



Indiana Rural Health Association 2021 EMS – Present and Future State

Tim Putnam, EMT, DHA CEO, President Margaret Mary Health Michael A. Kaufmann, MD, FACEP, FAEMS
State EMS Medical Director
Indiana Department of Homeland Security





IDHS EMS Division





Objectives



- Welcome and introductions
- IDHS overview
- Current state of our EMS System in Indiana
- Challenges for our EMS System
 - Hospital Culture Why You Should Care
 - No Port In A Storm Diversion Issues
 - Rules, Regulation, Oversight Why Hospital Transfers are Hard
 - EMS Reimbursement An outdated paradigm
 - Workforce Worries A declining workforce with no relief in sight
 - Future Direction and Opportunity MIHCP



Meet Your Speakers

Tim Putnam, DHA, EMT CEO, President



- Tim Putnam is President & CEO at Margaret and Mary Health located in Batesville, Indiana and has over 30 years of healthcare experience.
- He received his MBA from the University of Southern Indiana and Doctorate in Health Administration from the Medical University of South Carolina where his dissertation was focused on the treatment of acute stroke patients in community hospitals.
- He currently chairs of the National Rural Health Association's Policy Congress, Indiana Graduate Medical Education Board and the National Rural Accountable Care Consortium. In 2015 Dr. Putnam completed training as an Emergency Medical Technician and serves on the Batesville Fire and EMS Lifesquad

Michael A. Kaufmann, MD, FACEP, FAEMS State EMS Medical Director



- Dr. Michael Kaufmann first became an EMT in 1992. He graduated from Indiana University in 1993 with a Bachelor of Science degree in microbiology.
- He graduated with his medical degree in 1997 and went on to complete an emergency medicine residency at the Case Western Reserve MetroHealth Medical Center Cleveland Clinic program in Cleveland, Ohio.
- Dr. Kaufmann has worked as an emergency physician at Ascension St. Vincent Hospital and Health Systems in and around central Indiana. He currently serves as the EMS Medical Director for local Ascension St. Vincent EMS affiliates
- Dr. Kaufmann is board certified in both Emergency Medicine and the sub-specialty of EMS.
- In early 2018 he was appointed the EMS Medical Director for the State of Indiana in the Department of Homeland Security.



IDHS







Emergency Medical Services Commission



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Andrew Bowman	Emergency Nurses		
Vacant	Indiana Department of Homeland Security		
Dr. Sara Brown	Trauma Care		
Vacant	Emergency Physicians		
Melanie "Jane" Cragin	Hospital Ambulance Service		
Terri Hamilton	Volunteer EMS		
Darin Hoggatt	Paramedics		
Dr. Thomas Lardaro	Air Ambulance		
Myron Mackey	Emergency Medical Technicians		
Matthew McCullough	Volunteer Fire Department		
John Ryan	Public Representative		
G. Lee Turpen	Private Ambulance Services		
Charles Valentine	Municipal Fire Services		
John Zartman	ALS Training InstitutionProgram		

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EMS CERTIFICATIONS



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Training Institutions

Supervising Hospitals

Providers

Vehicles

Ambulance

ALS non-transport

Air Ambulance Rotorcraft

2021, 2020, (2019)

115, 109, (115)

82, 86, (91)

837, 832,(833)

1857, 2,249, (2,600)

517, 476, (584)

59, 54, (52)

Personnel

• EMR

EMT

Advanced EMT

Paramedic (license)

Primary Instructor

4816, 4870, 5055

13733, 14006, 14448

655, 642, 578

4696, 4518, 4408

622, 611, 566





EMS System Metrics – as of January 2021



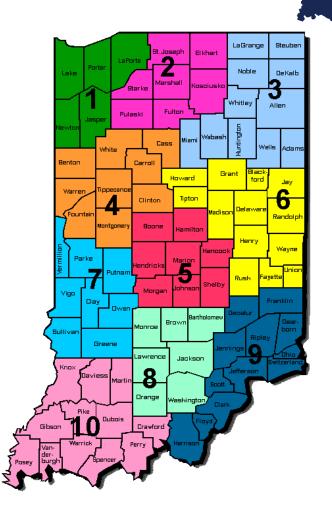
Year

2021, (2020), (2019)

Total Ambulances in state

1853, (1773) (2022)

- D1 274 (261) (363)
- D2 150 (148) (145)
- D3 117 (110) (111)
- D4 105 (100) (120)
- D5 450 (430) (492)
- D6 313 (292) (301)
- D7 72 (80) (84)
- D8 47 (47) (49)
- D9 211 (197) (245)
- D10 114 (108) (112)
- Total ALS non-transport vehicles 495 (476) (584)
- Total Rotocraft statewide 59 (54) (52)





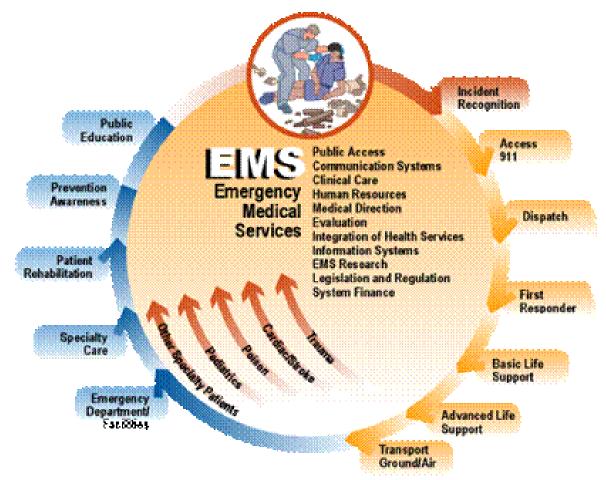
Indiana EMS Who's Who



- Private EMS 56
- Hospital based 41
- Governmental/Municipal EMS – 183
- Volunteer Ambulance 46
- Volunteer Fire 454

 (most are BLS non-transport and DO NOT BILL for services)

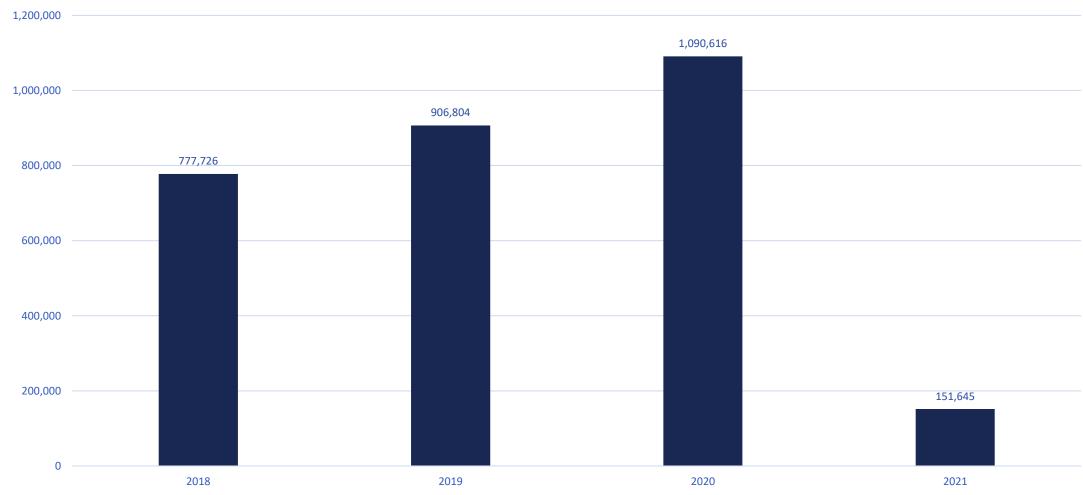
=70%





Annual Indiana EMS Run Volume - YOY

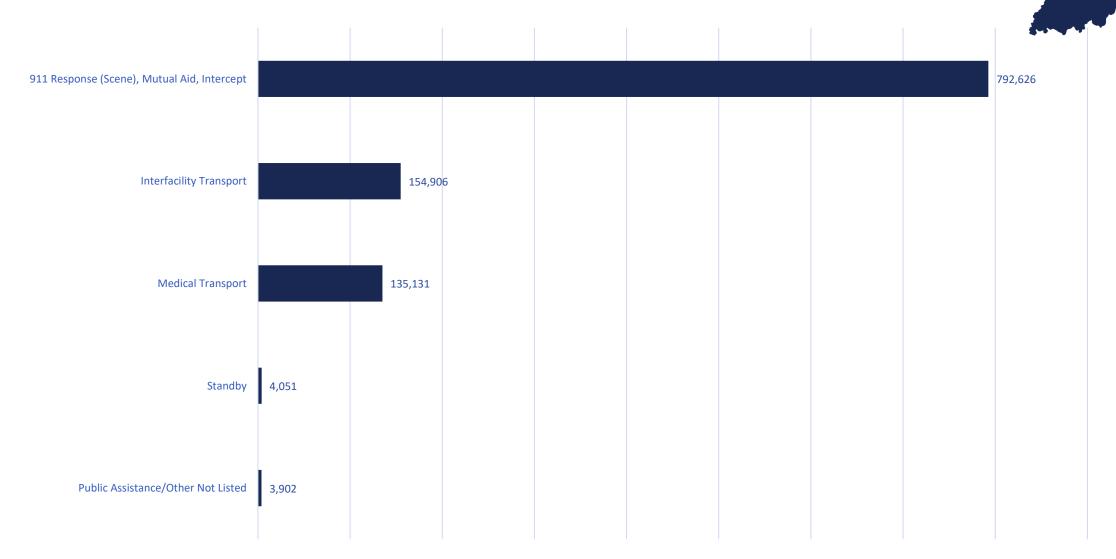






Type of Call - 2020

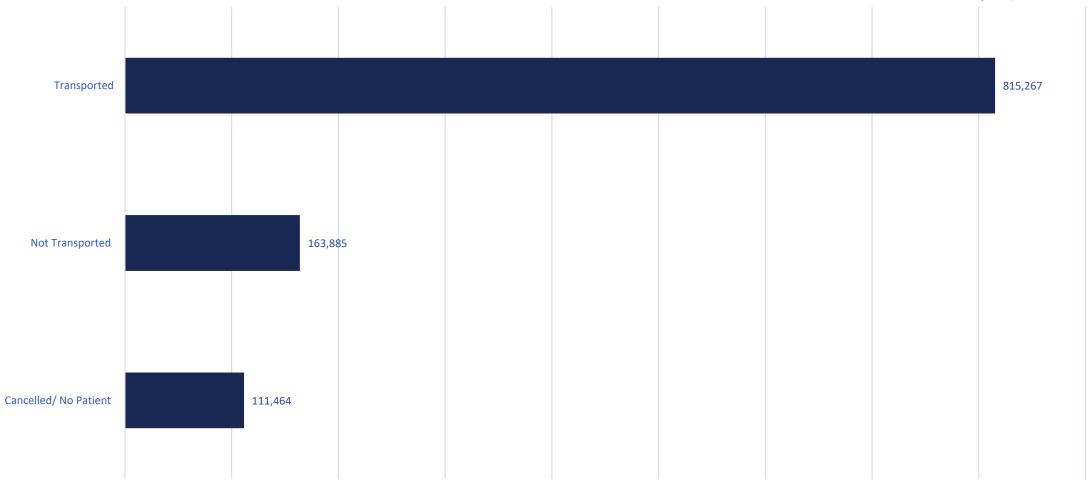






Disposition of Calls - 2020

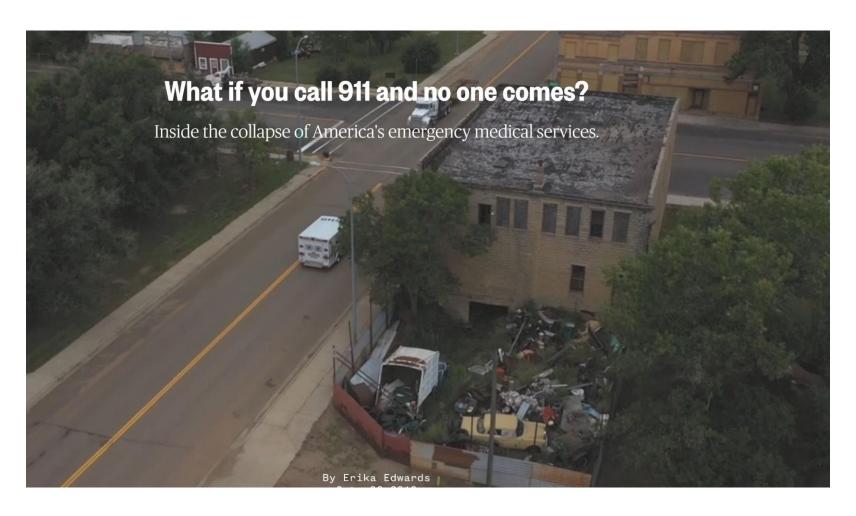






Challenges Threatening the Indiana EMS System







Tim Putnam





Hospital Culture and EMS

Why you SHOULD care.



Why Hospitals Should Care About EMS



- Although it's not always recognized, EMS is one of a hospital's biggest clients and brings in a substantial amount of revenue,"
- Unless a patient specifically requests a certain facility, it is up to the EMS agency to pick the transport destination. Improving your relationship with your local EMS agencies should be viewed not as an expense but as an investment.
- What are ways that hospitals in Indiana can collaborate with EMS?
 - Hospital Supervision
 - EMS Medical Direction
 - Education and Training both initial and ongoing
 - Collaboration on systems of care
 - Trauma
 - STEMI
 - Stroke
 - Other time critical diagnoses
 - Outcomes and Feedback
 - Community Paramedicine and Mobile Integrated Health Programs



Why Collaborate?



- For example, an average of 20-30% of patients in the emergency department arrives via ambulance.
- However, of these, a higher percentage are admitted (the national average is 39%), with an average cost exceeding \$21,000 per visit.
- Additionally, when an EMS agency chooses your hospital for their higher acuity patients – such as trauma, cardiac, and stroke – the average patient cost is driven even higher.
- All ALS provider EMS agencies in the State of Indiana are REQUIRED by statute to have a supervising hospital and EMS Medical Director.
- Yet, hospitals have no mandate to partner or collaborate with EMS.
- <u>Care begins in the field</u>, as such hospitals should have a vested interest in their community partnerships.



Testimonial



- We have seen a \$4 million increase in revenue over the last two years, just from changing our culture. We attribute much of this to increased admission rates from our EMS transports as well more higher acuity patients being delivered to our facilities," Frakes said. "Our EMS agencies know that when coming to our facilities, they will be treated as equals, be shown respect and appreciation, and, more importantly, receive timely and helpful clinical feedback."
- Investing in your relationship with your local EMS agencies can not only create a more efficient environment and better patient outcomes but make a real difference in your hospital's revenue numbers. Improving the teamwork between the two teams is a winwin situation that will undoubtedly benefit your operations for years to come.



Tim Putnam





Why YOUR lack of planning shouldn't be an EMS emergency!





- Diversion The practice of turning away ambulances is known as "ambulance diversion" or "hospital diversion."
 - Is it legal? Yes
 - Is it enforceable? No
- Can we ever close our door to walk in patients? No
 - Then why do we close our door to the one mode of entry that accounts for 20% of our EMS volume?
 - 40% of EMS patients delivered to our door are admitted to the hospital
- What happens if EMS "shows up" with a patient while we are on diversion? Nothing, we are still obligated under EMTALA to see that patient.





Guidance for Hospitals and EMS for Ambulance Diversion Requests

Michael A. Kaufmann, MD, FACEP, FAEMS State EMS Medical Director Indiana Department of Homeland Security

- Hospital resources, including emergency services, may occasionally be overwhelmed and may not be able to provide optimal patient care. Factors contributing to this problem include a shortage of qualified health care providers, lack of hospital-based resources, and ongoing hospital and emergency volume in response to COVID19 community transmission.
- While many hospitals have attempted to respond to ED overcrowding by diverting incoming ambulances to other hospitals, diversion creates its own problems, delays patient care, and further reduces our EMS systems ability to respond to calls for emergency assistance in a timely fashion.
- A patient's choice of hospital or other facility should be complied with unless contraindicated by state, regional or system/service protocol or the assessment by a certified EMS provider shows that complying with the patient's request would be injurious or cause further harm to the patient. Patient transfer can be arranged following emergency care and stabilization.





HOSPITAL DIVERSION REQUESTS

- A hospital may notify the EMS system of a temporary inability to provide care in the emergency department (ED) and request ambulances divert patients to an alternate hospital facility.
- A request to divert to another facility may be honored by EMS providers when patient condition and EMS system status allow.
- A diversion request does not mean the hospital ED is closed, but usually means the current emergency patient load exceeds the Emergency Department's ability to treat additional patients promptly.
- If the patient's condition is unstable and the hospital requesting diversion is the closest appropriate hospital, ambulance service personnel should notify the hospital of the patient's condition and to expect the patient's arrival.
- This procedure should also be followed when a patient demands transport to a facility on diversion.
- A hospital declaring diversionary status for EMS patients is simply a request for EMS to consider an alternate hospital destination. The hospital may not refuse care for a patient presented to their facility and is subject to EMTALA rules and regulations.



Tim Putnam





Rules, Regulations, and Oversight

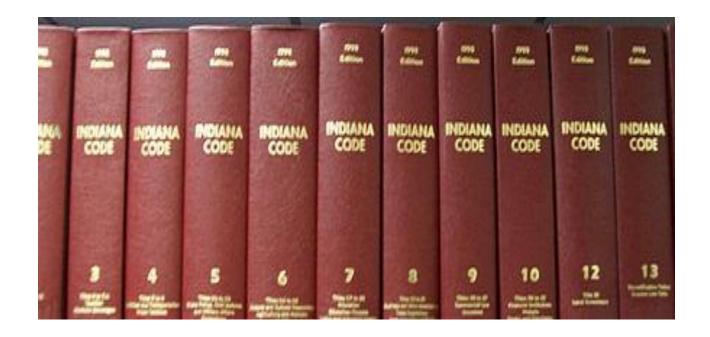
& Why Hospital to Hospital Transfers are difficult to mandate



Our Playbook



• The **Indiana Code** is the <u>code of laws</u> for the <u>U.S. state</u> of <u>Indiana</u>. The contents are the <u>codification</u> of all the laws currently in effect within Indiana. These are arranged into 36 Titles,





TITLE 836 RULE RE-WRITE



- Although loosely referred to as a "rule re-write" this 2019 process reviewed all of the Title 836 language to include:
 - Policy updates approved by the EMS Commission that were not written into rule format.
 - Outdated policy such as old terminology or new practices such as the on-line recertification that was not addressed in rule language.
 - Limited updates to improve the EMS education, certifications, or operations sections.
- Process for rule re-write
 - 1. Staff developed list of concerns and reviewed the rules section by section.
 - 2. Preliminary proposals were shared with EMS interest groups such as the Indiana EMS Association (IEMSA), the Indiana Fire Chief's Association EMS Section (IFCA), and the Indiana EMS Education Working Group.
 - 3. Modifications were made to the draft which was then submitted to the Indiana EMS Commission over a series of three meetings, including a one-day full day special session devoted to the review.



What is the Scope and Intent of the EMS System?



- The first statute of the EMS provisions provides the intent of the EMS legislation:
- IC 16-31-1-1 Intent
- Sec. 1. (a) The general assembly declares that the provision of emergency medical services is a matter of vital concern affecting the public health, safety, and welfare of the people of Indiana.
- (b) It is the purpose of this article:
- (1) to promote the establishment and maintenance of an effective system of emergency medical service, including the necessary equipment, personnel, and facilities to ensure that all emergency patients receive prompt and adequate medical care throughout the range of emergency conditions encountered;
- (2) that the emergency medical services commission established under IC 16-31-2 shall cooperate with other agencies empowered to license persons engaged in the delivery of health care so as to coordinate the efforts of the commission and other agencies; and
- (3) to establish standards and requirements for the furnishing of emergency medical services by persons not licensed or regulated by other appropriate agencies.
- There is a stated intent to provide "prompt and adequate emergency care" in the basic EMS creation statute.
- But who provides those services?



Essential Purpose of Political Subdivisions



- *IC 16-31-1-2 Essential purpose of political subdivisions*
- Sec. 2. The provision of emergency medical service is an essential purpose of the political subdivisions of the state.
- This section has been utilized often as it the only statutory provision that addresses a requirement to provide emergency medical services. But the two concerns with the statutory language is
 - 1) what does the provision of emergency medical services entail (eg. BLS or basic life support? ALS or advanced life support? 911 Response? Inter-facility Transfers?)
 - 2) are all political subdivisions (cities, towns, townships, counties) included or is there a paramount one? (eg. if a city does not want to provide EMS, is the county ultimately responsible?)

INDIANA PUBLIC HEALTH PREPAREDNESS DISTRICTS









- Statute also helps define emergency medical services (EMS) as:
- IC 16-18-2-110 "Emergency medical services"
- Sec. 110. "Emergency medical services", for purposes of IC 16-31, means the provision of any of the following:
- (1) Emergency ambulance services or other services, including extrication and rescue services, utilized in serving an individual's need for immediate medical care in order to prevent loss of life or aggravation of physiological or psychological illness or injury.
- (2) Transportation services, acute care, chronic condition services, or disease management services provided as part of a mobile integrated healthcare program under IC 16-31-12.



Application Questions



Application #1 Who is required to provide emergency medical services as a political subdivision?

This could be addressed by a rule tailored to address who is responsible. However, there might be a large fiscal impact and lot of fighting about the rule. The best body to consider this question is the legislature due to the complex political ramifications.

Application #2 Is ALS required to be provided?

Again, this could be added via rule promulgation. If the EMS Commission would adopt rules that indicate that "emergency medical services" means ALS would ensure that all persons receive appropriate care in the Intent statute, then I believe every political subdivision would be required to have ALS. However, this one would also have a heavy fiscal impact. The best body to consider this question is the legislature due to the complex political ramifications.



Application Question #3



Application #3 Would hospital transfers be required for provider organizations?

There is an argument that a patient in a facility in need of transport to another facility for more definitive care is still an "emergency." Per IC 16-18-2-110, an "individual's need for immediate medical care in order to prevent loss of life or aggravation of physiological or psychological illness or injury" is considered EMS and thus subject to regulation by the EMS Commission, Generally, the EMS Commission and IDHS do regulate ambulances performing these services. However, the question is whether there is mandate to provide ambulance services to facilities as part of EMS regulatory oversight. There is not. If the EMS Commission elected to, it likely could create rules to clarify the matter. However, like the above considerations, there would large implications on ambulance service providers and even political subdivisions that provide EMS. Generally the transportation of patients from one patient facility to another while a service to that patient, also benefits the transferring facility in avoiding liability for failure to appropriately treat. The EMS Commission nor IDHS currently require any provider organization to perform any specific response, but rather requires certification if EMS activity is being conducted. The obligation to provide response is generally governed by contract. For instance, a 911 coverage contract, an agency of a branch of local government, or other types of agreement create the duty to respond to 911 or other types of calls. There is not a basic duty to respond to a facility to transfer a patient. That is something that the transferring hospital must arrange for and can do so via contractual agreements. IDHS could be of assistance by helping a hospital connect with provider organizations near that area that might be interested in provider inter-facility transports.



Tim Putnam





EMS Reimbursement in 2021

Where we are and why we must continue to evolve



Future Direction on the Reimbursement Issue



- In 2016, The National Academy of Sciences published "A National Trauma Care System: Integrating Military and Civilian Trauma Systems to Achieve Zero Preventable Deaths after Injury".
- Recommendation 10: Congress, in consultation with the U.S. Department of Health and Human Services, should identify, evaluate, and implement mechanisms that ensure the inclusion of prehospital care (e.g., emergency medical services) as a seamless component of health care delivery rather than merely a transport mechanism.
- The cost to deliver standard prehospital care and during interfacility transports is rapidly increasing to include expensive cardiac monitor / defibrillators, rising medications costs, ventilators, expensive medical record systems which integrate with hospitals and gather standardized data elements, etc.
- EMS agencies are not reimbursed for any of the supplies used during an encounter but are instead paid a fixed amount only for transported patients. The cost to deliver care per response is frequently greater than the fixed reimbursement for that response. Insurance companies will not reimburse lifesaving care by one agency if another agency provides transport, for instance, by air ambulance.
- EMS responses without transport may represent up to 30 % of calls in a system.



The EMS System in Indiana



- Unfortunately, Ambulances are considered "transportation" and not healthcare.
- As such, they have historically been reimbursed ONLY for transportation (not medical care provided.)
- Even though Indiana statute states EMS is an "Essential" service, there is no mandate or requirement that it be provided to the public.
- The responsibility to provide EMS services rests with the "local jurisdiction of government."
- There is no mandate to provide funding for EMS services.
- Some counties are covered on a completely fee for service basis while other EMS provider agencies receive tax subsides to cover their cost of readiness.
- This system is heavily weighted toward the urban 911 response leaving many counties and hospitals uncovered for emergency patients and interfacility transfers.



What's Been Done to Address the Issue?



- Band aid fixes and piece meal patches
 - CMS waiver for ground ambulance services: Treatment in place
 - IHCP announces EMS provider relief funding due to pandemic
 - Naloxone reimbursement an Indiana first
 - Vaccine administration another Indiana first
 - HEA 1209 another Indiana first

Future Fixes

- Medicare and Medicaid rate increases
- Change reimbursement at a federal and state level to reflect care rendered rather than miles transported
- Use quality metrics for incentive payments
- Fix the services ordered vs. services rendered gap
- Further engage EMS into healthcare and public health and reimburse accordingy



Tim Putnam





Workforce Issues and Training Programs

Why our declining EMS workforce isn't going to end soon.



Workforce Issues

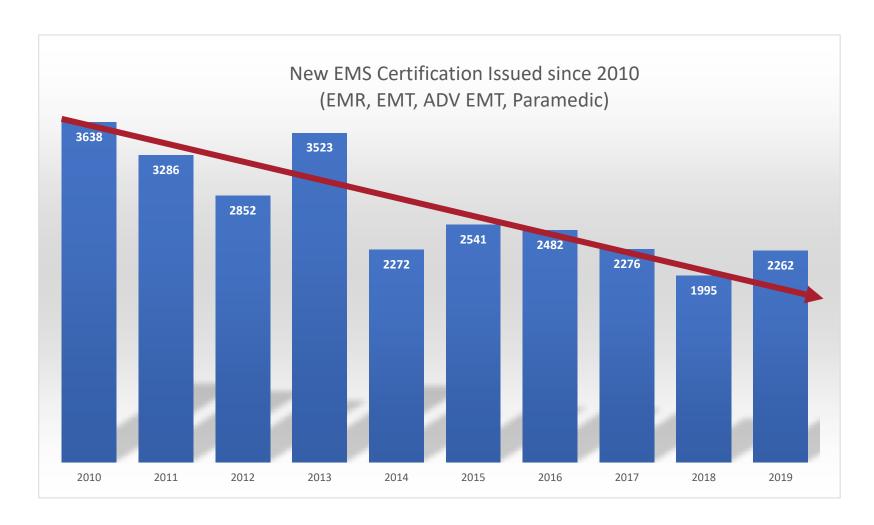


- Indiana has a critical shortage of EMTs and Paramedics.
- Many agencies are now short staffed and unable to fill their schedules.
- As such, ambulances and sitting idle without staffing.
- We've done what we can to ease the demand.
 - EMS Compact State
 - Waivers on staffing
 - Waivers on availability
- This is a complex issue and there is not quick fix.
 - EMS reimbursement for care is low.
 - Care has evolved over the last 50 years, but EMS reimbursement has not.
 - Certification/licensure is costly, wages and salaries have not kept up with demand or inflation and do not accurately reflect EMS as a healthcare provider.
 - It pays more to get an unskilled job in a warehouse or food service industry.



New Certifications Issued







Academic EMS Courses Statewide 2019 vs 2020



- 2019:
- EMR 113
- EMT 174
- AEMT 12
- Paramedic 7
- Primary Instructor 14
- 2020:
- EMR 76
- EMT 152
- AEMT 6
- Paramedic 9
- Primary Instructor 17



Highschool based EMS education courses and community college based courses have the lowest passing rates in the State.

Hospital bases courses have the highest passing rates.

How do we encourage more hospital based involvement in EMS education and operations?

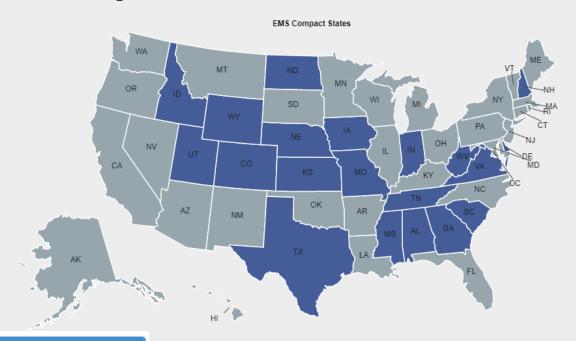


EMS Compact





EMS Compact Member States & Commissioners



Multi-State Privilege To Practice

REPLICA extends a multi-state privilege to practice to qualified EMS personnel.

EMS Compact

- Senate Enrolled Act 61 adopts the EMS Compact for Indiana.
- RECOGNITION OF EMERGENCY MEDICAL SERVICES PERSONNEL LICENSURE INTERSTATE COMPACT ("REPLICA") is the nation's first and only multi-state compact for the Emergency Medical Services profession.
- The EMS Compact provides qualified EMS professionals licensed in a "Home State" a legal "Privilege To Practice" in "Remote States".
- Home States are simply a state where an EMT or Paramedic is licensed;
- Remote States are other states that have adopted the EMS Compact legislation







- Likewise, the pandemic created a need for more skilled providers in the healthcare setting.
- RN staffing requires nurses to do more with less.
- As such, many healthcare systems have begun employing EMTs and paramedics to work alongside nurses, NPs, Pas, and MDs to help extend their reach and increase their patient loads.
- This further strains our pool of EMS provdiders to staff ambulances and other emergency apparatus.



Tim Putnam





Future Direction and Opportunity for Better Care

A look at MIHCP



Building One Indiana

Governor Holcomb's 2020 Next Level Agenda

Economy

Tell Indiana's story

by starting up
the new Indiana
Destination
Development
Corporation &
attracting more jobs
& talent

Leverage our defense assets & triple Department of Defense investment in Indiana

Infrastructure

Parks

Rehab & renovation

Roads

Build, preserve & enact hands-free device driving law

Rail

West Lake & South Shore

River

Fourth port

Runways

Nonstop international flights

Finish \$190M investment in broadband & trails

Deploy **\$436M for** water quality

Workforce & Education

Support Teacher
Compensation
Commission in making
teacher pay more
competitive

Eliminate unnecessary requirements in 2021

Change career-related teacher professional growth points from required to optional

Hold schools harmless for 2018-19 ILEARN scores

Redesign prison education credits to better prepare offenders for re-entry

Public Health

Raise smoking, vaping age to 21 & enhance enforcement

Make health care costs more transparent for consumers

No surprise billing

Add more recovery housing & expand pilot program for jail inmates

Require **school relationship** with a mental health provider

Increase mental health

More community paramedicine programs

accommodations for pregnant workers

Good Government

Use \$300M in reserves to pay for capital projects that will save more than \$125M in borrowing costs

1mprove & expand 2-1-1 call services to help more Hoosiers







• Emergency medical services (EMS) of the future will be community-based health management that is fully integrated with the overall health care system. It will have the ability to identify and modify illness and injury risks, provide acute illness and injury care and follow-up, and contribute to treatment of chronic conditions and community health monitoring. This new entity will be developed from redistribution of existing health care resources and will be integrated with other health care providers and public health and public safety agencies. It will improve community health and result in more appropriate use of acute health care resources. EMS will remain the public's emergency medical safety net.



EMS Solutions



- This new delivery of care methodology was called Mobile Integrated Healthcare or Community Paramedicine (MIH-CP)
 - These programs identified gaps in healthcare resources
 - Engaged EMS in finding solutions to those gaps
- Central Premise Unique to MIH-CP
 - EMS providers are trained and trusted medical professionals
 - Available 24/7
 - Accustomed to working in the field
 - Embedded in every community in the nation



MIH-CP





- Services may include:
 - Sending EMTs and paramedics into the homes of patients to help with chronic disease management and education
 - Visiting post-hospital discharge follow-up to prevent hospital admissions or re-admissions
 - Navigating patients to destinations such as primary care, urgent care, mental health, or substance abuse treatment centers instead of ERs.
 - Providing telephone triage, advice or other assistance to non-urgent 911 callers instead of sending an ambulance crew.
 - Using telemedicine technology to facilitate interactions between patients in their home and medical professionals in hospitals or other locations.

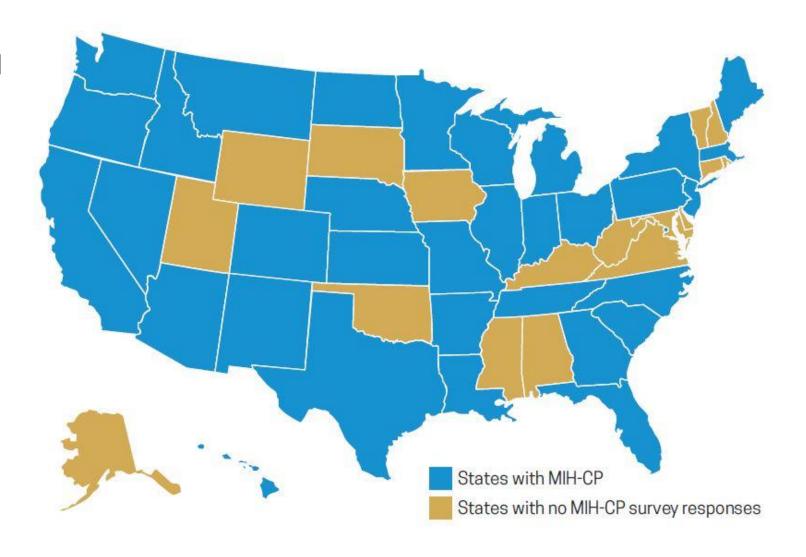




MIH-CP in Action

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- MIH-CP currently offered in 33 states plus Washington, D.C.
 - 70% consider themselves CP
 - 30% consider themselves MIH

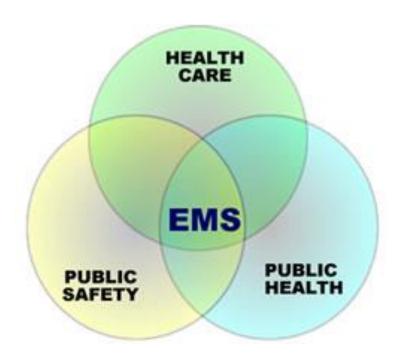




MIHCP Targets



- Preventing hospital readmissions
- Reducing frequent ED and EMS utilizers
- Chronic disease management in rural areas
- Alternate destinations
- Home health support
- Primary care extender
- Hospice support
- 911 Nurse Triage





EMS Commission Update



MIH-CP Advisory Board

 Dedicated MIH-CP board with seats representing the diverse stakeholders in MIH-CP in Indiana, including but not limited to:

State EMS Medical Director
 Michael Kaufmann

State EMS Director Kraig Kinney

• EMS Medical Director Rep. Eric Yazel

• MIH-CP Program Director Paul Miller

Municipal EMS MIH-CP Program Steve Davison

Non-municipal MIH-CP Program Chad Owen

College/University
 Laura Schwab-Reese

MIH-CP Provider Shane Hardwick

MIH-CP Patient TBD

FSSA Representative Dr. Sullivan

• Insurance Industry Representative Keith Mason, United Healthcare

ISDH Representative Dr. Box/Dr. Weaver

• IHA Representative Andy VanZee

• IEMSA Representative Nate Metz

IFCA Representative Douglas Randall



Tim Putnam



Summary



- Indiana EMS is a dynamic and ever-changing system.
- EMS stands ready at the intersection of public safety, public health, and healthcare
- IDHS is proactively working to improve the way EMS operates.
- Many challenges face EMS in the days to come.
 - Hospital Culture
 - Diversion Issues
 - Rules, Regulation, Oversight
 - EMS Reimbursement
 - A declining workforce
- MIHCP is an opportunity for further engage EMS in the health of our communities.





QUESTIONS? COMMENTS? FEEDBACK?







THANK YOU!

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