



****AMENDED AGENDA
OTTUMWA CITY COUNCIL**

SPECIAL WORK SESSION NO. 9
Room 8B – Depot Conference Room

March 11, 2025
5:30 O’Clock P.M.

PLEDGE OF ALLEGIANCE

ROLL CALL: Council Member Caviness, Reid, Galloway, Hoffman, McAntire and Mayor Johnson.

Wapello County Supervisors are invited and encouraged to attend.

APPROVAL OF AGENDA

1. Emergency ****Medical Services (Ambulance)** – discussion, purpose, questions.

All items on this agenda are subject to discussion and/or action.

ADJOURN

***** It is the goal of the City of Ottumwa that all City Council public meetings are accessible to people with disabilities. If you need assistance in participating in City Council meetings due to a disability as defined under the ADA, please call the City Clerk’s Office at (641) 683-0621 at least one (1) business day prior to the scheduled meeting to request an accommodation. *****

****Clarification should be Medical and not Management.**



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FAX COVER SHEET

City of Ottumwa

DATE: 3/07/2025 TIME: 9:30 AM NO. OF PAGES 2
(Including Cover Sheet)

TO: News Media CO: _____

FAX NO: _____

FROM: Christina Reinhard

FAX NO: 641-683-0613 PHONE NO: 641-683-0620

MEMO: AMENDED Agenda for the Special City Council Work Session #9 to be held on 3/11/2025 at 5:30 P.M. in Room 8B – 2nd Floor Depot Conference Room, 210 West Main Street.

 FAX MULTI TX REPORT

JOB NO. 0415
 DEPT. ID 4717
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Ottumwa Courier
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JOB NO. 0415
DEPT. ID 4717
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TENTATIVE AGENDA
OTTUMWA CITY COUNCIL

SPECIAL WORK SESSION NO. 9
Room 8B – Depot Conference Room

March 11, 2025
5:30 O’Clock P.M.

PLEDGE OF ALLEGIANCE

ROLL CALL: Council Member Caviness, Reid, Galloway, Hoffman, McAntire and Mayor Johnson.

Wapello County Supervisors are invited and encouraged to attend.

APPROVAL OF AGENDA

1. Emergency Management Services – discussion, purpose, questions.

All items on this agenda are subject to discussion and/or action.

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FROM: Christina Reinhard

FAX NO: 641-683-0613 PHONE NO: 641-683-0620

MEMO: Tentative Agenda for the Special City Council Work Session #9 to be held on 3/11/2025 at 5:30 P.M. in Room 8B – 2nd Floor Depot Conference Room, 210 West Main Street.

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Emergency Medical Services

Ottumwa Fire Department



History of EMS in the United States

History of EMS in the United States

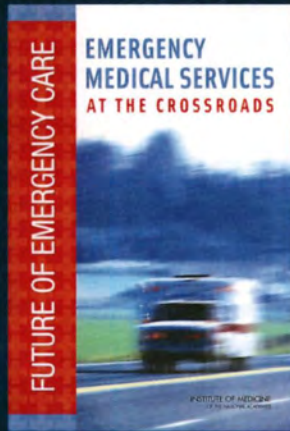


With widespread trauma, a systematic and organized method of field care and transport of the injured was born out of necessity. It wasn't until 1865, however, that the first civilian ambulance was put into service in Cincinnati, followed by a civilian ambulance surgeon in New York 4 years later. The New York service differed slightly from the modern approach, as they arrived equipped with a quart of emergency brandy for each patient. *(A Brief History of Emergency Medical Services, 2016)*

Once again, military conflicts and necessity provided much of the impetus to develop innovations in the transportation and treatment of the injured. In the wake of World War I, the roaring '20s saw the first volunteer rescue squads forming in locations such as Virginia and New Jersey. Control began to shift toward municipal hospitals or fire departments as funeral home hearses were slowly joined by fire departments, rescue squads, and private ambulances in the transportation of the ill and injured. *(A Brief History of Emergency Medical Services, 2016)*



History of EMS in the United States



The 1960s provided another challenge to public health as traffic accidents began to lead to considerable trauma and death. This “neglected disease of modern society” was detailed in the infamous 1966 white paper, “Accidental Death and Disability: The Neglected Disease of Modern Society.”

(A Brief History of Emergency Medical Services, 2016)

1969- President Lyndon Johnson's Committee on Highway Traffic Safety recommends the creation of a national certification agency to establish uniform standards for training and examination of personnel active in the delivery of emergency ambulance service.

(The History of the National Registry and EMS in the United States | National Registry of Emergency Medical Technicians, n.d.)



History of EMS in the United States



1970's- Improved care of the sick and injured in the pre-hospital phase became a crusade led by concerned physicians, nurses, ambulance service providers, health care administrators, elected officials, and private citizens. The movement was supported by statistics reflecting an abysmal state of affairs.

(The History of the National Registry and EMS in the United States | National Registry of Emergency Medical Technicians, n.d.)

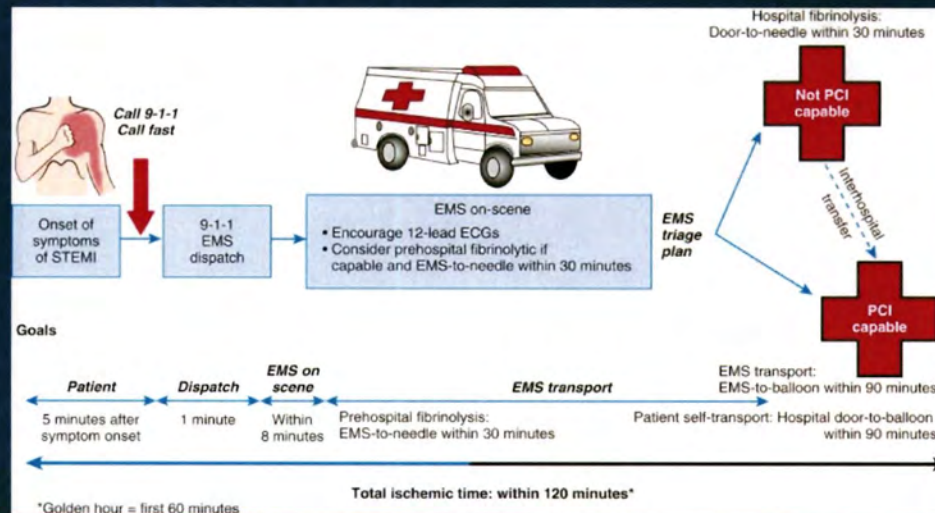
1972- The fiction of TV's "Emergency" paled before the action of real-life Firefighter/Paramedics as they lived the spontaneous script of the streets. With every run made, EMS professionals added to their reputation as respected members of the medical community.

(The History of the National Registry and EMS in the United States | National Registry of Emergency Medical Technicians, n.d.)



History of EMS in the United States

Today, EMS has become a focus of intense research of pre-hospital interventions into many commonly encountered acute care issues seen in emergency medicine, such as acute respiratory distress, cardiac arrest, chest pain, and more. With increasingly integrated technology between pre-hospital care and the emergency department, patient data is beginning to be transmitted in real-time, allowing for earlier determination of patient severity and care management prior to arrival. *(A Brief History of Emergency Medical Services, 2016)*

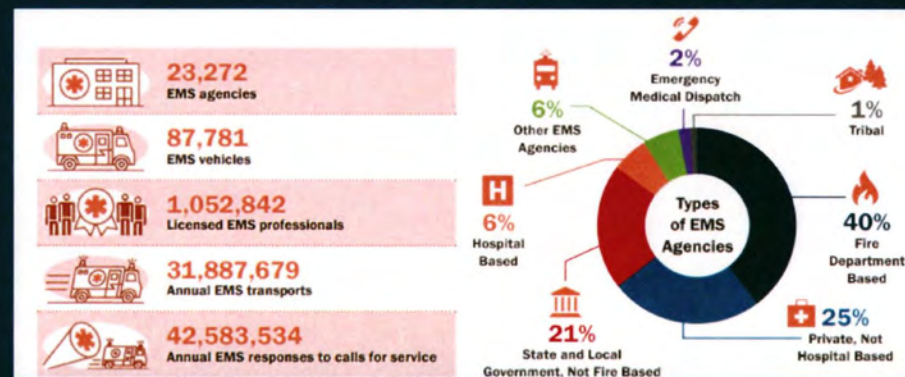


History of EMS in the United States

Many fire departments provide multiple types of EMS services. In fact, over the past four decades, EMS has become a core function of the American fire and emergency service.

According to data from the National Fire Protection Association (NFPA), in 2021, nearly three-quarters of all 9-1-1 calls to fire departments were for medical emergencies. These 26.3 million responses have pushed the fire service to become the largest providers of EMS nationwide.

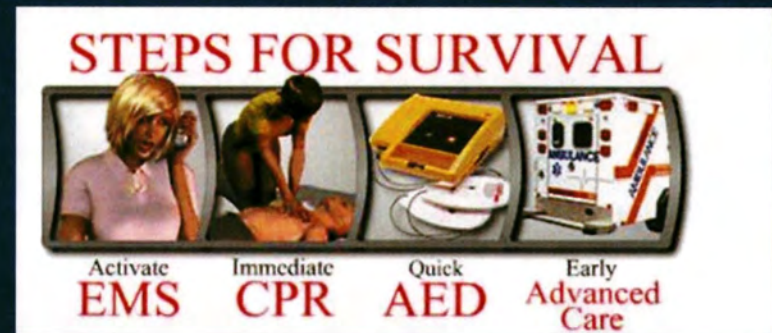
(Standard Occupational Classification Policy Committee & U.S. Bureau of Labor Statistics, 2024)



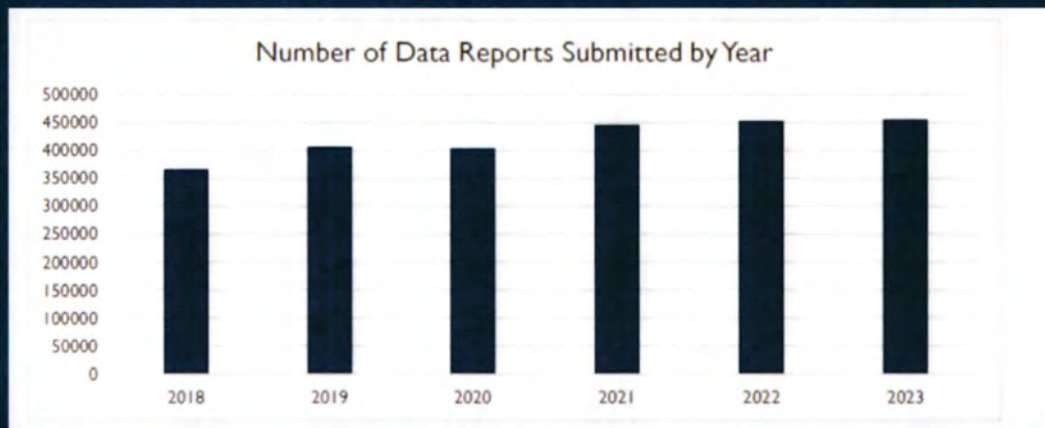
(U.S. Fire Administration, 2022)

EMS in the United States- TODAY

The National Emergency Medical Services Information System (NEMSIS) is a national database that tracks EMS activations across the US and its territories. Between February 2nd, 2022-February 2nd, 2024, there were 109,664,253 EMS activations reported to NEMSIS.² 83% of all EMS activations requested an agency with transport capacity. (EMTprep, 2025)



EMS in Iowa- Today

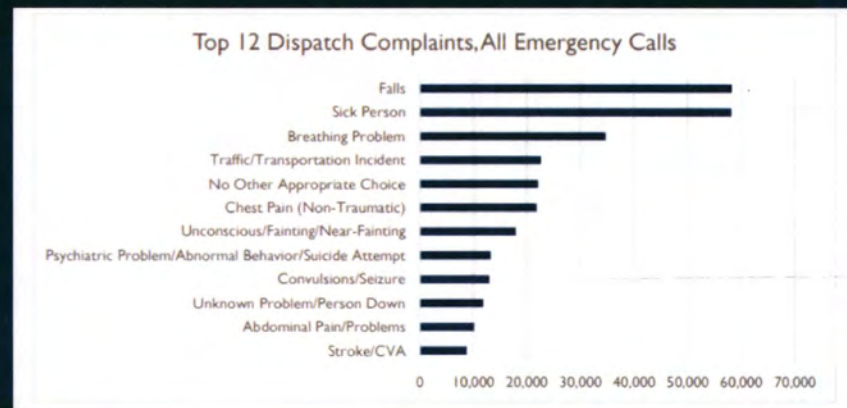


EMS is requested for a wide variety of reasons. The twelve most common 911 dispatch reasons from 2023 are listed below. These are the complaints received by the PSAPs and relayed to the EMS services in the initial dispatching information.

(2023 Emergency Medical Services Annual Report, 2024)

In 2023, 455,907 incident data records were submitted to the Iowa Image Trend (EMS Incident Reporting) registry, an increase of 0.5% over 2022.

(2023 Emergency Medical Services Annual Report, 2024)



Current EMS Model in Wapello County

The hospital-based entity is private for-profit model and local government has limited day-to-day influence over operations. Local government has no control over:

Examples

1. Staffing
2. Conditional Service (Paramedic to EMT)
3. Service Delivery Model
4. Response Times
5. Patient Care
6. Billing Practices (Patient, Insurance, Medicare)



Why is this of concern?

- Leaders of EMS organizations don't want to explain what they're doing and why; they just don't want to have to be held accountable. But performance measurement has become the common currency across all of healthcare, and if we want to get paid in the new healthcare era, we must demonstrate value.
- **Hallmark #1: Hold the service accountable.** Every ambulance service should be evaluated on its ability to deliver results in the areas of clinical excellence, response-time reliability, economic efficiency and customer satisfaction. This can be accomplished through performance-based assessment. *(EMS Structured for Quality: Best Practices in Designing, Managing and Contracting for Emergency Ambulance Service, n.d.)*

Why is this a concern?

- Operating outside of established Iowa Bureau of EMS Standards
 - Responding an ambulance to an emergency with only one (1) person.
 - (1) Provide as a minimum, on initial 911 or emergency calls, the following staff on each primary response ambulance:
 - 1. One currently certified emergency medical care provider certified at the service program full level of authorization.
 - 2. One driver
 - (2) Provide as a minimum on each subsequent call or nonemergency call, when responding, the following staff:
 - 1. One currently certified EMT
 - 2. One driver

(IOWA CHAPTER 132- EMERGENCY MEDICAL SERVICES—SERVICE PROGRAM AUTHORIZATION)



Why is this a concern?

- Extended response times
 - Why are response time standards a good idea? The core reason for establishing a standard or target is to measure performance. Ideally, it gives decision makers an objective mechanism to know when additional resources are required. It also allows departments to meaningfully benchmark performance with similar agencies. *(Staff, 2024)*



Why is this a concern?

- Emergency medical service units average **7 minutes** from the time of a 911 call to arrival on scene in urban areas. That median time increases to more than 14 minutes in rural settings, with nearly 1 of 10 encounters waiting almost a half hour for the arrival of EMS personnel. (Mell et al., 2017)
- Is Ottumwa, Iowa considered an urban setting?



Is Ottumwa, Iowa considered a urban setting?

- YES, according to the US Census Bureau.
 - The Census Bureau's urban-rural classification is a delineation of geographic areas, identifying both individual urban areas and the rural area of the nation. The Census Bureau's urban areas represent densely developed territory, and encompass residential, commercial, and other non-residential urban land uses.

2020 Census Information
Ottumwa, IA
Population- 25,019
Housing- 11,060
Population Density- 1,952.98



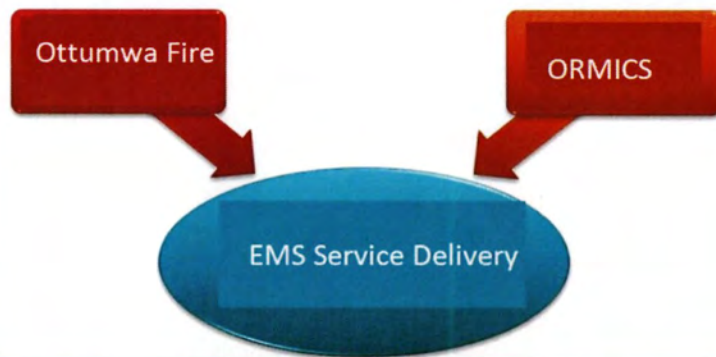
Emergency Medical Service Delivery

- Is the City of Ottumwa getting the EMS delivery model of that in an urban setting?
 - No.....
 - Extended Response Times
 - Multiple incidents occurring
 - Not enough ambulances in-service
 - Mutual Aid a long distance away
 - No redundancy with a critical emergency service
 - Inconsistent service delivery- Conditional Service
 - Day of the week and time of day
 - Number of personnel and certification level

EMS Service Delivery Model- Proposal

Proposal

Two Pronged Approach



- A two-pronged approach.....
 - Fire-Based ALS Transport Service Model for the City of Ottumwa proper.
 - Hospital Based ALS Transport and Critical Care Transport for unincorporated areas of Wapello County.
- This proposal also allows for redundancy of a critical emergency service to the community.

Ottumwa Fire-Based EMS

- What would this look like?
 - Two (2) Advanced Life Support Ambulances
 - One (1) at each station
 - Each staffed with one (1) EMT and one (1) Advanced provider
 - Advanced providers on each fire company
- Fire and Life Safety Coordinator- Community Paramedic
 - Partnership with Ottumwa Regional
- Modified Emergency Medical Dispatch criteria through Ottumwa Police Department Dispatch Center
- Automated Station Alerting
- Automatic Vehicle Locators (AVL) to send closets most appropriate unit.



Why Fire-Based EMS?



An integrated fire and EMS system is structural efficiency. Firehouses are traditionally well positioned to serve the local population in most areas of the country. These physical structures can provide a strategic location for the EMS units they house, as well as a place for EMS personnel to rest between calls. *(Emergency Medical Services: At the Crossroads, 2007)*

Fire-Based EMS: Advantages

- Infrastructure already in place
 - Fire Stations
- Continuity of patient care between first responders and ambulance personnel who are part of the same organization.
- Continuity of administration.
- Continuity of Standardized Operating Procedures.
- Unity of Command.
- Ability to deliver medical care while performing specialized rescue in such cases as auto extrication, marine rescue, high-angle rescue, collapse rescue environments, and hazardous material events.



Fire-Based EMS: Advantages



- There is also economy of scale savings when using firefighters in a cross-trained/multi-role EMS function.
 - Because of the 207(k) exemption of the Fair Labor Standard Act, firefighters can work up to a 53 hours per week before being paid overtime. Non-firefighters must be paid overtime for any hours worked over 40 hours.
 - Other economy of scale savings are realized when EMS first response and EMS ambulance transport become fire based and combined into one organization through the elimination of duplicate functions such as administration, training, and support functions.

Fire-Based EMS: Advantages

- Another advantage of a fire-based EMS model is that a firefighter is trained in multiple disciplines. Thus, a single person performs multiple functions as opposed to hiring one person to perform a single function. Firefighters, besides being trained to handle fires and medical emergencies, can also mitigate hazardous material events, perform technical and complicated rescues, and perform fire prevention and education services



Fire-Based EMS: Advantages

- Limits personnel burnout
 - EMS professionals are increasingly victims of burnout. This condition is now considered in the International Classification of Diseases and points to chronic workplace stress. (Rosenberger, 2019)
 - Emergency medical services clinician burnout is a significant public health concern and has been associated with workforce-reducing factors. Using a random sample of nationally certified clinicians, we assessed clinician burnout and its potential association with increased sick days and intent to leave the profession. (Powell et al., 2025)



Fire-Based EMS- Advantages

- Where should communities be looking for best practices in fire service-based EMS delivery?
 - How about Muscatine, IA?
 - With just two stations providing EMS and fire suppression to a service area of 145 square miles, this small department, which runs more than 3,100 calls annually, might easily be overlooked. But in 1999-2000, the city and county of Muscatine commissioned an independent review of their local EMS system. Recognizing that a higher level of service was needed, leaders put their emergency ambulance service contract out to bid. Bidders included both private-sector entities and the Muscatine Fire Department (MFD). To ensure an objective comparison with private providers, the bid process quantified costs that are frequently not considered when EMS is operated by a public entity. MFD scored the highest in the bid review process, with 94% of possible points, and was awarded the contract.
 - Since MFD began providing EMS, the department has been recognized by the Iowa EMS Association as its 2002 EMS Service of the Year, and an MFD member was awarded Paramedic of the Year. Sights are now set on accreditation. MFD shows that large or small, focusing on a high level of service is the right answer for any community.

Proposal- Funding

Iowa- Essential Service Levy

In 2021, the Iowa Legislature passed a law allowing counties to ask their voters to increase income and/or property taxes to support EMS as an essential service.



Iowa- Essential Services Levy



- If the Essential Services levy is supported can the funding be divided among service providers..... YES.
 - Eight counties placed this referendum on their Nov. 8 ballots in 2022, and five counties reached the required 60% threshold for passage: Jones, Kossuth, Osceola, Pocahontas, and Winnebago. In Jones County, residents will pay an additional \$35 in property tax for a home valued at \$100,000. The revenue would be divided among nine ambulance regions in the county, as well as a portion of two other neighboring counties.
- If done properly between the City and County, Ottumwa could be eligible for half of the funding.

Other funding potential

- **Ground Emergency Medical Transportation (GEMT)**
 - Is a program where publicly owned or operated ambulance services can get extra payments. These payments help cover the gap between what it actually costs to transport patients in emergencies and what they receive from Medicaid, mileage and other reimbursements. It's a way to support ambulance providers in delivering essential services.
- **Would Ottumwa Fire and EMS be eligible for this funding.... YES**
 - With the call volume within the City of Ottumwa, the city could be reimbursed between \$400,000 to \$500,000 if not more.
 - This amount was determined by looking at similar organizations with similar make-up and incident volume.

Other funding potential

- Fees for service
 - Ground ambulance billing, a Base Rate typically depicts the level of service provided along with the priority. So an EMS agency, depending on the services they provide as licensed or permitted by either the State(s) and/or local municipality(ies) they serve, will most likely include these basic Base Rates as part of their gross charge fee schedule.
 - Would Ottumwa Fire and EMS be eligible for this funding.... YES
- Ottumwa Fire and EMS would establish EMS fees for service. These fees would be through insurance, Medicare, Medicaid, and private pay.
 - Estimated reimbursement rate revenue- \$1,000,000.00

Request

- Asking for City Council support to implement a Fire-Based EMS delivery pilot program.
 - Pilot programs – also known as feasibility studies or experimental trials – are short-term tests that can help you and your company learn how a larger-scale project might work for you in practice. They provide a platform for you to test logistics and spot any potential deficiencies before you go any further. *(HR Works, 2019)*
 - A pilot program typically begins with a proposal that lists program objectives and details how they will be carried out. *(HR Works, 2019)*
 - Your study should also include a timeline, as well as metrics for measuring progress and determining success. *(HR Works, 2019)*

What will this pilot program measure?

- Ability for Fire-Based EMS to provide a timely response within the City of Ottumwa.
- Ability for Fire-Based EMS to provide a timely transport to definitive care.
- Identify payer rates
- Identify reimbursement rates
- Identify users, super-users, and mega-users of EMS services within the City of Ottumwa
 - Patient
 - Facility
- The Institute of Medicine (IOM) defined quality as “the degree to which health services for individuals and populations increase the likelihood of desired health outcomes and are consistent with current professional knowledge” and described six dimensions of quality care: a care that is safe, effective, patient centered, timely, efficient, and equitable. (El Sayed, 2012)

Next Step

- Fire Department Administration to meet with City Administrator and City Finance to present proposed budget to establish pilot program.
 - Expenditures
 - Reimbursements
- If proposed budget is supported, present information to City Council for approval.
- If approved:
 - Establish Medical Control and Direction
 - Purchase need supplies
 - Provide additional training to OFD members
 - Begin pilot program within 60 days of approval.
 - Pilot Program- 6 months at minimum.

The image is a graphic design with a dark blue background. A diagonal band of lighter blue with a fine hatched pattern runs from the bottom-left corner towards the top-right. The text "Thank You" is centered in the dark blue area in a white, bold, sans-serif font.

Thank You

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