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Linkages of Acute Care and EMS with State and Local Prevention Programs

Part 3: Status of State EMS System Funding

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Background

The concepts of preparedness, prevention and response are functionally interdependent but less than fully programmatically linked. Recognition of the need for better programmatic linkages and expansion of the role of EMS systems has been evident for some time:

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. — *Vision statement of the EMS Agenda for the Future*

Status of State EMS System Funding is the third in a series of three surveys conducted by the NASEMSD (The first two were Involvement of EMS Offices in Bioterrorism Grant and Planning Efforts and Status of Programmatic State EMS Involvement with Prevention Activities). Information from all three survey instruments will ultimately be assimilated into an informational resource to illustrate the existing degree of EMS integration with prevention and preparedness.

This project is supported in part by a grant from the National Center for Injury Prevention and Control, Centers for Disease Control and Prevention; and is built around the concept of identifying the level of integration between state and territorial EMS offices and prevention and preparedness initiatives at the federal, state or local levels. The underlying premise is that better integration and programmatic articulation will facilitate readiness, planning, prevention and response.

The survey instrument (attachment 1) is designed to elicit information as to the amount and source of revenues that support state EMS office operations services and products. The survey population consisted of the EMS Directors of the States, Territories¹ and the District of Columbia. Of 56 surveys, 52 were returned, for a 92.8% rate of return². All fifty states did respond to the survey.

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¹ Territories include Guam, Puerto Rico, American Samoa, the Northern Mariana Islands and the U.S. Virgin Islands

² Surveys were not returned by the District of Columbia, the Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands

Findings

Total Budget — Item #1 asked the respondents to identify the dollar amount of the total budget for the EMS office for the most recent complete fiscal year. This figure represents all dollars in the EMS budget including monies passed through the EMS office, federal dollars and all state revenue sources.

Combining total reported revenues from all sources from all respondents, the amount of money administered by or through state or territorial offices is \$327,862,142. According to the 2000 census, the U.S. population is 281,421,906. This means that the total system of state EMS offices is budgeted at about \$1.17 per capita per year.

The average state EMS budget is \$6,305,041. This number is somewhat inflated because of values from small numbers of states at the extremely high end of the spectrum; therefore median values were also calculated. The median state EMS budget is \$3,490,272. There are 12 states that report a total budget of less than \$1 million and 12 states that report a total budget over \$10 million. The highest figure reported (California) was \$42,500,000. The lowest figure reported (North Dakota) was \$341,062.

These budget figures do not exclusively represent operations costs for the state EMS Offices. It is important to note that many states, most especially those with the highest budgets, pass a large portion of that budget on to local and/or regional entities. These funds may support or supplement training, continuing education, patient care equipment, communications equipment, prevention programs, public information and education or other identified community needs.

State/Federal Breakdown — \$43,608,069 of the total combined budget is reported to come from federal sources, \$136,779,614 from state general revenue, and \$150,691,982 from non-federal special funds. These figures total to \$331,079,665, slightly more than the \$327,862,142 reported as the total. It is likely that the difference is due to some rounding by the respondents.

It appears the federal contribution to state EMS represents slightly more than 13% of the total combined state EMS budget amount. The other 83% comes from state general revenues or other special non-federal revenue sources such as fines and fees.

The average total federal amount contributed to state EMS is \$838,617; the median contribution is \$370,790. The highest dollar amount of federal contribution (New Jersey) is \$14,400,000, and the lowest is zero federal dollars (reported by several states).

State General Revenue represents about 42% of the total combined state EMS budget. The highest amount reported (Hawaii) was \$38,077,956, and the lowest amount of general revenue reported was zero dollars (reported by several states). The average amount of State General Revenue is \$2,630,377, and the median is \$716,137.

Non-federal special funds comprise 45% of the total combined state EMS budget. This is especially significant since 15 respondents indicated their respective states received no special funds. The highest amount of special funds revenue reported (New York) is \$22,000,000. The lowest was zero dollars (reported by several states). The average amount of special fund revenues is \$2,897,923, and the median is \$373,673. Special funds may include revenues generated from fines, fees, special taxes, private donations (i.e., trusts) or other non-federal and non-general revenue sources. Fees accounted for special fund revenues in 28 states, fines in 9 states, special taxes in 6 states and donations in 1 state. Other special funds were reported as revenue sources in 9 states.

Federal Source Breakdown — Respondents were asked to identify the source and amounts of all federal contributions to the total budget. The total from all contributors was \$47,411,369. Again, this is different than the figure of \$43,608,069 reported by the respondents as the total federal contribution. The exact reasons for this difference are unknown, but may be due to rounding or estimation by the respondents. The federal sources identified were:

HHS Block Grant Funds;

NHTSA 401 Funds;

NHTSA 402 Funds;

EMSC Funds;

HRSA Bioterrorism Funds;

CDC Bioterrorism Funds;

DOJ Antiterrorism Funds;

FEMA Antiterrorism Funds; and

Other Special Federal Grants.

HHS Block Grant Funds — This revenue source contributed a total of \$13,122,773 to state EMS revenues. This is about 28% of the federal contribution to state EMS. Only 22 states (42% of the states participating in the survey) reported receiving revenue from this source. The average amount from those that reported receiving HHS funds was \$596,490 and the median was \$343,755.

NHTSA 401 Funds — This revenue source contributed a total of \$487,520 to state EMS revenues. This is about 1% of the federal contribution to state EMS. Only 4 states (7% of the states participating in the survey) reported receiving revenue from this source. The average amount from those that reported receiving NHTSA 401 funds was \$121,880 and the median was \$114,000.

NHTSA 402 Funds — This revenue source contributed a total of \$2,851,731 to state EMS revenues. This is about 6% of the federal contribution to state EMS. Only 13 states (25% of the states participating in the survey) reported receiving revenue from this source. The average amount from those that reported receiving NHTSA 402 funds was \$219,364 and the median was \$60,000.

EMSC Funds — This revenue source contributed a total of \$5,398,546 to state EMS revenues. This is about 11% of the federal contribution to state EMS. 44 states (85% of the states participating in the survey) reported receiving revenue from this source. The average amount from those that reported receiving EMSC funds was \$122,694 and the median was \$100,000.

HRSA Bioterrorism Funds — This revenue source contributed a total of \$18,652,352 to state EMS revenues. This is about 39% of the federal contribution to state EMS. Only 11 states (21% of the states participating in the survey) reported receiving revenue from this source. The average amount from those that reported receiving HRSA Bio-T funds was \$1,695,668 and the median was \$100,000.

CDC Bioterrorism Funds — This revenue source contributed a total of \$1,886,862 to state EMS revenues. This is about 4% of the federal contribution to state EMS. Only 9 states (17% of

the states participating in the survey) reported receiving revenue from this source. The average amount from those that reported receiving CDC Bio-T funds was \$209,651 and the median was \$100,000.

DOJ Antiterrorism Funds — This revenue source contributed a total of \$75,000 to state EMS revenues. This is about 0.1% of the federal contribution to state EMS. Only 3 states (6% of the states participating in the survey) reported receiving revenue from this source. The average amount from those that reported receiving DOJ Antiterrorism funds was \$25,000 and the median was \$20,000.

FEMA Antiterrorism Funds — This revenue source contributed a total of zero dollars to state EMS revenues. No states participating in the survey reported receiving revenue from this source.

Other Federal Funds — This revenue source contributed a total of \$4,936,585 to state EMS revenues. This is about 10% of the federal contribution to state EMS. 26 states (50% of the states participating in the survey) reported receiving revenue from this source. The average amount from those that reported receiving Other Federal funds was \$189,869 and the median was \$151,828.

Pass Through Funds — Respondents were asked if the state EMS office is not the recipient of these funds, are any of these or other funds made available to the state EMS office through contractual or other relationships with other agencies or entities. Of the respondents, 25 indicated some funding was made available through contractual or other relationships.

Discussion

There is no federal agency with EMS as its core mission. Instead, the task of systematic administration of EMS falls to each state and its respective EMS office. The preponderance of resources is directed at mundane but necessary and statutorily mandated functions such as examining, inspecting, licensing, investigation and discipline. Most state EMS offices also provide technical assistance in some way, shape or form.

Such typical functions as determining the scope or standards of practice for EMS personnel, evaluating performance of entities providing emergency medical services, development of model decision instruments such as field treatment protocols, training curricula, mutual aid agreements and transfer protocols are also done by the state EMS office, and are essential to the capacity of the constituent elements of the system to act with cohesiveness, consistency and integrity.

Information from this survey seems to suggest that the funding to support state EMS operations has not been significantly improved by federal grants related to improving preparedness and response to terrorism. Although every state EMS office is tasked with some additional responsibilities to assure readiness, the monies to support training, planning, exercises and equipment are virtually non-existent at the system level.

Federal resources constitute only a small percent of the overall budget for state EMS offices. No money at all is received from FEMA; nominal amounts are received by some state EMS offices from other agencies. The expenditure of the money that is received is categorically targeted and generally cannot be blended or moved from one category to another.

A significant amount of state EMS offices rely on State General Revenue funds. Widespread state budget shortfalls bode ill for these agencies. Anecdotally, it is already understood that some agencies have experienced staff reductions, budget cuts, and hiring freezes that even affect whether a position created with new grant monies can be filled.

Increasingly state EMS offices have moved toward reliance on non-federal special funds. Such a revenue source may better position the agency in a time of General Revenue cuts, but may provide no protection at all from sweeping travel, hiring or purchase freezes.

The role of state EMS offices in administering the system, assuring quality and enforcing standards is essential to the protection of the public. Right now, those services are provided at an approximate per capita cost of \$1.17 per year. Increased demands for products and services related to systemic planning, preparedness and response to terrorist threats have coincided with a general downturn in economic resources needed by state EMS offices to meet those needs.

The current emphasis on the development of local EMS resources seems to deny the importance of the role of state EMS offices in orchestrating the overall EMS system. At some point, demand will exceed resources and problems will ensue.

NASEMSD Survey: Status of State EMS Systems Funding

Name of State/Territory	Name of Person Completing Survey	Title of Person Completing Survey
Phone Number	Fax	E-mail address
1. What is the total budget figure for your EMS Office for the most recent complete fiscal year?	2. What dollar amount is derived from Federal Funds?	3. What dollar amount is derived from State General Revenue Funds?
4. What dollar amount is derived from non-federal special funds?	5. Check below the source of all non-federal special funds: <input type="checkbox"/> Fees <input type="checkbox"/> Fines <input type="checkbox"/> Special Tax Funds <input type="checkbox"/> Private Donations <input type="checkbox"/> Other	
6. What dollar amount of HHS Block Grant funds does your State EMS Office receive?	7. What dollar amount of NHTSA 401 funds does your State EMS Office receive?	8. What dollar amount of NHTSA 402 funds does your State EMS Office receive?
9. What dollar amount of EMS for Children funds does your State EMS Office receive?	10. What dollar amount of HRSA Bioterrorism funds does your State EMS Office receive?	11. What dollar amount of CDC Bioterrorism funds does your State EMS Office receive?
12. What dollar amount of DOJ Antiterrorism funds does your State EMS Office receive?	13. What dollar amount of FEMA Antiterrorism funds does your State EMS Office receive?	14. What dollar amount of Other Special Federal Grants does your State EMS Office receive?
15. If the State EMS Office is not the direct recipient of these funds, are any of these or other funds made available to the State EMS Office through contractual or other relationships with other agencies or entities? <input type="checkbox"/> Yes <input type="checkbox"/> No If so, explain:		

Instructions:

Field 1, the total budget should include all dollars in the EMS budget, including dollars distributed in provider grants, regional contracts, etc... The value in field 1 should be equal to the sum of fields 2, 3 and 4.

The amount in field 2 should be equal to the sum of fields 6 through 14

Field 3 should include only general revenue dollars, and not special appropriations, earmarked funds, or any other special revenues.

Field 4 should include all *state* revenue that is not general revenue (i.e., earmarked funds, fine revenues, fees, etc...

Table A.

Ranking of States and Territories by Total Combined State EMS Budget Dollars

California	\$42,500,000	Oregon	\$3,388,171
Hawaii	\$38,600,242	South Carolina	\$3,344,343
New York	\$22,100,000	Wisconsin	\$3,079,708
Washington	\$16,122,000	Oklahoma	\$3,024,000
Florida	\$13,193,067	Kentucky	\$2,625,300
New Jersey	\$12,640,763	Iowa	\$2,399,526
Delaware	\$12,609,386	Connecticut	\$2,396,172
Mississippi	\$12,022,324	New Hampshire	\$1,576,479
Virginia	\$12,000,000	Tennessee	\$1,517,100
Pennsylvania	\$11,600,800	Nebraska	\$1,450,051
Illinois	\$10,548,900	Michigan	\$1,448,700
Maryland	\$10,358,328	Maine	\$1,300,000
Texas	\$8,519,745	Montana	\$1,185,348
Ohio	\$8,300,000	Kansas	\$1,008,000
New Mexico	\$6,509,280	Indiana	\$897,758
Arizona	\$6,360,600	Louisiana	\$813,823
North Carolina	\$5,559,646	American Samoa	\$793,500
Minnesota	\$5,200,000	Nevada	\$774,639
Alabama	\$5,180,638	South Dakota	\$767,074
West Virginia	\$4,871,971	Missouri	\$759,506
Georgia	\$4,800,000	Wyoming	\$738,052
Utah	\$4,507,538	Vermont	\$592,000
Alaska	\$4,473,300	Arkansas	\$532,072
Colorado	\$4,430,000	Rhode Island	\$453,634
Massachusetts	\$3,634,886	Guam	\$420,337
Idaho	\$3,592,373	North Dakota	\$341,062

Table B.
Ranking of States and Territories by Federal EMS Budget Dollars

California	\$14,400,000	Guam	\$369,080
Illinois	\$4,116,300	New Hampshire	\$365,724
New Mexico	\$2,213,656	Kansas	\$365,000
New Jersey	\$2,000,000	Missouri	\$357,510
Massachusetts	\$1,492,782	Maryland	\$350,000
Alaska	\$1,342,700	Kentucky	\$329,800
Georgia	\$1,300,000	Alabama	\$310,000
Iowa	\$1,024,916	Ohio	\$300,000
North Carolina	\$913,128	Texas	\$298,000
Utah	\$843,605	Delaware	\$282,495
West Virginia	\$796,704	Washington	\$211,000
Michigan	\$775,000	Wyoming	\$191,754
South Carolina	\$718,846	Pennsylvania	\$185,000
Connecticut	\$717,172	Rhode Island	\$146,634
Nebraska	\$648,371	Indiana	\$145,000
Montana	\$617,374	Minnesota	\$145,000
Louisiana	\$613,823	Maine	\$140,000
Hawaii	\$522,286	Colorado	\$130,000
South Dakota	\$504,086	North Dakota	\$129,982
Mississippi	\$458,763	American Samoa	\$100,000
Vermont	\$445,665	Florida	\$100,000
Wisconsin	\$445,000	New York	\$100,000
Arizona	\$395,000	Virginia	\$90,000
Idaho	\$381,877	Arkansas	\$29,708
Oregon	\$376,828	Nevada	\$0
Tennessee	\$372,500	Oklahoma	\$0

Table C.

Ranking of States and Territories by State General Revenue EMS Budget Dollars

Hawaii	\$38,077,956	American Samoa	\$693,500
California	\$27,800,000	Oklahoma	\$585,000
Delaware	\$12,290,411	Michigan	\$583,700
North Carolina	\$4,686,518	Tennessee	\$577,600
New Mexico	\$4,295,624	Montana	\$547,974
West Virginia	\$4,075,267	Wyoming	\$546,298
Washington	\$3,911,000	Arkansas	\$502,364
Minnesota	\$3,858,000	Missouri	\$401,991
Georgia	\$3,500,000	Idaho	\$374,235
Alaska	\$2,764,300	Alabama	\$323,000
Texas	\$2,720,794	Rhode Island	\$307,000
Kentucky	\$2,625,300	South Dakota	\$262,988
Wisconsin	\$2,597,708	Mississippi	\$219,474
South Carolina	\$2,525,037	North Dakota	\$211,080
Illinois	\$1,935,300	Vermont	\$146,335
Virginia	\$1,800,000	Guam	\$51,257
Oregon	\$1,536,786	Louisiana	\$50,000
Connecticut	\$1,429,000	Arizona	\$0
Massachusetts	\$1,342,104	Colorado	\$0
Utah	\$1,198,816	Florida	\$0
Maine	\$1,100,000	Kansas	\$0
Pennsylvania	\$1,002,800	Maryland	\$0
Iowa	\$993,565	Nebraska	\$0
New Jersey	\$838,000	New Hampshire	\$0
Indiana	\$752,758	New York	\$0
Nevada	\$738,774	Ohio	\$0

Table D.
Ranking of States and Territories by State Special Fund EMS Budget Dollars

New York	\$22,000,000	Alaska	\$366,300
Florida	\$13,093,067	Connecticut	\$250,000
Washington	\$12,000,000	Louisiana	\$180,000
Mississippi	\$11,387,405	Kentucky	\$165,000
Pennsylvania	\$10,423,000	New Mexico	\$140,000
Maryland	\$10,358,328	South Carolina	\$100,459
Virginia	\$10,000,000	Michigan	\$90,000
New Jersey	\$9,902,763	West Virginia	\$85,000
Ohio	\$8,000,000	Maine	\$80,000
Texas	\$6,600,000	Delaware	\$36,480
Arizona	\$6,065,600	Nevada	\$35,865
Illinois	\$4,497,300	American Samoa	\$0
Alabama	\$4,447,000	Arkansas	\$0
Colorado	\$4,300,000	Georgia	\$0
Idaho	\$2,836,261	Guam	\$0
Utah	\$2,465,117	Hawaii	\$0
Oklahoma	\$2,439,000	Indiana	\$0
Oregon	\$1,474,557	Missouri	\$0
California	\$1,300,000	Montana	\$0
New Hampshire	\$1,210,755	North Carolina	\$0
Minnesota	\$1,170,000	North Dakota	\$0
Nebraska	\$801,680	Rhode Island	\$0
Massachusetts	\$800,000	South Dakota	\$0
Kansas	\$643,000	Vermont	\$0
Tennessee	\$567,000	Wisconsin	\$0
Iowa	\$381,045	Wyoming	\$0