

## Creating Unity From Diversity

The Insufficiency of the Present Confederation to Preserve the Union

Robert J. Winchell, M.D., FACS

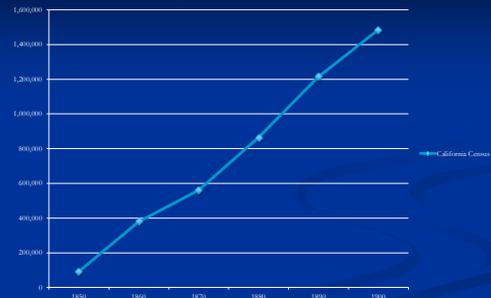
## Introduction

- A review of your 4<sup>th</sup> grade experience
  - What makes California different?
  - Does it matter for trauma systems?
- A review of your 12<sup>th</sup> grade experience
  - Unique problems aren't always unique
  - The 1789 solution
- The California version of *The Federalist*

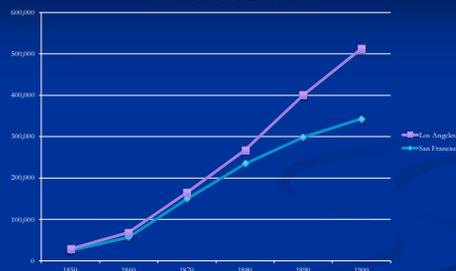
## A Brief History of (Modern) Time

- 1847 - 1848 - California becomes part of US
  - Estimated population around 16,000
- 1848 – Gold discovered at Sutter's Mill
- 1849 – Massive influx of population
- 1850 – California becomes a state
  - First census around 90,000
  - San Francisco is the largest city (25,000)
- 1869 – Transcontinental railroad completed

Population Growth 1850 - 1900

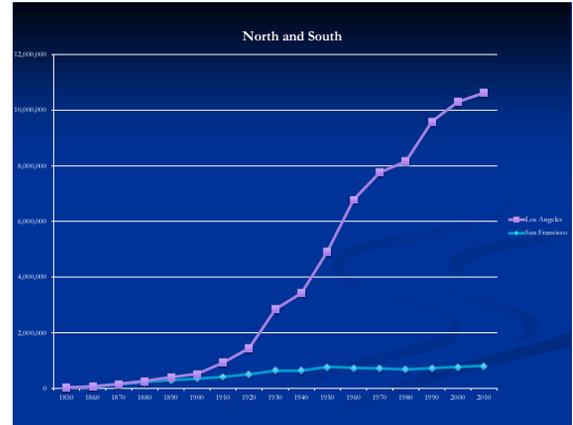
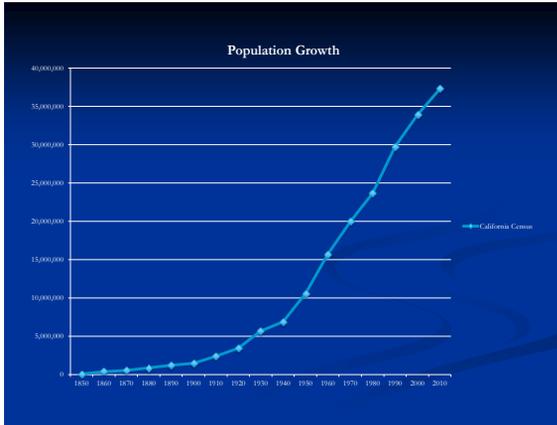


North and South 1850-1900



## After the Gold Rush

- California remains a destination for immigrants
  - Demographics change over time
- Development of agriculture and industry
- Shift in population center
- Continued rapid growth through the 20<sup>th</sup> century
- Changes in political climate
- Recent economic changes



“To the sociologist, California is a selective migration to a region of opportunity and laissez-faire, resulting in an open, unstratified society made up of communities of strangers.”

-Neil Morgan

*California: The Nation Within a Nation*  
Saturday Review, 1967

## Contrasts

- Preference for the local over the central
  - Much of development based on Federal support
- Selective immigration
  - Reasons have changed
  - Population demographics have changed
- Political polarity has changed
- Large differences in regional priorities

“California is a place in which a boom mentality and a sense of Chekhovian loss meet in uneasy suspension; in which the mind is troubled by some buried but ineradicable suspicion that things had better work here, because here, beneath that immense bleached sky, is where we run out of continent.”

-Joan Didion  
*Slouching Towards Bethlehem*  
1968

## The Philosophical Background

- California as a unique society
  - Selective immigration
  - The western limit of the continent
  - A permissive atmosphere
- Tradition of local governance
- Intent to empower the individual
  - Frequent use of initiative and referendum processes
  - One of few states to recall a governor

## In the World of Trauma Systems

- A loose confederation of independent entities
- Lead agency function primarily at LEMSA level
  - Functionally 33 separate trauma systems
  - Less than 25% of hospitals participate
- Very limited central authority and structure
- Suspicion and resistance to central leadership
- High degree of variability in care
- Difficult to drive change

“If the history of America is the history of an established culture painfully adapting itself to a new environment ... then the history of California is American history in extremis.”

-Wallace Stegner

*California: The Experimental Society*  
Saturday Review, 1967

## The Articles of Confederation

- Basis of first US government, ratified in 1781
- State governments are sovereign
  - Congress served to arbitrate disputes between them
- Congress given authority for treaties, armed forces, and monetary system
  - No ability to enforce rules or ensure compliance
  - No ability to control finances

## Insufficient to Maintain the Union

- Government under the Articles didn't work
  - No ability to regulate trade
  - No ability to generate cooperative action
  - No stable financial system
- Stronger central governance needed
  - Concept met with significant resistance
  - Acceptance required education and advocacy
- Articles replaced by the Constitution in 1789

“...there is, in the nature of sovereign power, an impatience of control, that disposes those who are invested with the exercise of it, to look with an evil eye upon all external attempts to restrain or direct its operations.”

-Publius  
*The Federalist*  
1788

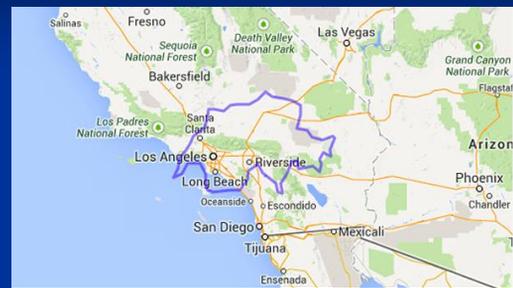
## The Solution

- A Federal system
  - Dual level of governance
  - Balance of local vs central responsibility
- Key elements
  - Clear delineation of powers
  - Appropriate balance between local and central

## Federalism in Trauma Systems

- Offers the best functional solution
  - Addresses issues of scale
  - Addresses issues of heterogeneity
- Addresses problems of “confederacy”
  - Allows for primarily local control
  - Ensures participation
  - Allows establishment of standards

## Scale



## The Federalism Theme Applied

- Unity does not generate itself
- Recommended a stronger central governance:
  - Ensure participation at appropriate level
  - Ensure uniform minimum standards
  - Ensure data collection and sharing
  - Facilitate quality assurance efforts
  - Facilitate sharing of experience between LEMSA

## The Challenge

- Develop the California version of *The Federalist*
  - Establish the value at LEMSA level
  - Gain “ratification” of the process and the plan
- Operationalize the balance of power
  - Modification of rules and regulations
  - Modification of operational approach
  - Strengthening central infrastructure

## Summary

- Federal approach offers a functional solution
- Best fit for California
  - Political philosophy
  - Geographic diversity
  - Regional diversity
- Addresses operational problems
- Provides a force to create unity
- Key is in implementation.

## Participation

- State/EMSA
  - Ensure that all LEMSA address trauma systems
  - Ensure that all facilities participate
  - Establish minimum standards
- LEMSA
  - Create structure of local system
  - Coordinate participation of local facilities
  - Modify minimum standards based on capabilities

## Operations

- State/EMSA
  - Establish uniform standards for trauma centers
  - Establish uniform standards for EMS
  - Provide triage and destination guidance
- LEMSA
  - Determine local criteria and designate trauma centers
  - Coordinate and deploy local EMS resources
  - Determine local triage criteria and destination policy

## Data Collection

- State/EMSA
  - Establish minimum trauma data set
  - Require all facilities to collect data
  - Consolidate and analyze data at state level
- LEMSA
  - Establish local data dictionary
  - Coordinate data collection and submission
  - Analyze data for local system quality assurance

## Quality Assurance

- State/EMSA
  - Ensure confidentiality of quality assurance activities
  - Provide templates for basic local quality assurance
  - Define and assess state level quality metrics
- LEMSA
  - Establish and coordinate local system quality assurance
  - Determine local system metrics and goal projects

## Finance

- State/EMSA
  - Ensure sufficient funding for central functions
  - Facilitate local utilization of statutory funds
  - Work with state legislature to stabilize funding sources
- LEMSA
  - Coordinate local use of statutory funds
  - Develop and coordinate local funding mechanisms
  - Grass roots advocacy for system funding

## Stakeholder Engagement

- State/EMSA
  - Policy development through STAC
  - Coordination of stakeholder groups
  - Determination of system goals
- LEMSA
  - Develop local coalitions
  - Work to build public awareness and support
  - Grass roots advocacy for system funding