



HAYMARKET CENTER EMERGENCY SERVICES IMPACT ANALYSIS

Executive Summary

The Village of Itasca has asked Haymarket Center to analyze the impact our proposed Itasca facility will have on local emergency services. A report has been widely circulated and cited that claims that Haymarket made 863 calls for emergency services at our main facility in Chicago in the past year. This report is inaccurate and significantly mischaracterizes Haymarket's calls for emergency services. Haymarket has obtained the correct report from the City of Chicago on September 30, 2019. This data was used to make a reasonable estimate of the number of 911 calls that will originate from Haymarket's proposed Itasca facility. Haymarket estimates that it will make 33 calls for emergency services. This is a decrease in emergency services utilization compared to the current Itasca Holiday Inn, and may even further decrease from the current utilization once all emergency services records have been released.

History and Purpose

Haymarket Center was asked by Jeff Pruyn, Village of Itasca mayor, to provide further information of Haymarket's expected utilization of emergency services. Specifically, Haymarket has been asked to provide the Village with a five-year log of emergency services data for our main facility in Chicago and to analyze the impact our proposed facility in Itasca will have on the taxing bodies' emergency services.¹

To comply with this request, several Freedom of Information Act Requests (FOIA) were submitted by Haymarket. The first was submitted to the City of Chicago and requested a detailed report of all 911 calls made by Haymarket at our main facility over the past five years. The second was submitted to the Village of Itasca and requested the report obtained through its FOIA submitted to the City of Chicago, of the 911 calls made by Haymarket over the past year. Another FOIA request was submitted to the Itasca Fire Protection District, and other FOIA requests were submitted to other nearby dispatch and taxing bodies that provide EMS services.

Incorrect Report Obtained by the Village

Haymarket received its FOIA responses from the Village first and began analyzing the data. The contents of this FOIA have been widely circulated and cited, and has been used to claim that Haymarket made 863 emergency calls in the past year. However, review of the report obtained by the Village reveals that it omits important information, contains inaccurate information, and

¹ Village of Itasca, "Exhibit A: Questions and Additional Information Summary," <https://www.itasca.com/DocumentCenter/View/8622/Village-Staff-Exhibit-A---List-of-Additional-Questions>.

significantly mischaracterizes calls made for emergency services to the Haymarket Center in Chicago.

The report is inaccurate, first, because it did not use the correct address for the Haymarket Center. Haymarket is located at 932 West Washington Boulevard, but the report uses FOIA parameters for the entire 900 block of West Washington Boulevard. As a result, it includes information for all of the buildings and construction sites on the block, not just Haymarket's address.

The report also mischaracterizes the calls to Haymarket, because while the report does contain 863 lines, each line in the report does not represent an individual 911 incident. A cursory glance of the report reveals that there are multiple entries for a single event. Most commonly there are two entries that are seconds apart for almost all medical emergencies. One dispatches the ambulance and another informs the police of the ambulance dispatch. However, a review of the disposition code and unit numbers reveals that this dispatch is usually informational for the police, and they rarely respond in these instances. It is also not uncommon for these instances to include three or four lines, as emergency services update the event type and disposition of the event as more information is obtained. This results in the number of events being cut in at least half. The Village's economic impact analysis prepared by the Kenrich Group acknowledges this, stating that "Haymarket's Central Location had over 400 emergency calls," not the 863 which has been widely cited by other sources.²

Because the data in the Village of Itasca's FOIA response included incorrect information, Haymarket had to wait until the City of Chicago responded to Haymarket's follow-up FOIA request for the correct data. This data was received at 4:46 PM on Monday, September 30, 2019, and Haymarket immediately began analyzing the data in order to respond to the Village's request. The City of Chicago provided Haymarket with a Standard Location Report for our main facility over the past years. The City did not include detailed information for each call, because it considered the request burdensome. Therefore, it was impossible to determine which line item is a call by Haymarket and which is a dispatch by emergency services updating a call's disposition or event type.

Analysis Process

In order to determine the impact that the proposed facility will have on the emergency services in Itasca, Haymarket isolated all of the data from Fiscal Year 2019 (July 1, 2018 to June 30, 2019). This was used to make a reasonable estimate of the number of 911 calls the proposed facility will generate annually. This data contained 780 lines and was analyzed by identifying unique events assigning each a unique event number and then categorizing the events to aide in understanding the information. This yielded 426 unique events ranging from parking tickets to medical emergencies.

² The Kenrich Group, "Village of Itasca – Holiday Inn and Haymarket Matter," page 8, <https://www.itasca.com/DocumentCenter/View/8620/September-13-2019---Village-Economic-Impact-Report>.

In order to determine the number of 911 calls that will be made in Itasca, several adjustments were made to the existing data. Each adjustment is explained in detail below.

Wrong Address

While the report received from the City of Chicago did use the correct address for Haymarket's main facility, it still included 6 lines where the Location of Service is not Haymarket's facility. This brought the number of lines down from 780 to 774.

Unique Events

Unique events were identified by analyzing the data and time of the events in conjunction with the disposition codes and unit numbers. As mentioned above, most medical emergencies had multiple lines for one event. Most duplicate events happened within seconds of each other. However, there are some occasions where it occurs several minutes afterwards, as the emergency services update the event type and police are informed of the amended event type. These occasions could be identified by the lack of disposition code or unit number, or just a change in event type. Where there was doubt about whether two line items comprised the same event, Haymarket always defaulted to separating the events, rather than combining them. This brought the number of lines down from 774 to 426.

As noted previously, the Village's economic impact analysis prepared by the Kenrich Group similarly reduces the number of 911 calls in its analysis, and it also makes the same adjustment when analyzing the 911 calls that currently occur at the Itasca Holiday Inn.³ However, the Village's report incorrectly states the number of 911 calls for fire department services, because that report only includes the 911 calls for police services.⁴ This discrepancy was confirmed by the Itasca Deputy Chief of Police, John Matuga, who responded to our FOIA request for emergency services calls at the Itasca Holiday Inn. Haymarket submitted a FOIA for the number of Itasca Fire Protection District emergency services calls at the Itasca Holiday Inn, and has included the data provided in the analysis. However, the actual number may be higher, because there is missing 2018 data for Fire Protection District calls in Itasca.⁵

³ The Kenrich Group, "Village of Itasca – Holiday Inn and Haymarket Matter," page 8, <https://www.itasca.com/DocumentCenter/View/8620/September-13-2019---Village-Economic-Impact-Report>.

⁴ The Kenrich Group, "Village of Itasca – Holiday Inn and Haymarket Matter, Attachments" page 121-159, <https://www.itasca.com/DocumentCenter/View/8621/September-13-2019---Village-Economic-Impact-Report-Attachments>.

⁵ Addison Consolidated Dispatch Center, 2018 Annual Report, page 14, http://www.addisonpoliceillinois.org/document_center/Annual%20Report/2018%20Annual%20Report/2018%20ACDC.pdf.

No Emergency Services Response to Event

Among the remaining 426 lines, there are 45 events when no police or fire department unit responded. These may be errors by the City of Chicago in coding, or they may be delayed status codes from events that happened earlier in the day where there was insufficient information to classify them as part of another event. Nevertheless, Chicago requires emergency services to respond to all 911 calls, even if the response is delayed. In fact, the spreadsheet shows several instances of the police responding over an hour after the first time an event is recorded. Since there is no evidence of emergency services responding, this brings the number of lines from 426 to 381.

Events Not Associated with Haymarket

The report includes 43 traffic violations and accidents that occurred outside of Haymarket's main facility, but these events were not associated with Haymarket. The total should therefore be adjusted from 381 to 338. The Village's economic impact analysis similarly reduces the number of 911 calls when analyzing the calls that currently occur at the Itasca Holiday Inn. However, the Kenrich Group failed to make a similar adjustment when analyzing Haymarket's emergency services data.⁶

Itasca Facility Size Reduction

The proposed Haymarket Itasca facility will be significantly smaller than Haymarket's main facility in Chicago. Haymarket's main facility has 627 treatment slots (339 beds and 288 outpatient slots), and the proposed Itasca facility will have 432 treatment slots (240 beds and 192 outpatient slots). To adjust for the smaller size of the facility, Haymarket used an adjustment rate of 31.1% for the remaining calls. This reduces the total from 338 to 231.

Itasca Programming Reduction

Adjusting for programming distinctions is the only instance where Haymarket data was used to supplement the data from the FOIA report. The programs at the proposed Haymarket Itasca facility will be more traditional in nature, and the Itasca facility will not have certain programs that serve patients with complex psychosocial needs, as are provided at Haymarket's main facility in Chicago. For example, Haymarket has three inpatient integrated treatment programs which serve patients with complex co-occurring serious mental illnesses (SMI) which utilize emergency services at a notably higher rate than a traditional 28-day residential treatment program.

⁶ The Kenrich Group, "Village of Itasca – Holiday Inn and Haymarket Matter," page 8, <https://www.itasca.com/DocumentCenter/View/8620/September-13-2019---Village-Economic-Impact-Report>.

To adjust for the nature of the programs, Haymarket identified the emergency service utilization rate for each program, and adjusted for those programs that will actually be included in the services provided at the Itasca healthcare facility. This yielded an adjustment of 38% to the remaining calls, and reduced the total from 231 to 142.

The total of 142 calls is comprised of 20 police calls and 122 fire/EMS calls. This breakdown between police and fire is based upon the actual counts from the raw data, taking into consideration the above adjustments.

Private Ambulance Reduction Estimate

Haymarket has contracted with a private ambulance service to handle most of its emergency service needs at the proposed facility in Itasca. Ambulance services are classified as either Basic Life Support (BLS) or Advanced Life Support (ALS) with the latter being broken down into ALS1 and ALS2 (ALS2 being the more severe). The private ambulance service is able to respond to any of these calls. However, it will defer on ALS2 calls to the local fire protection district if the local fire protection district would be able to respond before the private provider.

Therefore, the Itasca Fire Protection District would only be called to respond for some ALS2 calls, and for ALS1 calls that are initially identified as ALS2 calls. The Itasca Fire Protection District's emergency resources will only be utilized in the event of an extreme emergency, where the private service cannot respond to the call sooner than the Itasca Fire Protection District, and where the Itasca Fire Protection District is readily available. For any instance in which the Itasca Fire Protection District is not available to respond, the private ambulance service or one of the Itasca Protection District's mutual aid partners will respond, even if the incident is classified as an ALS2 call.

The private ambulance service has reviewed Haymarket's emergency services data and programs, and is confident it is able to respond to any of these incidences. They conservatively estimate that they will be able to respond to at least 90% of Haymarket's calls for emergency medical services. This reduces the total from 122 to 13.

The Village's economic impact analysis neglected to account for the utilization of a private ambulance service when analyzing Haymarket's emergency services data. In fact, it states that Haymarket "does not appear to consider the impact to the Police Department and Fire Protection District in its analysis."⁷ However, Haymarket's economic impact study prepared by Teska Associates, Inc. does state: "Haymarket DuPage plans to use a private ambulance service to handle the majority of its emergency service needs."⁸

⁷ The Kenrich Group, "Village of Itasca – Holiday Inn and Haymarket Matter," page 8, <https://www.itasca.com/DocumentCenter/View/8620/September-13-2019---Village-Economic-Impact-Report>.

⁸ Teska Associates, Inc., "Proposed Haymarket Center DuPage – Economic Impact Study," page 5.

Itasca Holiday Inn Utilization of Emergency Services

In order to analyze the impact the proposed facility in Itasca will have on the taxing bodies' emergency services, it must be compared to the current utilization of emergency services at the Itasca Holiday Inn. To accomplish this, Haymarket submitted a FOIA requesting the number of 911 calls for police and fire services at the Itasca Holiday Inn over the past five years. Haymarket received reports from the police department and the Itasca Fire Protection District. However, the actual number of fire protection district calls at the Holiday Inn may be higher than reported for two reasons. First, there is missing 2018 data for EMS service calls in Itasca.⁹ Second, there is no indication that this data includes incidences that were responded to by the Itasca Fire Protection District's mutual aid partners. Haymarket submitted a FOIA to the Addison Consolidated Dispatch Center, but it declined to respond to the request.

As noted earlier, the Village's economic impact analysis does attempt to report the number of 911 calls for police and EMS services, but the information provided is incorrect since it only includes the 911 calls for police services.¹⁰ This discrepancy was confirmed by the Itasca Deputy Chief of Police, John Matuga, who responded to our FOIA request for police department emergency services calls at the Itasca Holiday Inn.

Furthermore, the Village's economic impact analysis is overly generous in adjusting downward the number of 911 calls for police department services. The FOIA records utilized by the Kenrich Group indicated that there were 51 calls for service in 2018, but it reduced the number to 14 calls by eliminating any call for service that was not for criminal ambulance or fire-related incidences. The Kenrich Group neglected to make a similar adjustment in its analysis of Haymarket's emergency services data¹¹, even though these calls were still made and required the police department to respond to the location.

If the Itasca Holiday Inn's available emergency services data was reduced in the same fashion that the emergency services data for Haymarket's main location was (i.e. eliminate duplicate entries, eliminate traffic-related incidences, etc.), there are still at least 49 calls for emergency services to the Holiday Inn Itasca during the applicable period.

Itasca Village-Wide Police and Fire Data

In order to help put the estimated number of calls by a proposed Itasca facility in perspective, Haymarket submitted a FOIA and requested that the Village of Itasca provide five years of

⁹ Addison Consolidated Dispatch Center, 2018 Annual Report, page 14, http://www.addisonpoliceillinois.org/document_center/Annual%20Report/2018%20Annual%20Report/2018%20ACDC.pdf.

¹⁰ The Kenrich Group, "Village of Itasca – Holiday Inn and Haymarket Matter, Attachments" page 121-159, <https://www.itasca.com/DocumentCenter/View/8621/September-13-2019---Village-Economic-Impact-Report-Attachments>.

¹¹ The Kenrich Group, "Village of Itasca – Holiday Inn and Haymarket Matter," page 8, <https://www.itasca.com/DocumentCenter/View/8620/September-13-2019---Village-Economic-Impact-Report>.

police and fire calls. The Itasca Deputy Chief of Police, John Matuga, stated that it would be impossible to generate this information, because it was not available.

It has been a burdensome and time-consuming process for Haymarket to obtain and analyze five-years of 911 records. Nevertheless, Haymarket analyzed and produced an estimate promptly once the data from the FOIA was received.

Other Factors Not Considered

This analysis rests primarily on information that is publically available or through FOIA, and can be replicated. However, it does not include patient-level information that will not be associated with the patient population in Itasca, and which could then support lower numbers or factors for Itasca. For example, the west side of Chicago has a higher crime rate than Itasca, and Cook County has a higher rate of homelessness than DuPage County. Homeless individuals utilize ambulance services at a much higher rate than the average population.

Conclusion

Haymarket expects that it will make 33 calls for emergency services annually at the proposed facility in Itasca. The current Itasca Holiday Inn made at least 49 calls for emergency services as demonstrated by the Village's FOIA response, and it may be even higher due to missing data. Furthermore, if only police department calls are compared, Haymarket is anticipating making 20 calls for police services which would yield a 37% decrease when compared to the current number of 32 calls for police services at the Itasca Holiday Inn. If only fire protection district calls are compared, Haymarket anticipates making 13 calls for service which would yield a 23% decrease when compared with the current number of 17 calls for service at the Itasca Holiday Inn.

The economic impact study prepared by the Village of Itasca consultant states that the "Village of Itasca would likely experience an increase in emergency protective services (e.g., police and fire) costs" and then speculates that it might necessitate hiring additional personnel and purchasing additional equipment.¹² However, based on our more detailed and accurate analysis, we expect that there will be no increase in utilization of public emergency services, and that there will actually be a decrease.

¹² The Kenrich Group, "Village of Itasca – Holiday Inn and Haymarket Matter," page 9, <https://www.itasca.com/DocumentCenter/View/8620/September-13-2019---Village-Economic-Impact-Report>.