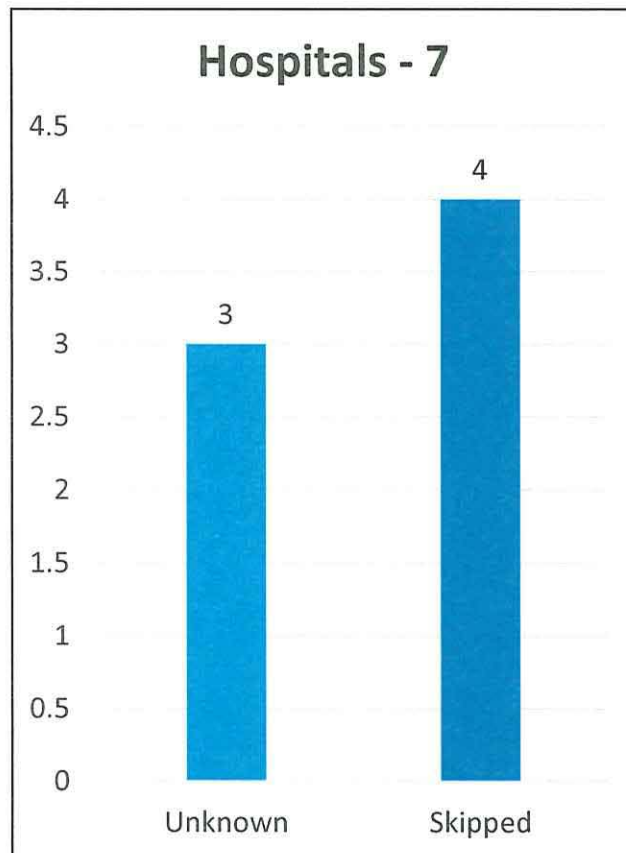


Survey Findings – Do you want to replace current provider?



Survey Findings –

What is your average response times for April 2023?

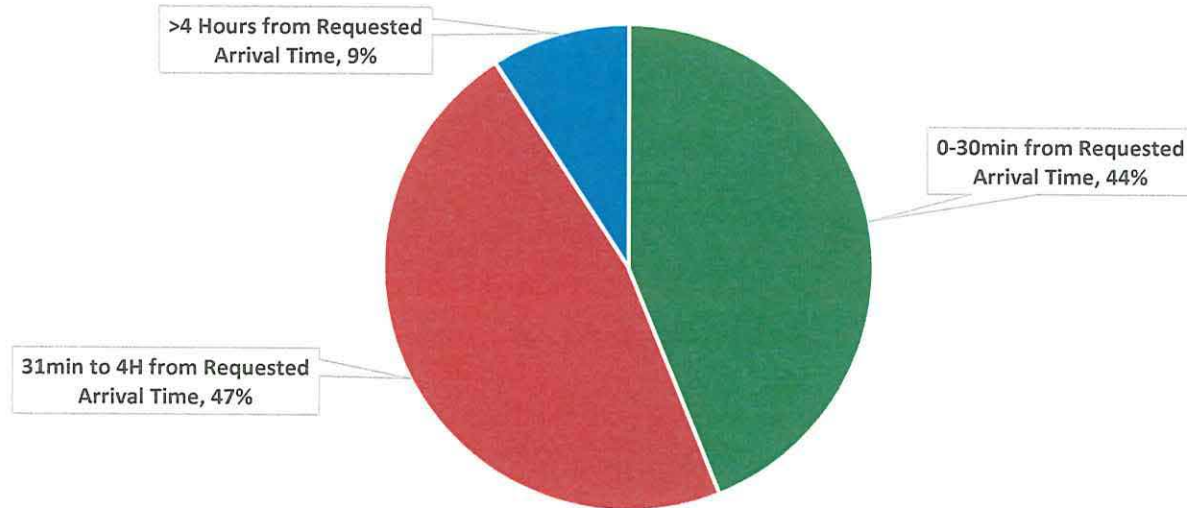


Hospital Feedback

- Expressed concerns on delayed response times and the need for more providers.
- Additional providers would drive competition.
- Needing more than 1 ambulance provider is like needing more than 1 hospital.
- With a growing population and healthcare system demands, an additional provider is needed.
- Current providers are not able to meet the demands of the initial requested time of arrival and have no other choice but to agree to an Estimated Time of Arrival provided.
- Having only 1 provider does not allow options for other availability.
- Constant delays effect hospital throughput.

Data Received – Hospitals Palms West, JFK, and JFK North

Requested Time of Arrival Compared to Estimated Time of Arrival



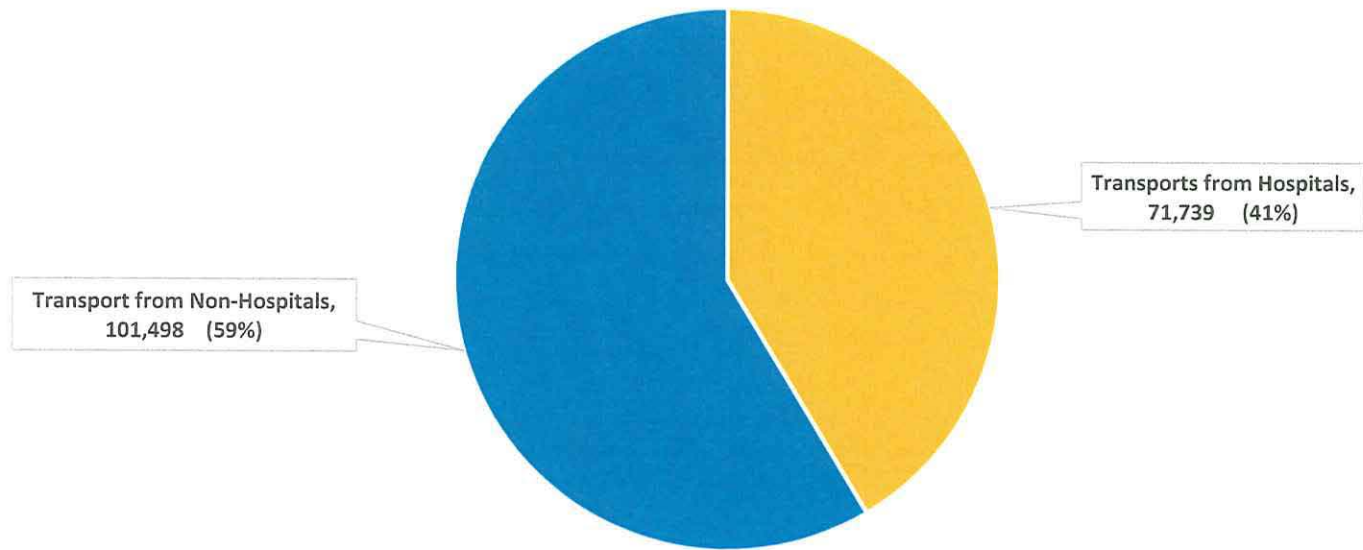
January 2023 – December 2023 Completed Transports	0-30min from Requested Arrival Time	31min to 4H from Requested Arrival Time	>4 Hours from Requested Arrival Time
1,374	594	654	126

Monthly Response Time Requirements

1. Request for transport by a Fire Rescue Agency:
 - a) Average of 10 minutes.
2. Priority 1 Inter-facility Transports to higher level of care - Stroke, trauma, etc.
 - a) Average of 10 minutes.
3. Urgent Transports, not prescheduled:
 - a) Within 30 minutes of agreed upon time, 90% of the time.
4. Pre-scheduled transports
 - a) Within 15 minutes of agreed upon time, 90% of the time.
5. Patient ready for transport when unit arrives:
 - a) Facility must have patient ready within 30 minutes of units arrival.

Summary of Data Collected

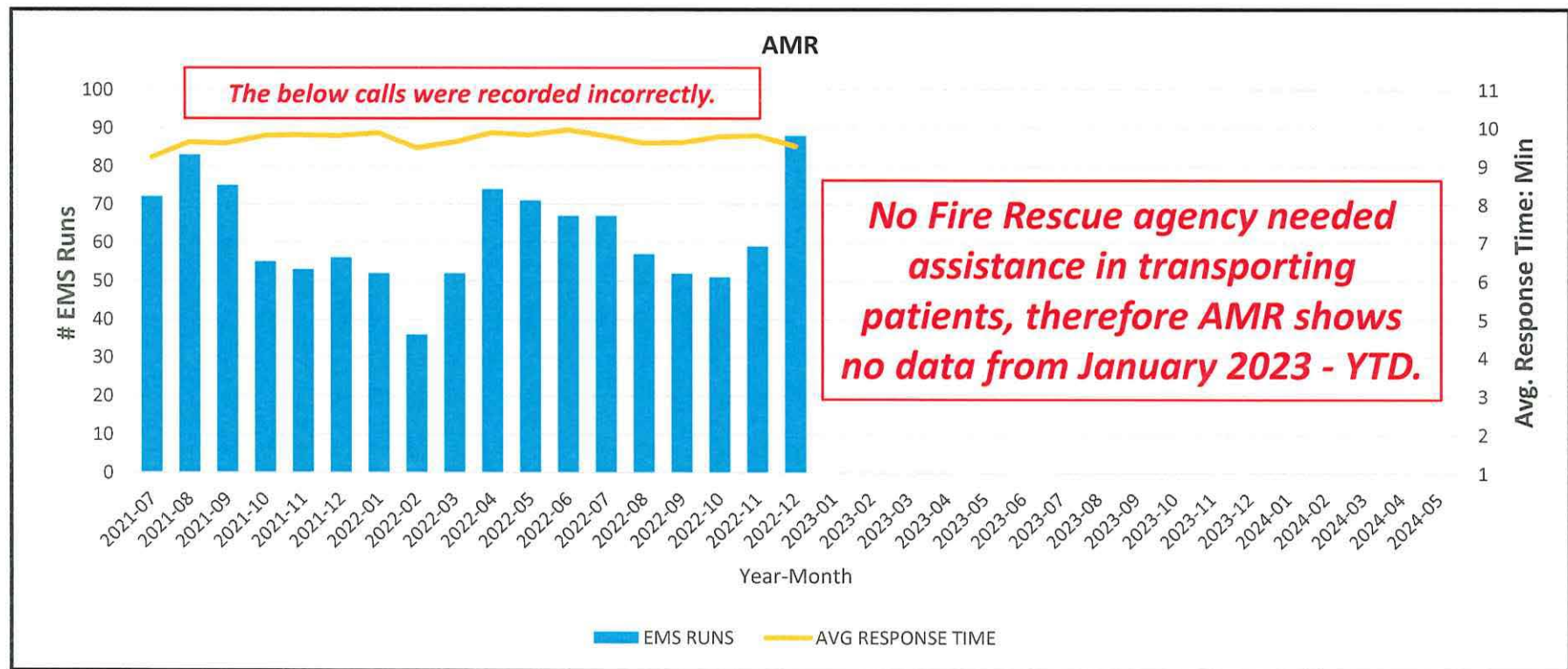
**AMR and Medic Transports – 178,237:
Jan 2021 - May 2024**



AMR and Medics Monthly Response Times

6.1 - Request by a Fire Rescue Agency for Transport of emergency medical patients.

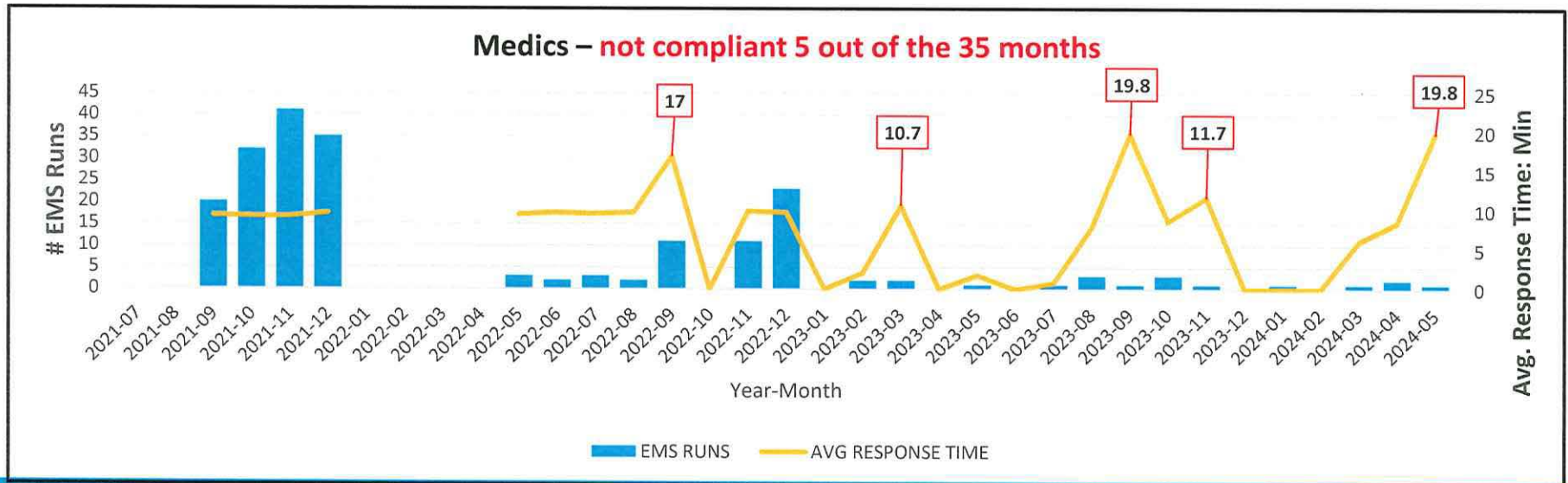
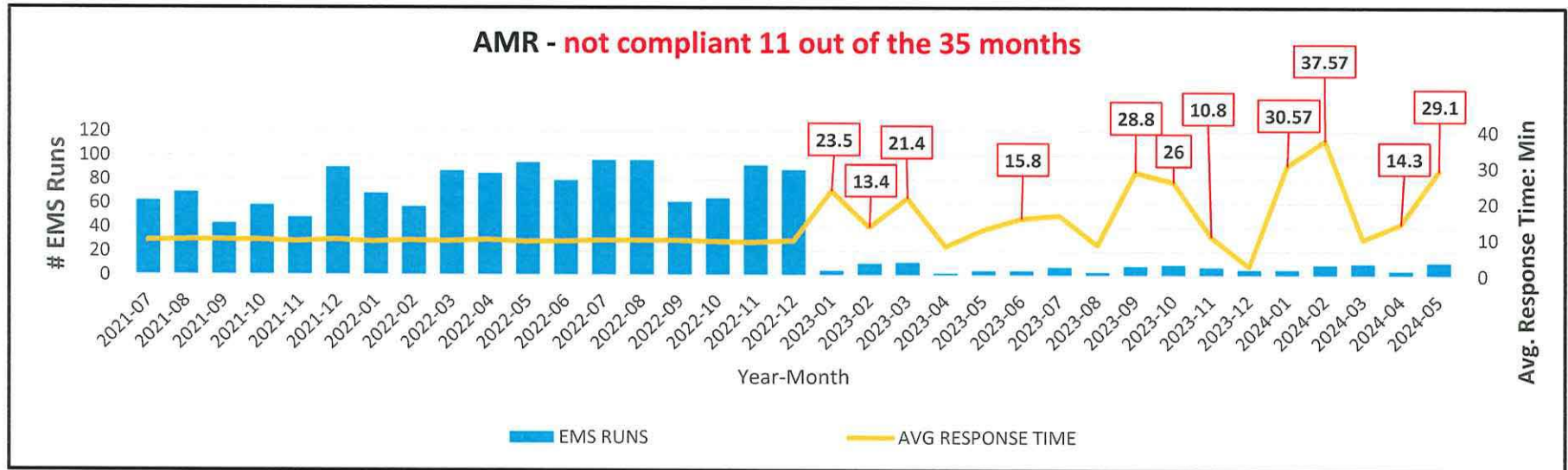
Ordinance Requirement: Average Response Time - 10 Min



AMR and Medics Monthly Response Times

6.1 - Priority 1 Inter-facility Transports to higher level of care - Stroke, trauma, etc.

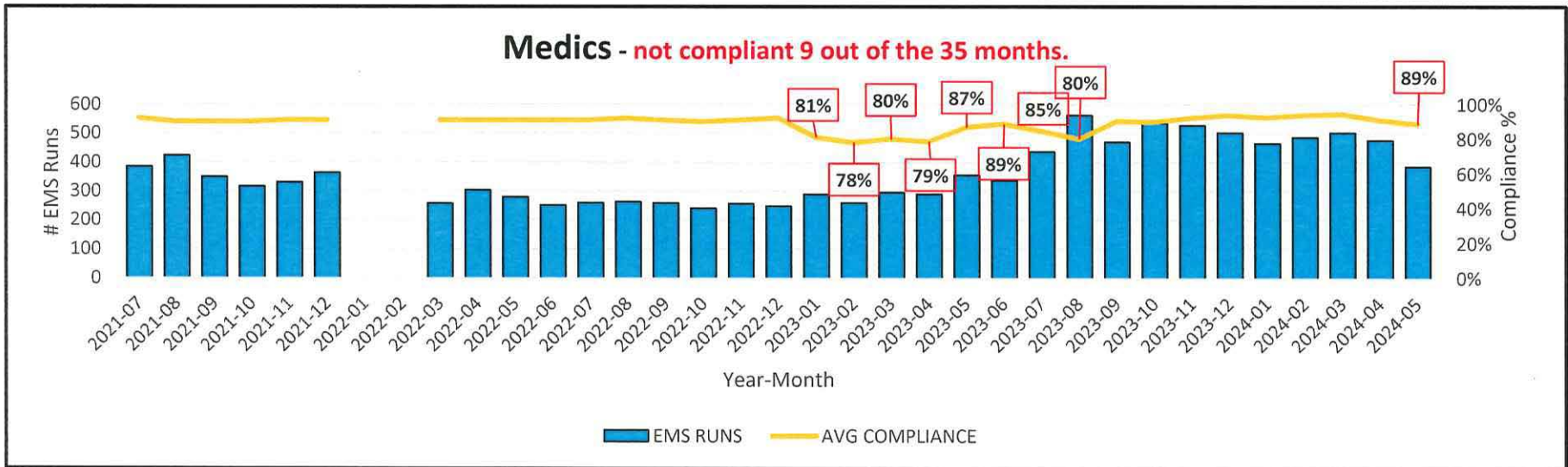
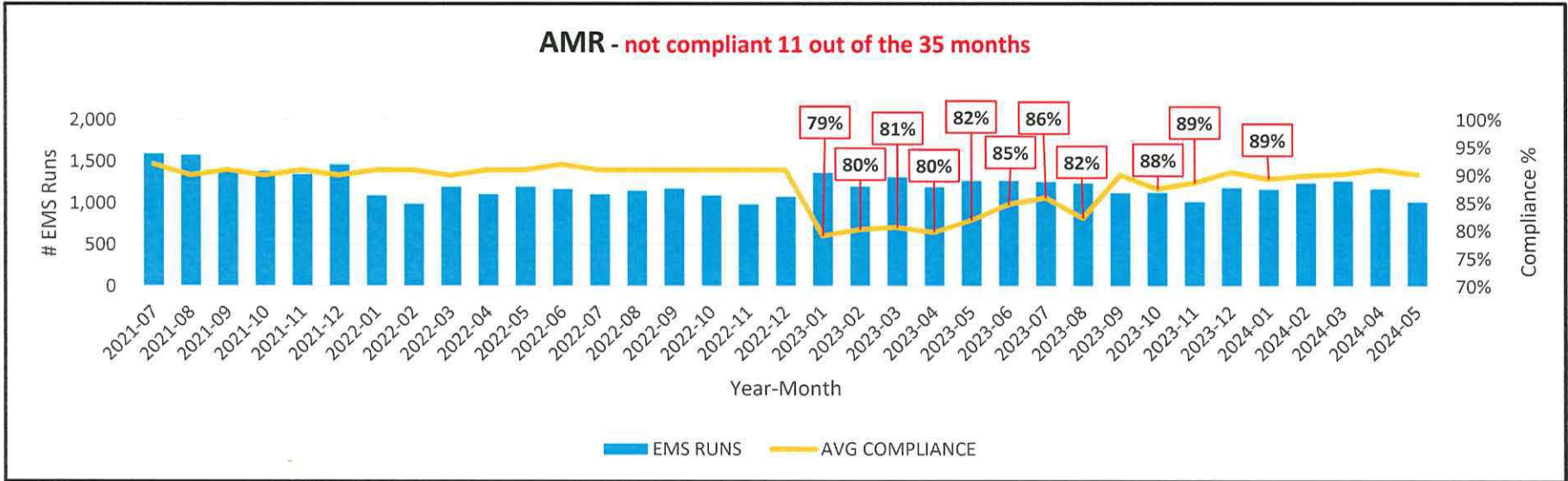
Ordinance Requirement: Average Response Time - 10 Min



AMR and Medics Monthly Response Times

6.2 Urgent transports, not prescheduled

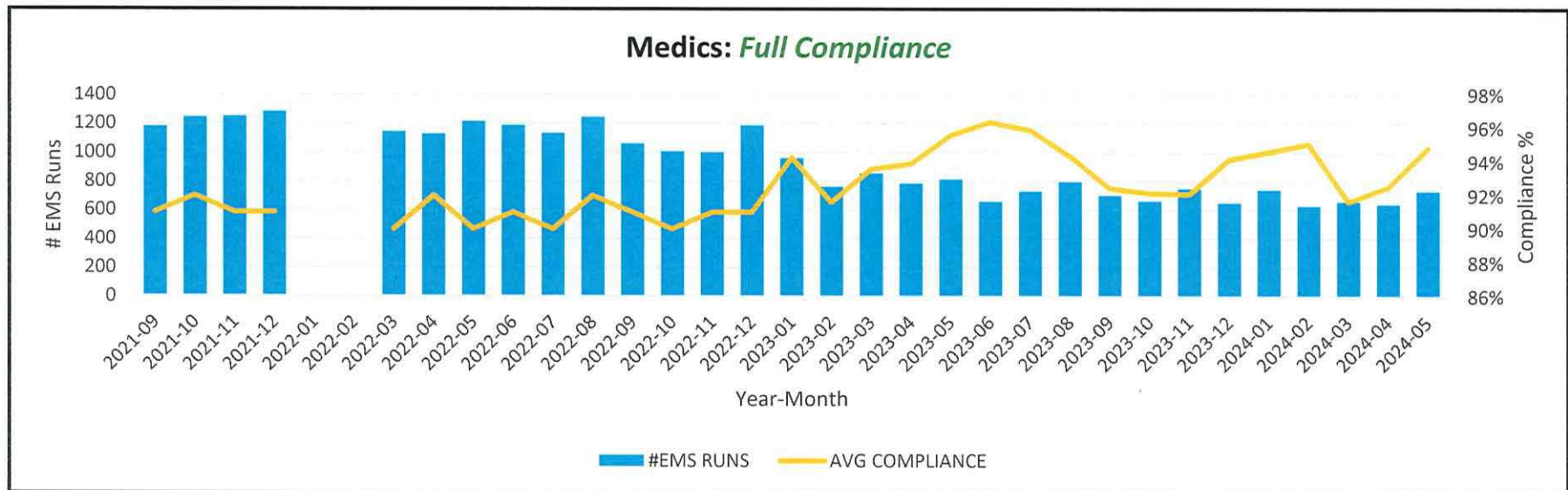
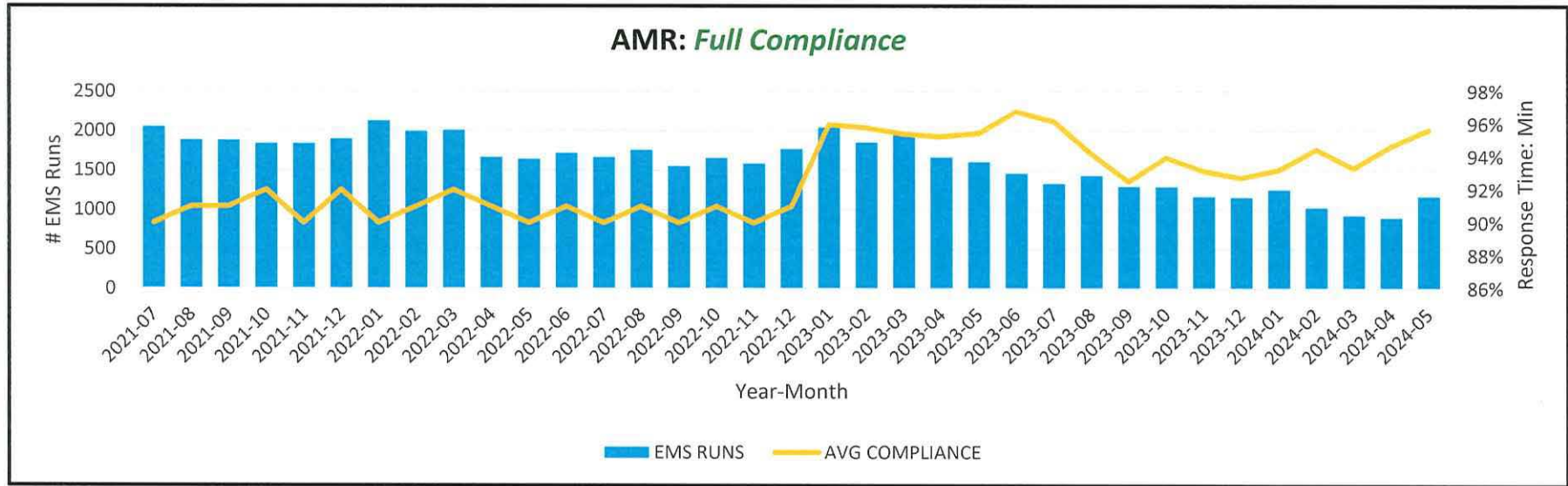
Ordinance Requirement: Within 30 min of the agreed upon time, Avg. 90% of the time



AMR and Medics Monthly Response Times

6.3 - Routine scheduled transports

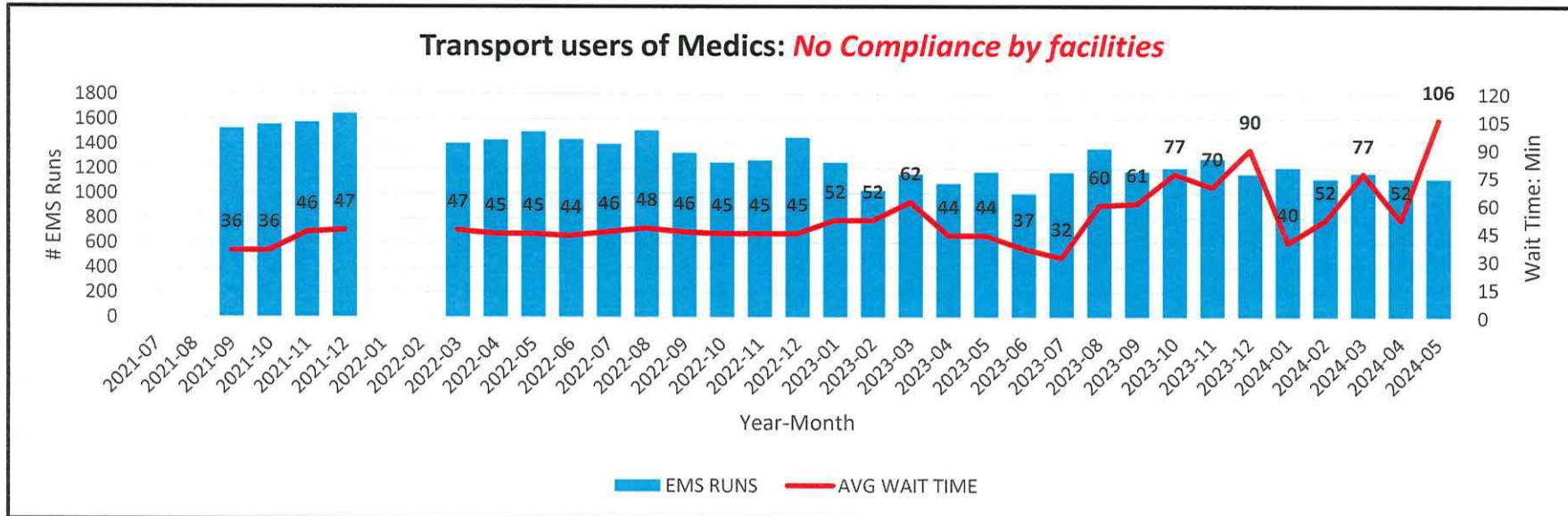
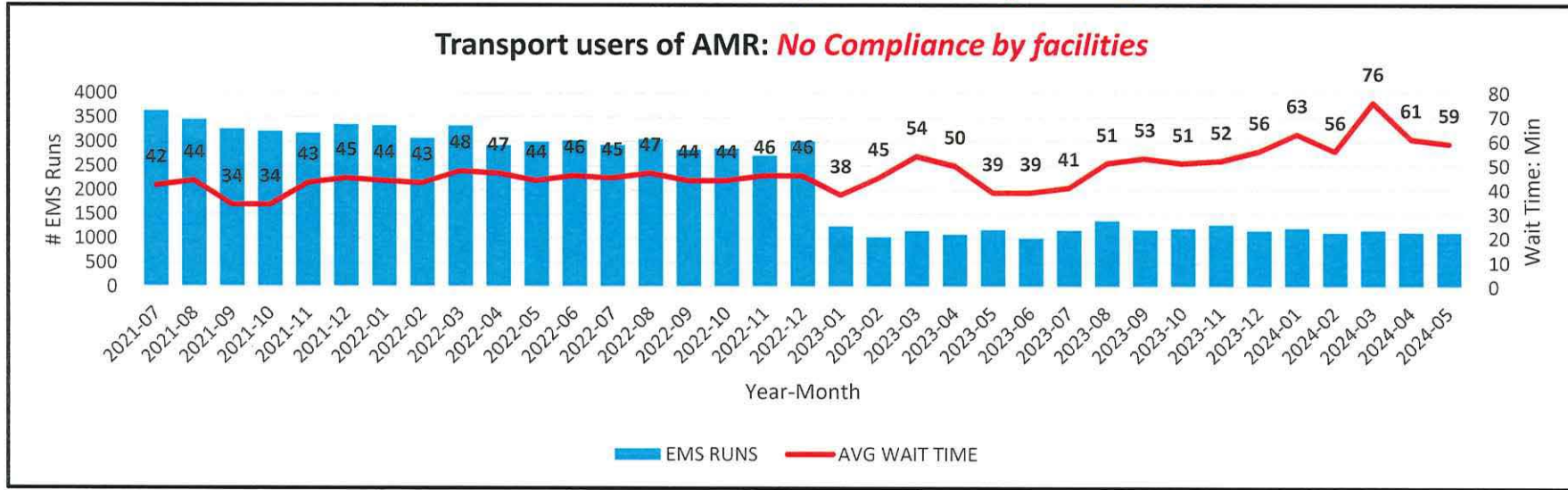
Ordinance Compliance: Within 15 min of the agreed upon time, Avg. 90% of the time



Facility Patient Readiness

6.4 Patient not ready for transport on arrival of transfer unit

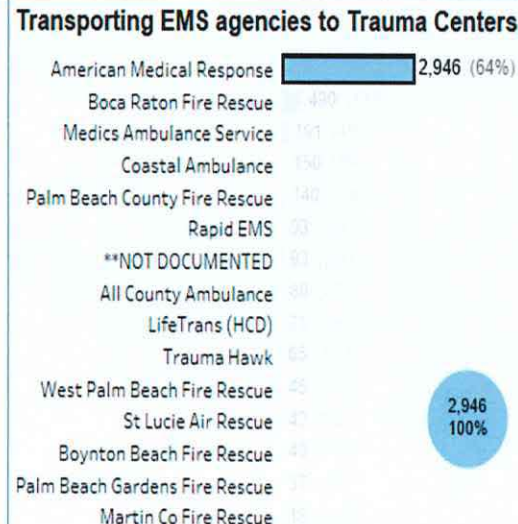
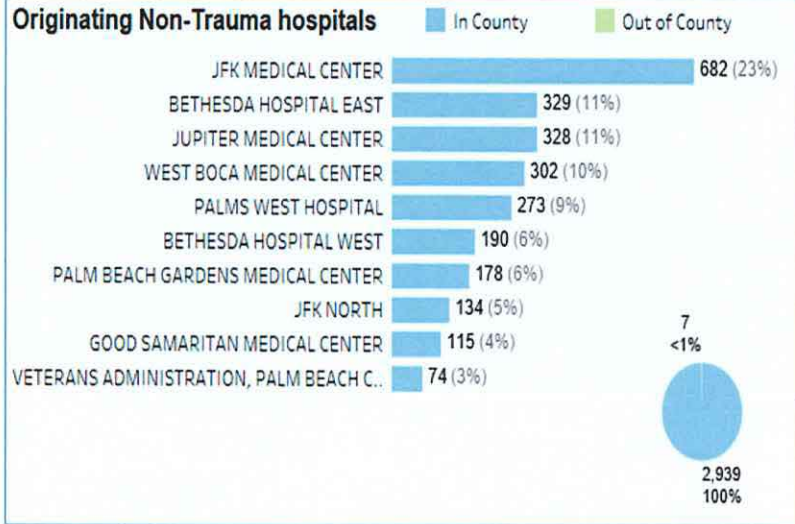
Ordinance Requirement: Patient must be ready within 30 Min of arrival of transport unit



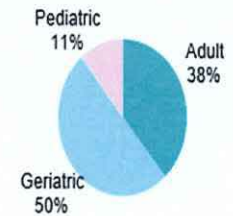
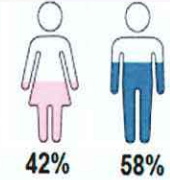
PBC Interfacility Trauma Transfers (IFT)
Transfers from Non-Trauma hospitals to Trauma Centers (TC)
7/1/2021 - 6/30/2024



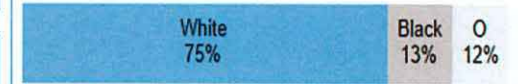
* Data Source: Health Care District Trauma Registry



Patients
2,946



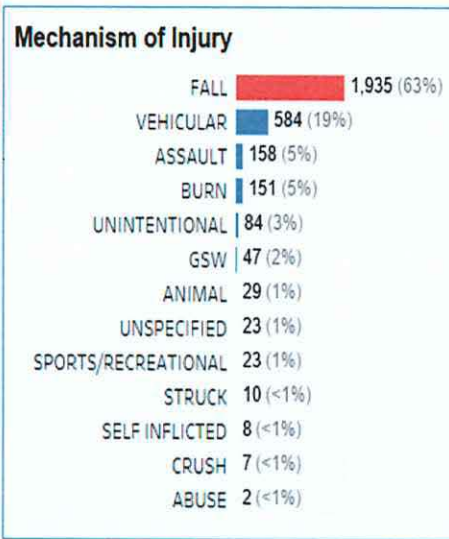
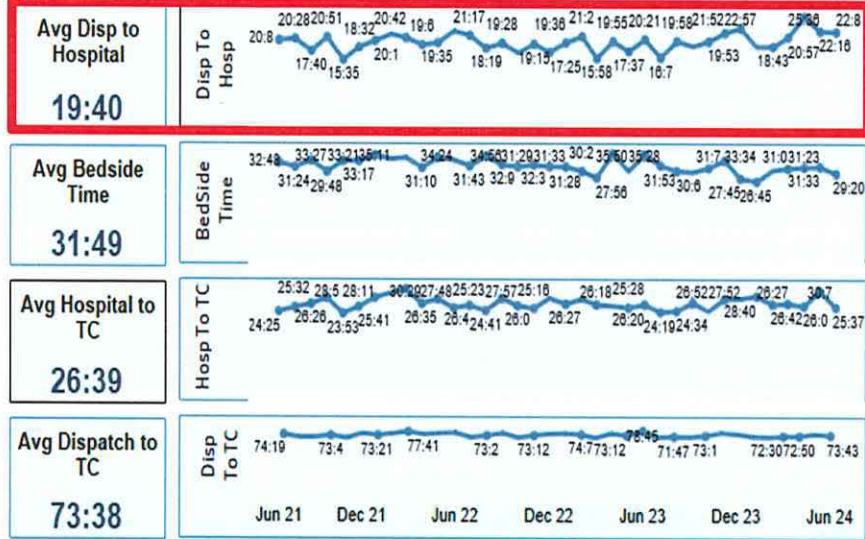
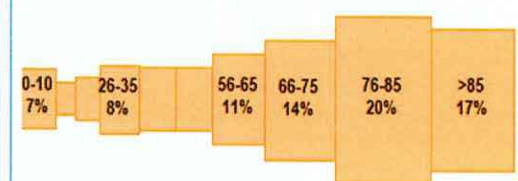
Race



Ethnicity



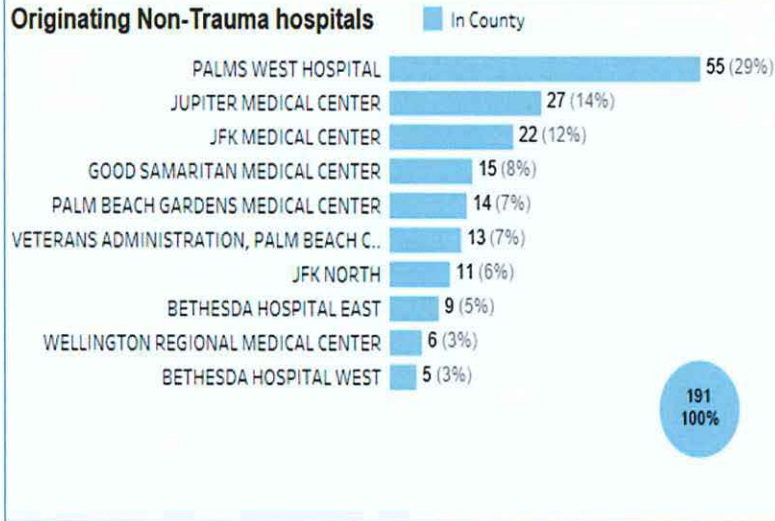
Age Range



PBC Interfacility Trauma Transfers (IFT)
Transfers from Non-Trauma hospitals to Trauma Centers (TC)
7/1/2021 - 6/30/2024



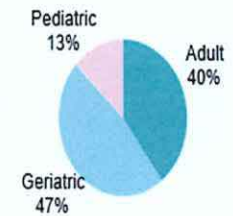
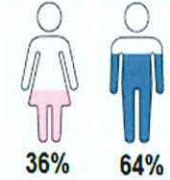
* Data Source: Health Care District Trauma Registry



Patients



191



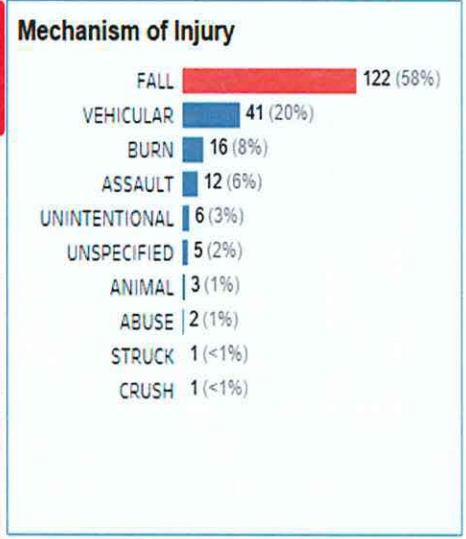
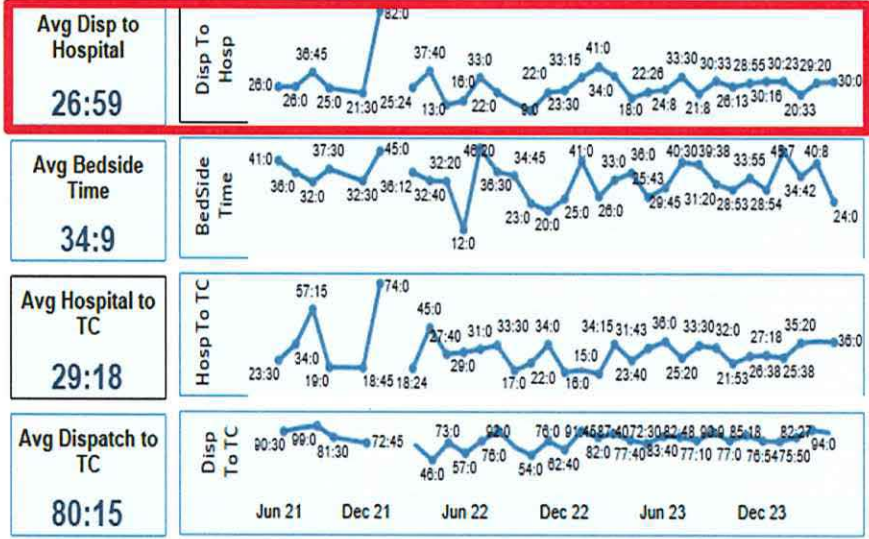
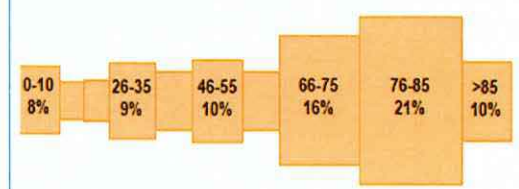
Race



Ethnicity



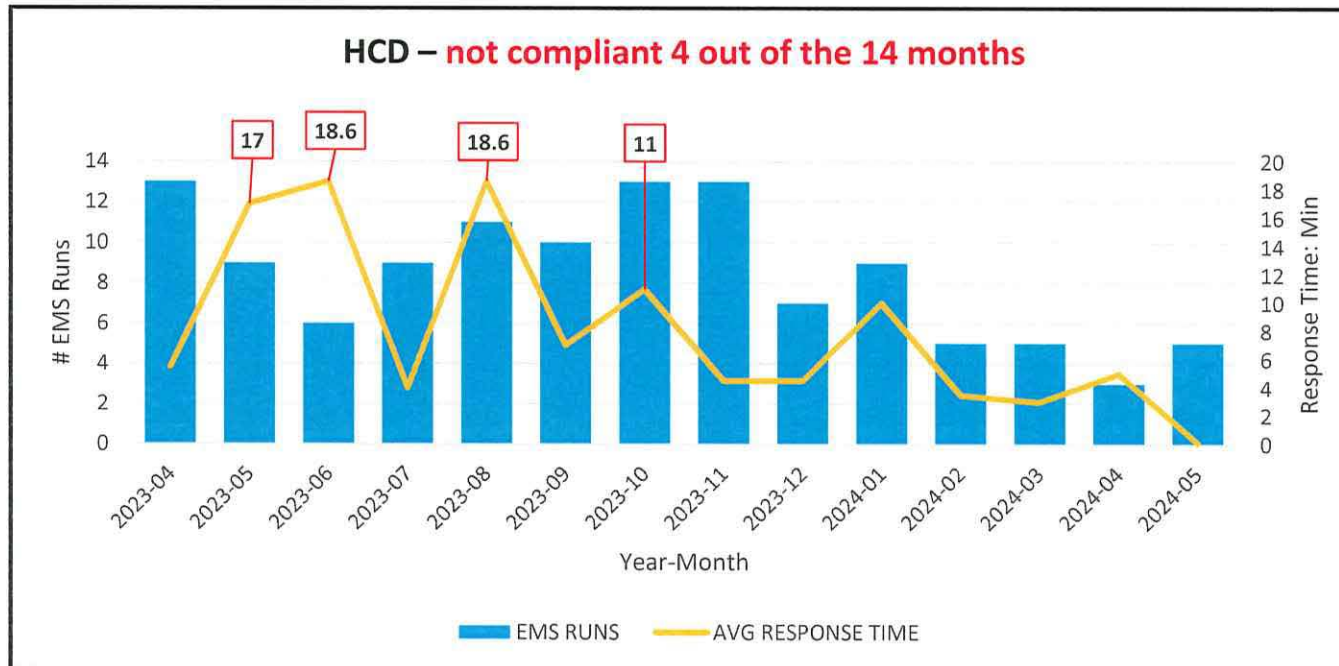
Age Range



Health Care District Monthly Response Times

6.1 - Priority 1 Inter-facility Transports to higher level of care - Stroke, trauma, etc.

Ordinance Requirement: Average Response Time - 10 Min

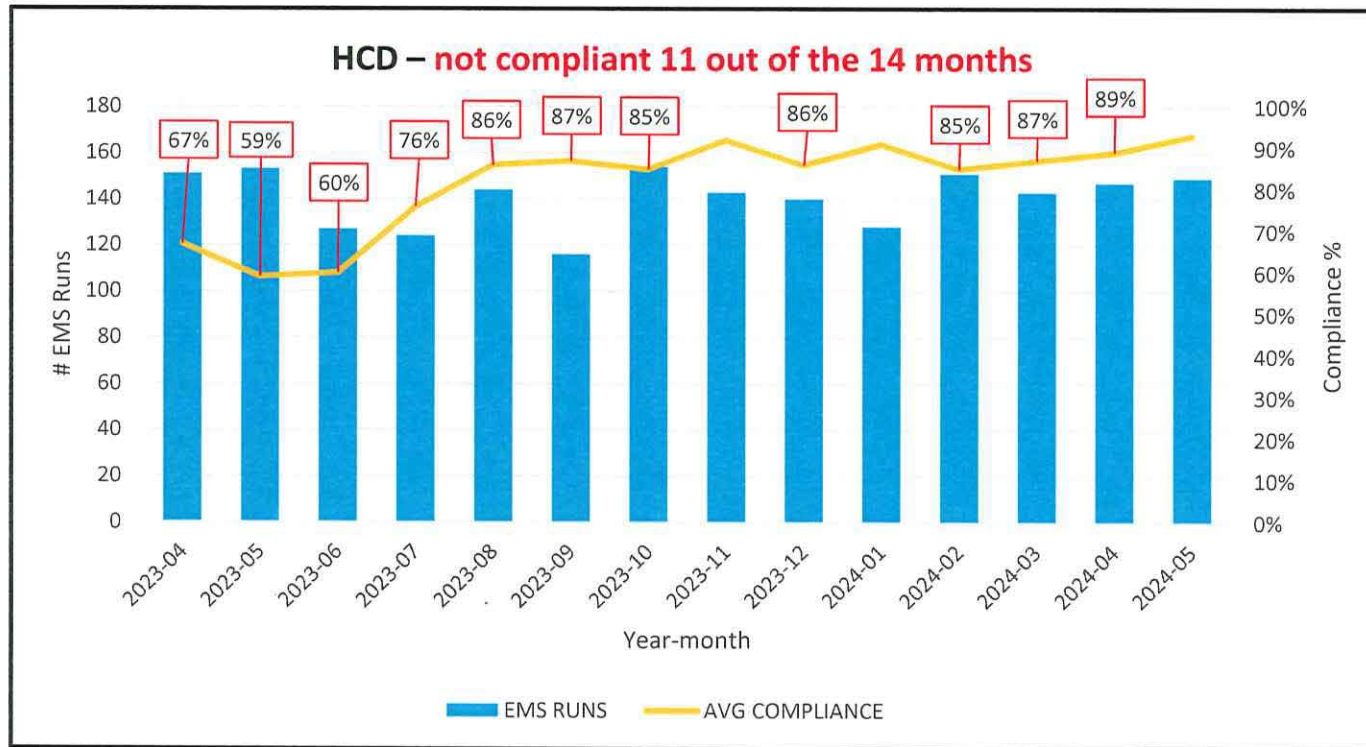


****COPCN was issued in July 2021, however HCD did not begin transports until April 2023.****

Health Care District Monthly Response Times

6.2 Urgent transports, not prescheduled

Ordinance Requirement: Within 30 min of the agreed upon time, Avg. 90% of the time



Ordinance Revision Subcommittee Considerations

- Update outdated terminology
- Update timelines associated with application period to be more consistent with staff's review process.
- Clarify gaps where its silent on some issues, such as inter-facility transports vs. transport to home, subscription services, other services that can be offered but not, due to a lack of clarity in ordinance.
- Clean up entire document to make it more user friendly.
- Review response time levels to ensure validity and rationality.

July 18, 2024

EMS Advisory Council Meeting

- **Motion:**

- Amend the EMS Ordinance and revise the 6 year timeline for the Secondary COPCN application process to add additional providers prior to June 30, 2027.

- **Vote results:**

- Motion *passed* 10 (yes) – 1 (no)

- **Attendance:**

- 11 Council members present out of 17 filled seats
 - 3 seats were open at the time

Current Secondary COPCN Application Process

1. Applications publically noticed between 90 - 120 days of the expiration date of the existing COPCNs.
2. Applications accepted between 45 - 90 days of the expiration date of the existing COPCNs.
3. Application includes 11 requirements pursuant to the EMS Ordinance. Additional requests for information may be requested at the discretion of the Administrator.
4. Administrator reviews applications for compliance and consideration of the need, prepares and presents a report with recommendations to EMS Advisory Council for review and recommendation.
5. EMS Advisory Council meeting is scheduled and applicants and affected COPCN holders are notified and may be heard concerning the applications.
6. EMS Advisory Council makes recommendation on the applications to be provided to Board of County Commissioners (BCC).
7. Public hearing is scheduled with BCC to consider Administrator's report and the recommendation of the EMS Council.

Application Criteria & EMS Ordinance Requirements

1. Statement of public need and services to be covered.
2. Copy of current State Emergency Medical Services (EMS) license(s) and/or current COPCN, if any.
3. Agency vehicles
4. Personnel roster.
5. Certificate of Insurance
6. Florida licensed physician Medical Director (MD) Executed agreement.
7. MD letter stating agency adopted min. standard, pre-hospital treatment/transport protocols.
8. Letter from MD stating agency has adopted the countywide Trauma Transport Protocols.
9. Proposed rate structure.
10. Audited Financial Statements
11. Summary history of applicant's ALS or BLS emergency services performance record.
12. Disclosure of litigation involving patient care.
13. Federal/state/local agency vehicle & staff inspections past 6 years.
14. Formal quality assurance system.
15. Emergency Medical Dispatch (EMD) program or an agreement for appropriated EMS service.
16. MOU with Palm Beach County for radio communications.
17. Letter from CEO or Fire Chief that agency met federal/state/local requirements on delivery of EMS.
18. Management Plan: a) Employee and Driver training programs, b) Complaint handing system, c) System for handling accidents and/or injuries, d) Vehicle maintenance system.
19. Minimum of three (3) letters of reference (to include one hospital) .
20. Benchmark Response Times. Provide data for previous six months of transports (Form A).
21. Non-refundable application Fee



Anticipated Proposed Timeline

Open COPCN Mid Term		Action	Open COPCN End of Term	
August	2024	BCC 3-year update on current providers	August	2024
September	2024	Ordinance revision EMS Council	September	2025
September	2024	Ordinance revision League of Cities	October	2025
October	2024	Ordinance revision BCC Briefings	November	2025
November	2024	Ordinance revision BCC 1st reading	December	2025
December	2024	Ordinance revision BCC PH	January	2026
January	2025	COPCN Applications Open	June	2026
March	2025	COPCN Applications Due	August	2026
April	2025	COPCN application review complete	October	2026
May	2025	COPCN recommended to EMS Council	November	2026
June	2025	COPCN recommended to League of Cities	November	2026
July/August	2025*	COPCN approved by BCC	January	2027**

*Issuing a COPCN mid term would have an end date of June 30, 2027 to coincide with the current COPCN holder timeline.

**Recommending to award a COPCN in January 2027, with a start date of July 1, 2027, which will allow any new provider 6 months to develop a proper business plan to support PBC prior to expiration of current COPCN holders.



BCC Direction Needed

- Is there a desire to amend the EMS Ordinance to establish criteria to allow the County to open up an additional Secondary Service Provider COPCN application period, to add additional providers if there is a public safety need, prior to the end of the current 6 year timeline outlined in the ordinance?
- If not, the 6 year COPCN term for the current Secondary Service Providers (AMR, Medics, and HCD) ends June 30, 2027, at which time additional providers can be considered.

Thank you

