

2. OSGOODE AMBULANCE SERVICE

COMMITTEE RECOMMENDATIONS AS AMENDED

- 1. WHEREAS Regional Council now has to pay the bill for ambulance service in Ottawa-Carleton without the ability to have any input on the operation of a service we are responsible for;**

WHEREAS, if Council is responsible for the costs of this service, being able to fully control it and make policy decisions about budgets and structure would ensure that this service is delivered as efficiently as possible to serve our community;

RESOLVED THAT Council Approve that we assume full responsibility for ambulance service as soon as is practical;

FURTHER THAT staff be directed to submit a report to the next meeting of Community Services Committee outlining some of the key issues and decisions that need to be taken to make this happen; and

FURTHER THAT Regional Council strongly requests that the provincial government make no further requests for proposal for land ambulance services in Ottawa-Carleton; and

FURTHER THAT this position be communicated to the Ministries of Health and Municipal Affairs, and local MPP's.

- 2. That Councillor A. Loney, working with staff, represent the RMOC on the Request for Proposal (RFP) Selection Committee for Osgoode Land Ambulance Service.**

DOCUMENTATION

1. A/Co-ordinator, Corporate Services and Economic Development Committee dated 04 February 1998 is immediately attached.
2. Appendices A - E immediately follow the report.
3. Extract of Draft Minute, Community Services Committee, 19 February 1998 immediately follows the report appendices and includes a record of all votes.
4. A/Co-ordinator, Community Services Committee memorandum dated 23 February 1998 immediately follows the Extract of Draft Minute.

Our File/N/Réf. 03-07-98-0010
Your File/V/Réf.

DATE 4 February 1998

TO/DEST. A/Co-ordinator
 Community Services Committee

FROM/EXP. A/Co-ordinator
 Corporate Services & Economic Development Committee

SUBJECT/OBJET **OSGOODE LAND AMBULANCE SERVICE**

At its meeting of 03 Feb 98, the Corporate Services & Economic Development Committee approved the following Motion:

That the report dated 30 Jan 98 from the Chief Administrative Officer on the Osgoode Land Ambulance Service be referred to the 19 Feb 98 meeting of the Community Services Committee for discussion of the policy issues related to regional government responsibility for ambulance services, and;

That the Ontario Ministry of Health be advised the RMOC will name its representative to the Request for Proposal (RFP) Selection Committee for Osgoode at its Council meeting of 25 Feb 98.

A copy of the report is attached.

Kindly place this item on the agenda for the CSC meeting of 19 Feb 98. I will provide you with an Extract of Minute in time for inclusion with the report to Committee.

M. J. Beauregard

Attach: (1)

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
 MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON

REPORT
 RAPPORT

Our File/N/Réf. L.1.1.99
 Your File/V/Réf.

DATE 30 January 1998

TO/DEST. A/Co-ordinator
 Corporate Services and Economic Development

FROM/EXP. Chief Administrative Officer

SUBJECT/OBJET **OSGOODE AMBULANCE SERVICE**

DEPARTMENTAL RECOMMENDATION

1. **That Corporate Services and Economic Development Committee and Regional Council notify the Minister of Health that it will not bid on the RFP for the Osgoode ambulance service;**
2. **That Corporate Services and Economic Development Committee and Regional Council approve the appointment of the Chief Administrative Officer for the Township of Osgoode, Moira Winch, to be the Region's appointee to the Provincial selection committee for the Osgoode ambulance contract, subject to Osgoode Council's endorsement of Ms. Winch's appointment.**

PURPOSE

This report sets out the background and proposed course of action for addressing the expiry of the Osgoode land ambulance contract.

BACKGROUND

Under Bill 152, the *Services Improvement Act* (the Act), financial responsibility for ambulance service in Ottawa-Carleton was transferred to the upper-tier municipality effective January 1, 1998 while full administration and delivery of the service becomes an upper-tier responsibility on January 1, 2000. The Act also protects the existing licensed private operators until the Regional Municipality implements its chosen delivery system on January 1, 2000. However, the two year protection period provided in the Act did not contemplate, and therefore does not protect, three Ontario ambulance providers who operate under contracts with the Ministry of Health. This oversight gives rise to the matters addressed in this report.

CONSULTATION

Regional staff has discussed the Osgoode land ambulance contract with representatives of the Township of Osgoode, Rural/Metro Ontario (the current Osgoode ambulance service provider), Ministry of Health staff and a representative for the local private ambulance operators.

DISCUSSION

Bill 152 - Services Improvement Act

Under Bill 152, the *Services Improvement Act*, section 6.3(1) 1. reads:

... the following operators shall be entitled to continue to be licensed to operate an ambulance service until the end of the protection period:

1. A person who was licensed to operate an ambulance service immediately before the beginning of the protection period.

The Ministry of Health has determined that this protection provision does not cover private ambulance operators delivering services pursuant to a contract with the Ministry of Health where the contract expires during the protection period. According to Ministry of Health officials there are only three contracted services in Ontario that have been impacted by this legislation. There is no other provision of the Act, or subsequent regulation, that either extends the protection benefits to these contracted services or clarifies that the language of the Act includes contract providers.

Osgoode Land Ambulance Service

This interpretation of the provision directly impacts a contract between the Ministry of Health and Rural/Metro Ontario for land ambulance services provided in the Township of Osgoode. The contract with the Ministry of Health for the provision of land ambulance services in Osgoode is scheduled to expire on March 31, 1998.

The Ministry of Health offered licenses to both Rural/Metro Ontario and the two other Ontario contract providers for the duration of the protection period. In so doing, this would extend the legislated protections to the formerly contracted providers. Given the financial impact, Rural/Metro has declined the Province's offer. The change from a contract to a license results in a significant reduction in the management fee payable to Rural/Metro Ontario. According to Ministry of Health staff, the other two contracted services have accepted licenses to December 31, 1999.

The Osgoode land ambulance service currently consists of one ambulance and a staff of 6 ambulance attendants working a 16 hour day with on call service for the balance of the twenty-four hour period. Based on figures from the 1996-97 Ontario Government Public Accounts, the cost of the "Prescott, Osgoode and District Ambulance Service" was \$387,590.00.

Provincial Request For Proposals

In light of Rural/Metro Ontario's decision not to accept the interim license, the Provincial Government has announced its intention to release a Request for Proposal (RFP) to select a new provider for the Osgoode service. As of the writing of this report, notice of the RFP is to be advertised on Saturday January 31, 1998 in local newspapers, while the actual RFP documents will be released on February 2, 1998. Based on this schedule, the Provincial Ministry of Health has identified the following key dates.

February 12, 1998 - public meeting with full selection committee to present the RFP and answer any questions from potential service providers

February 26, 1998 - noon - closing of tenders for Osgoode RFP

March 2, 1998 - meeting of selection committee in Ottawa-Carleton to review submissions

March 3, 1998 - meeting of selection committee in Ottawa-Carleton, interviews with bidders as required and final selection of successful bidder

The new contract is to take effect April 1, 1998 and will expire on December 31, 1999. In the event that Regional Council chooses not to bid on the RFP for Osgoode, the Ministry of Health has asked for an RMOC nominee to the five person selection committee. Regional Council's decision is required on February 11, 1998 in order for the RMOC nominee to participate in the February 12, 1998 public meeting.

CONCLUSION

The Regional Municipality of Ottawa-Carleton does not currently have the expertise necessary to directly operate a land ambulance service. With a start-up date of April 1, 1998, there is insufficient time to acquire the necessary skills to manage and deliver this service and provide Osgoode residents with the best possible land ambulance program. Nor do we, at this time, have the expertise or background necessary to determine that the Osgoode land ambulance service could be delivered more cost effectively or efficiently as a direct service of the Regional Government.

It could be argued that the Osgoode land ambulance contract provides an excellent opportunity to gain hands-on experience in the ambulance industry. With the contract award date scheduled for March 3, 1998, the successful bidder has less than thirty days to prepare for the assumption of the Osgoode service. Staff believes that Osgoode residents would be better served to December 31, 1999 with a service provided by private sector experts in this field.

Staff is confident that our close working relationship with both the local ambulance providers, the Ministry of Health and other upper-tier municipalities who are addressing the devolution of ambulance services, will give Regional Council the necessary expertise to address the future transition to regional ambulance responsibility. During this two year transition, the best interests

of Osgoode residents would not be served by Regional Council bidding on and winning the Osgoode contract.

Should Committee and Council concur with staff's recommendation, the RMOC has an opportunity to appoint one individual to the Province's selection committee. Staff recommends the appointment of Moira Winch, Chief Administrative Officer for the Township of Osgoode, to the Provincial RFP selection committee. Given that the Township has not been consulted by the Province leading up to the decision to release an RFP and given that the proposed service will most directly impact the lives of Osgoode residents, regional staff believes that the best interests of Osgoode residents and Regional Council can be met with the appointment of Ms. Winch to the selection committee.

FINANCIAL IMPLICATION

A decision by Regional Council to submit a bid would have major financial implications. Based on figures from the 1996-97 Ontario Government Public Accounts, the cost to the Province for the "Prescott, Osgoode and District Ambulance Service" was \$387,590.00. In the event that staff's recommendation is accepted, Regional Council will reimburse the Province for this and all other ambulance services in accordance with the provincial service transfer numbers that have yet to be finalized.

*Original Signed by
C.M. Beckstead*

CMB/KDM/wcm

APPENDIX A

Our File/N/Réf.
Your File/V/Réf.

DATE 8 January 1998

TO/DEST. Chief Administrative Officer

FROM/EXP. Director, Policy and Legislative Services

SUBJECT/OBJET **CONDITIONS FOR ASSUMPTION OF LAND AMBULANCE SERVICES**

I would like to clarify my advice regarding the ability of an upper-tier municipality to simply ask the Minister of Health for the provincial ambulance service in their jurisdiction and thereby avoid the RFP process.

As everyone knows, on January 1, 2000 the complete responsibility for all aspects of the delivery and administration of land ambulance services will fall to the upper-tier. As I previously indicated, the legislation does not allow an upper-tier municipality to just ask for the provincial land ambulance service before the year 2000.

My clarification comes in the description of the following two options. If we want to deliver land ambulance service before the year 2000 (at this time, focusing on the Osgoode and provincially operated service) we have the following two options:

1. When the RFP for the Osgoode or the Ottawa-Carleton Land Ambulance Service (O-CLAS) is released we may submit a bid. If successful, we would be providing land ambulance service subject to the terms and conditions imposed by the Province. As an operator, we would also likely be subject to the province's general license management routines and requirements.
2. If we want to become the Osgoode or O-CLAS provider we can do so if , we obtain the approval of the Minister and we assume the complete responsibility for all aspects of land ambulance service in Ottawa-Carleton. Therefore, the responsibilities we are obliged to assume on January 1, 2000 (management, administration, supply and vehicle purchases, etc.) would be assumed before January 1, 2000 simultaneously with the direct delivery of the service.

Comment

As previously stated, we have no authority under the legislation to tell the Province we want to assume just the Osgoode or Ottawa-Carleton Land Ambulance services, without also assuming all other aspects of land ambulance responsibilities in Ottawa-Carleton. If we want to assume just the Osgoode or Ottawa-Carleton Land Ambulance services, then the only way is to be the successful bidder under the Province's RFP process.

It is important to note, that even if Regional Council decides to advance the date for full assumption of land ambulance responsibilities as a means of controlling the delivery of the Osgoode or provincial service, the remaining private operators continue to be protected until January 1, 2000. Therefore, the Region, having assumed full responsibility before the year 2000, could not make any changes that would affect the licenses of the private operators before January 1, 2000.

I hope this clarifies the discussion regarding assumption of the Provincial service.



Kelly D. McGee

Attach. (1)

cc: Commissioner, Environment and Transportation
Medical Officer of Health
Regional Solicitor

Caroline Engelmann Gottheil

BARRISTERS AND SOLICITORS · AVOCAT(E)S

Peter Engelmann*
Michael Gottheil
Gary Caroline
Richard Ellis
Frederica Wilson
Robert Monti
Lise M. Leduc
Anne Touchette

APPENDIX B

February 4, 1998

Mr. Keith Dykes
President
OPSEU, Local 413
118 Kennevale Drive
Nepean, Ontario
K2J 3X7

Dear Mr. Dykes:

Re: Provision of Ambulance Services by a Municipality during the Protection Period

You have asked for our legal opinion as to whether the Regional Municipality of Ottawa-Carleton (RMOC) can assume the responsibility for the provision of ambulance services prior to the onset of the mandatory period post January 1, 2000. We have studied the provisions of Bill 152 and are confident in concluding that there is no statutory roadblock to the RMOC assuming responsibility for land ambulance services from the Ottawa-Carleton Regional Ambulance Service (OCRAS) at any time between January 1, 1998 and December 31, 1999 and to provide those services itself.

As you know, the provision of land and air ambulance services within the province of Ontario is governed by the *Ambulance Act* (the "Act"). Important aspects of the *Act* were amended by Schedule "A" of the government's Bill 152 which was given royal assent by the legislative assembly on December 8th, 1997. Schedule A to Bill 152 has resulted in changes with respect to which tier of government is responsible for the delivery and cost of land ambulance services.

Although the province will retain jurisdiction with respect to the licensing of operators of ambulance services under the *Ambulance Act*, the responsibility for delivering and paying for those services has for the most part been shifted to municipal government. Our opinion is limited to the effect of Bill 152 on the provision of land ambulance services in the Regional Municipality of Ottawa-Carleton.

The divestment of ambulance services and their transfer to municipal governments is spelled out in section 6(1) of Schedule "A". It reads:

[E]very upper-tier municipality shall,

- (a) on and after January 1, 1998 and except as otherwise provided by regulation, be responsible for all costs associated with the provision of land ambulance services in the municipality, and
- (b) on and after January 1, 2000, be responsible for ensuring the proper provision of land ambulance services in the municipality in accordance with the needs of persons in the municipality.

The RMOC falls within the *Act's* definition of upper-tier municipality found in section 2(7) of the Schedule of amendments to the *Ambulance Act*.

The amendments create a two year "protection period". It simply provides for a transition from provincial to municipal responsibility for land ambulance services. The municipalities affected, including the RMOC will be responsible for all costs associated with land ambulance services within their territory but are not required to provide them. The purposes of a two year protection period are obvious. For the most part, municipalities in Ontario lack the infrastructure necessary to assume the provision of ambulance services within their boundaries. While the existence of a protection period may make sense in this context, the municipalities are still responsible for all the costs of the service, whether or not they have assumed responsibility for providing them. The *Act* has thus created a possible dichotomy between the level of government responsible for providing the service and that which bears the financial burden.

It may therefore be of interest to the municipalities concerned to control the provision of ambulance services to the public as early as possible since by doing so, they control their costs. Taxpayers within the municipalities will be assuming the costs and could therefore direct their enquiries or complaints about the service to their local government. It may therefore be advantageous to the municipalities to assume the provision of ambulance services sooner rather than later.

While ultimately irrelevant to our legal opinion on this matter, the thinking described above may explain why the amendments to the *Act* allow for the assumption of control over ambulance services by municipalities during the protection period and the authority to provide those services itself. The amendments state at section 6(4) under the heading "[E]arly responsibility for provision of services":

Despite clause (1)(b) and subsection (3), and subject to section 6.3, at any time during the protection period, any upper-tier municipality may, with the approval of the Minister, assume responsibility for ensuring the proper provision of land ambulance services in the municipality in accordance with the needs of persons in the municipality.

The RMOC may therefore assume the jurisdiction over and provide ambulance services directly, subject to it obtaining the approval of the Minister.

The *Act* further provides municipalities such as the RMOC with the authority to select and enter into agreements with licensed operators [ref. 6(5) & 6(6)]. The selection of a provider by the municipality during the protection period must be made in accordance with sections 6.4 and 6.5 [ref. 6(6)].

The *Act* is clear in allowing for an upper-tier municipality to directly provide ambulance services to the public. Sections 6.1(4)(b), 6.1(5) and 6.4(3)(b) state that in “selecting a person” who will provide land ambulance services, a municipality may “provide land ambulance services itself”. There is nothing in the *Act* which would prevent the RMOC from providing land ambulance services during the protection period. In point of fact, the section of the *Act* dealing with a municipality assuming responsibility for services during the protection period makes the selection of an operator subject to section 6.4. As noted, section 6.4(3)(b) grants to the municipalities the authority to “provide the ...services itself”.

We can identify nothing in the *Act* which would require a municipality to assume responsibility during the protection period for providing services to all areas within the municipality simultaneously. Existing licenses may expire at different times during the protection period. Any requirement to provide services simultaneously jurisdiction-wide would render the right to provide those services meaningless in many if not most cases. We believe that any limitation on municipal rights during the protection period could only be based on the existence of clear language in the *Act* limiting those rights or powers. No such restrictive language appears in the *Act*.

The amendments to the *Act* allow for operators licensed immediately before the protection period to continue providing services during the protection period. We do not view this as a problem since, in any event, OCRAS is not a licensed operator within the meaning of the *Act*. Nor is it necessary as an upper-tier municipality for it to arrange for the provision of land ambulance services only after a request for proposals is issued by the municipality [6.4 (3)]. The RMOC is free to negotiate with the provincial government to effect a transfer of equipment and personnel from OCRAS to it.

The *Act* provides for the Minister to determine the portion of costs paid by the province for provision of land ambulance services within each upper-tier municipality and to bill the municipality for those services. However it also allows for the municipality to pay for those services directly if they have assumed the responsibility for ensuring the provision of those services [ref. 6.6 (8)] during the protection period. This provision speaks to the municipality assuming responsibility for the provision of services and not necessarily delivering those services itself. Thus the broad language used in section 6.6 (8) lends support to our opinion that the RMOC during the protection period may not only assume responsibility for “proper provision of land ambulance services” but do so both directly and through licensed operators.

As noted at the outset of our opinion, the amendments to the *Ambulance Act* affected through Bill 152 clearly allow an upper-tier municipality such as the RMOC the authority to assume

responsibility for the provision of ambulance services within its jurisdiction during the two year protection period. It may do so either itself or through a licensed operator it chooses.

Yours truly,

CAROLINE ENGELMANN GOTTHEIL

A handwritten signature in black ink that reads "Gary Caroline". The signature is written in a cursive style with a large, prominent "G" and "C".

Gary Caroline

98003

Ministry
of
Health

Ministère
de
la Santé



Emergency Health
Services Branch
75 Spring Street, Box 790
Almonte, ON KOA 1A0

Direction des services
de santé d'urgence
75, rue Spring, C.P. 790
Almonte, ON KOA 1A0

Telephone/Téléphone: (613) 256-3070
Facsimile/Télécopieur: (613) 256-4318

File: 497RPF

February 02, 1998

Via Fax

MEMO TO: C.M. Beckstead
Chief Administrative Officer
Regional Municipality of Ottawa Carleton

FROM: Frank G. Payette
Assistant Regional Manager
Eastern Ontario

RE: Osgoode Ambulance Service Report

We have reviewed your report dated January 30th, 1998 which was faxed to our office this date and would like to make the following clarifications:

- Page 3, the second last paragraph;

The Ministry offered Rural/Metro Ontario the opportunity to continue to provide service in Osgoode by means of a satellite station of the currently licensed St. Lawrence & District Ambulance Service (owned by Rural Metro).

This offer was consistent with Rural/Metro Ontario's request to assign the Osgoode contract to the St. Lawrence & District Ambulance Service.

Rural/Metro Ontario declined this option.

- Page 3 last paragraph;

The Osgoode Land Ambulance Service currently consists of one ambulance and a staff of 6 Paramedics working a 12 hour day with on-call service for the balance of the twenty-four hour period.

Trusting the above will be of assistance.

Frank G. Payette

FGP/gm

cc Kelly D. McGee, Director Policy and Legislative Services, RMOC

M. Bates, Senior Manager, Patient Care Services, Standards & Investigations Group, EHSB

B. Clarke, Project Transfer Manager, Emergency Health Services Branch

Regional Municipality of Ottawa-Carleton
Ottawa-Carleton Centre, Cartier Square
111 Lisgar Street, Ottawa, Ontario K2P 2L7



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C.M. Beckstead
Chief Administrative Officer/
Directeur général

APPENDIX D

5 February 1998

File: L.1.1.99

Emergency Health Services Branch
Eastern Ontario
Ministry of Health
75 Spring Street, Box 790
Almonte, Ontario K0A 1A0

Attention: Frank G. Payette
Assistant Regional Manager

**Re: Osgoode Land Ambulance Service
Request for Proposals (RFP) # 97-0745**

Dear Mr. Payette:

On February 3, 1998, the Region's Corporate Services Committee met to consider the January 30 report on the Osgoode Land Ambulance Service. The Corporate Services Committee voted to refer this item for consideration at the Community Services Committee meeting of February 19 with a decision to be made at the subsequent Regional Council meeting of February 25.

Please be advised that the Region does intend to appoint a representative to the evaluation committee for the Osgoode Ambulance Service RFP. As soon as I receive approval from Council to name this representative, I will advise you accordingly. As the deadline for submission of proposals for the RFP is February 26, we expect that the representative from the Region will participate fully in the evaluation process.

*Quality service delivered with care,
competence and integrity.*

*Des services de qualité, avec humanité,
compétence et intégrité.*

If you have any further questions or concerns about this matter, please do not hesitate to contact me at the above-noted number.

Yours truly,

A handwritten signature in black ink, appearing to read 'C.M. Beckstead', written in a cursive style.

C.M. Beckstead
Chief Administrative Officer

CMB/JJJ/wcm

cc: Mary Jo Woollam, Regional Clerk, RMOC
Kelly D. McGee, Director, Policy and Legislative Services, RMOC
Moira Winch, CAO, Osgoode Township

2. OSGOODE AMBULANCE SERVICE

- A/Co-ordinator, Corporate Services & Economic Development Committee dated
4 February 1998

Staff Presentation

Ms. Kelly McGee, of the Legal Department, explained that in the current Ottawa-Carleton (O-C) land ambulance system there are private operators and the provincial government directly providing land ambulance service. Under the *Services Improvement Act*, the responsibility for land ambulance service is being transferred to the Region in two phases; on 01 Jan 1998, the RMOC assumed the costs of the service and, on 01 Jan 2000, the RMOC will be responsible for ensuring the proper provision of the service. "Proper provision", as defined in the *Act*, includes selecting land ambulance providers, ensuring proper management, operation and use of land ambulances, and supplying vehicles, equipment, services etc. Until 01 Jan 2000, the Minister of Health (MOH) is responsible for the proper provision of land ambulance service and will bill the RMOC for associated costs. However, under the *Act*, the RMOC may request the MOH to move up the 01 Jan 2000 date, and directly assume all associated costs with land ambulance service.

The Ottawa-Carleton (O-C) Regional ambulance service is the provincial service directly provided by the Ministry. As previously stated, the RMOC can negotiate for an earlier transfer of this service however, in addition to selecting a provider, the RMOC must also assume all of the responsibility and control over the entire existing system. The MOH has confirmed that the *Act* will not allow RMOC to ask for any *individual* component of the existing ambulance service before the year 2000.

If Council chooses to select an earlier date for the assumption of the year 2000 responsibilities, there is a protection period (until 31 Dec 1999) outlined in the *Act* for many of the existing operators. Protected operators include those with licences before the protection period began 01 Jan 1998, and those receiving temporary licences from the Minister during the protection period for a service that was previously provided by the province directly.

Ms. McGee clarified that the staff report refers to the land ambulance service for Osgoode. The existing Osgoode operator is not protected because this is a contracted service, which expires 31 March 1998. The MOH has issued a Request for Proposals (RFP). The new operator will receive a temporary licence for the period of 01 April 1998 to 31 Dec 1999. All licences for existing operators expire on 31 Dec 1999 unless the RMOC has selected one of those existing operators to begin service under RMOC control on 01 Jan 01.

Ms. McGee also explained that if the RMOC does not come up with a model and an operator by 30 Sept 1999, the existing operators will automatically continue to provide their current service for one year, beginning 01 Jan 2000.

Ms. McGee stated that staff intend to bring a comprehensive report to the CSC and Council by the end of April, outlining options and strategies available to the RMOC leading up to 01 Jan 2000. Ms. McGee stated that since the writing of the original report, the CAO of Osgoode is no longer eligible to represent the RMOC on the selection committee as Osgoode will be making a RPF submission.

Questions to Staff

Ms McGee confirmed for Chair A. Munter that private operators use Ministry-owned ambulances and equipment. She also confirmed that should the RMOC choose the option of moving the transfer date forward, it could proceed to privatize the Ministry operation and put the remainder up for bid when the protection period ends 31 Dec 1999. Another option would be for the RMOC to assume and take complete control of the service prior to 01 Jan 2000.

Public delegations

Rene Berthiaume & John Kibsey, Rural Metro of Ontario

Mr. Berthiaume, Vice- President of Community Affairs & New Business Development, provided a brief background of Rural Metro of Ontario. Rural Metro of Ontario, comprised of seven operators, is owned by Rural Metro Canada, a subsidiary of Rural Metro Corporation, an American-owned company. He shared their mission statement, core values and highlights of Ontario operations. In Eastern Ontario, Rural Metro operates in Nepean, Osgoode, Hawksbury, Casselman, Embrum, Morrisburg, Winchester, Prescott and Kemptville.

Mr. Berthiaume stated that the company is seeking to work collaboratively with the RMOC. He stated his belief that the current land ambulance operators in Ottawa-Carleton, including Rural Metro, are experts in providing that service and can share a wealth of knowledge with the RMOC, so that the RMOC can be a good buyer of ambulance service. To that end, he has provided the committee with a copy of the contracting guideline document prepared by the Ontario Ambulance Operators Association and a copy of a draft RFP document (held with Committee Co-Ordinator).

Mr. Kibsey, Operational Manager for Osgoode & District Ambulance Service, provided operational details for Osgoode ambulance service. Rural Metro is the current operator in Osgoode, and bordering rural areas. They respond to 2000 calls/year and were one of the first rural communities to have 911 and Advanced Life Support Paramedics (2 staff). Mr. Kibsey concluded that Rural Metro was proud of its community involvement and hopes to continue to operate this service.

In response to a question by Chair Munter, Mr. Berthiaume stated that the RFP process came sooner than expected, as they are still dealing with the new regulations under *Bill*

152 and the evolving issues associated with those changes. He reiterated that the RMOC should meet with ambulance operators and establish the process it wants to go through in making the transition. Mr. Berthiaume opined that it was important for the RMOC to examine all options, including choosing individual operators or having one service

Mr Steve Hallam, Liaison Officer, Ottawa-Carleton Paramedic Association (OCPA)

Mr. Hallam began by stating he spoke on behalf of OCPA and the patients they serve.

Mr. Hallam referred to the Ontario ambulance system as a sprawling, fragmented patch work organization. He stated that mismanagement of this essential public service has resulted in inefficiencies, fiscal irresponsibility and improper life-threatening patient triage protocols and regulations implemented without public accountability. Mr. Hallam cited examples of inconsistencies and disorganization within the Dispatch system involving both Basic- and Advanced-Life Support ambulances, and which, he pointed out, the RMOC will inherit from the province.

Mr. Hallam expressed concern about the possibility of deregulation of ambulance services by the provincial government. He stressed that potential deregulation increases the need for the RMOC to take more active and local control of pre-hospital care.

Mr. Hallam encouraged the Region to solicit input from the people who work in the field, when instituting a local solution. He opined that this is an opportunity for the Region to provide a sound, high quality pre-hospital care system by directly overseeing ambulance operations and eventually revamping an inefficient and overwhelmed Dispatch system. Mr. Hallam suggested that partial fire/ambulance integration may be starting point for cost-savings and increased efficiency.

Mr. Randy Caverly, Regional Director, Ambulance Division of Ontario Public Service Employees' Union (OPSEU)

Mr. Caverly explained that OPSEU represents ambulance workers, dispatchers, mechanics, office staff and paramedics in the Ottawa area. He is also an ambulance officer.

Mr Caverly began by sharing the experience an ambulance officer who works for one of the new ambulance companies and has complained that he is being prevented from participating in his town council's examination of this issue. His employer is worried that the township may put in a bid under the RFP, and therefore be a competitor. Mr. Caverly expressed his belief that the contribution of this individual to the community was being co-opted for private gain by the company.

Mr. Caverly stated that as a result of Mega-week announcements, the Ministry will no longer be involved in the budgeting or the day-to-day control of operations. The regulating body and the funding body are going to be separate and distinct. Operators will be free to move funds around within their budget and extract profit. Mr. Caverly opined that there will be pressure within the new system to generate revenue at the expense of service and assets.

Mr. Caverly suggested that in order to realize the intended efficiencies of downloading, it will be necessary for the Region to reduce the service duplication of the current five services by creating one regional service. He cited an Emergency Services Review commissioned by the MOH in 1991, which resulted in the recommendation for a single public system. He also cited the optimal performance model as applied by the Ernst & Young Study of Metro Toronto in 1997. The study found that there was still significant public distaste in Canada for private sector involvement and concluded that the best option was a public regional service delivery model.

In conclusion, Mr. Caverly stated that the RMOC should adopt a plan to create a region wide public ambulance service and it should begin that plan with the ongoing RFP in Osgoode and the MOH announced RFP in the Ottawa-Carleton region, and continue the process at the end of the protection period.

Questions

Ms. McGee confirmed for Councillor Kreling that staff were aware that the province wanted to stop the direct delivery of ambulance and therefore, wanted to put out an RFP for the O-C regional ambulance service. As well, she confirmed that the Region had discussion with the province and were informed that the RMOC could not be a party to the development of the RFP. She stated that the Region had not received the MOH letter referred to by Mr. Caverly.

Ms. McGee clarified that if the province issues an RFP for the O-C regional ambulance service, the Region has two options (similar to the Osgoode situation) - to bid on that service or exercise the provision of the *Services Improvement Act* that allows the RMOC to assume the year 2000 responsibilities ahead of time.

Chair Munter expressed concern that the Region could be in position to inherit, on 01 Jan 2000, a privatized ambulance service which covers Ottawa, Vanier, Rockcliffe and most of Gloucester and Nepean, whether it likes it or not. In response, Ms. McGee confirmed that the O-C regional ambulance service covers approximately 50% of all ambulance service in this Region and any contracts initiated by the province, between now and then, will expire on 31 Dec 1999. The system in place on 01 Jan 2000 will be the system created by Regional Council.

Chair Munter agreed that there will be private contracts expiring prior to 01 Jan 2000 but pointed out that the system will have already been privatized, whether or not the

Region supports the privatization of the system. The Region could de-privatize it, but not without difficulty.

Bill Cole, President, Ottawa Professional Firefighters Association (OPFA)

Mr. Cole distributed a letter to members of the committee prepared by the Association and himself, in preparation for this meeting.

Mr Cole began by explaining that OPFA is affiliated with the International Association of Firefighters (IAFF), comprised of 230,000 members. IAFF has studied each and every privatization of ambulance service that has occurred in the United States. The OPFA has access to this information and will make it available at this committee's request.

Mr. Cole noted there has already been significant debate on the privatization of ambulance service in Ontario and Canada which centres on the basic premise of essential services for profit.

Mr. Cole emphasized that this discussion should encompass more than just the renewal of the Osgoode contract, and include the whole issue of the privatization of an essential service in our community.

Chair Munter read a motion put forward by Councillor Beamish.

Committee Discussion

Councillor Beamish, in speaking to his motion, stated that if it is imminent that a RFP is going out for the O-C regional service, it is urgent that the Region get control of the situation. The Region should take advantage of the opportunity to have a say in where its money is going and how service is delivered in Ottawa-Carleton.

Chair Munter stated the Provincial Government wants to privatize the bulk of the services, without RMOC involvement, even though the Region has to pay the cost. He stated he was not prepared to see the Provincial Government gut an essential service and then turn it over to the Region on 01 Jan 2000. He stated that if the Region is to have responsibility for ambulance service, then the Region must start making decisions about its structure. Chair Munter, referring to the latest news of an RFP for O-C region, expressed concern about turning an essential service into a series of competitive bid processes. He stated the Region has an obligation to ensure a high quality, responsive service.

Councillor Loney stated he supported the motion, and although he has no pre-determination of what the service should look like, agreed that Council needs to examine its options.

Councillor Kreling put forward an amendment to the motion, which requests the province not proceed with any further RFP's with respect to land ambulance services in Ottawa-Carleton.

Councillor Byrne and Councillor McGoldrick-Larsen both expressed their support for the motion and amendment.

Ms. McGee confirmed for Councillor Loney that there was no specific time requirement for formal notice of early transfer year 2000 responsibilities. The legislation merely states, "with the Minister's approval". Councillor Loney suggested it may be more effective to have firm date to go before Council. Under those circumstances it would be awkward for the province to proceed with an RFP.

Councillor Holmes stated she was strongly in favour of moving as quickly as possible to preclude the RFP being issued by the province for the O-C regional ambulance service.

Moved by D. Beamish

WHEREAS Regional Council now has to pay the bill for ambulance service in Ottawa-Carleton without the ability to have any input on the operation of a service we are responsible for;

WHEREAS, if Council is responsible for the costs of this service, being able to fully control it and make policy decisions about budgets and structure would ensure that this service is delivered as efficiently as possible to serve our community;

RESOLVED THAT Council Approve that we assume full responsibility for ambulance service as soon as is practical;

FURTHER THAT staff be directed to submit a report to the next meeting of Community Services Committee outlining some of the key issues and decisions that need to be taken to make this happen; and

FURTHER THAT Regional Council strongly requests that the provincial government make no further requests for proposal for land ambulance services in Ottawa-Carleton; and

FURTHER THAT this position be communicated to the Ministries of Health and Municipal Affairs, and local MPP's.

CARRIED

Moved by D. Holmes

Extract of Draft Minute
Community Services Committee
19 February 1998

That Councillor A. Loney, working with staff, represent the RMOC on the Request for Proposal (RFP) Selection Committee for Osgoode Land Ambulance Service.

CARRIED

Moved by D. Holmes

That Council be requested to waive the notice required under the Procedure By-Law and consider this item at its meeting of 25 Feb 98.

CARRIED

Our File/N/Réf.
Your File/V/Réf.

DATE 23 February 1998

TO/DEST. The Chair and Members of Regional Council

FROM/EXP. A/Co-ordinator
Community Services Committee

SUBJECT/OBJET **BRIEFING NOTES HELD ON FILE**

At its meeting of 19 February 1998, the Community Services Committee heard from a number of public delegations. Briefing notes are available from the following delegations:

1. Mr. Rene Berthiaume, Vice President of Community Affairs & Mr. John Kibsey, Operational Manager, Rural Metro Ontario
 - Company brochure for Rural Metro Ontario
 - *Contracting for Emergency Ambulance Services: A Guide to Effective System Design* Revised by the Ontario Ambulance Operators' Association
 - *Draft RFP for Ambulance Services*
2. Mr. Steve Hallam, Ottawa-Carleton Paramedic Association
 - Correspondence from the Ottawa-Carleton Paramedic Association Executive
 - *Information Sheet: Ottawa-Carleton Ambulance Services*
3. Mr. Bill Cole, President, Ottawa Professional Fire Fighters Association
 - Correspondence from Mr. Cole regarding the Contract Renewal - Town of Osgoode Ambulance Services
4. Mr. Doug Powell, Manager, Arnprior and Kanata Ambulance Services
 - Address to the Community Services Committee

Approved by
Jennifer Bionda