

HAR

7

HR 7            Relating to the funding of the Emergency Medical Services System.

File Contents

- 1)            Copy of HR 7
- 2)            Interior Region Emergency Medical services, Inc. General Information Summary Sheet
- 3)            Briefing Summary, 3/12/87
- 4)            Position paper, Niilo Koponen
- 5)            Minutes, HESS Committee, 4/29/87
- 6)            Memo, Craig Lewis to Rep. Koponen, 4/29/87, w/changes
- 7)            Position Paper, Department of Health and Social Services, 4/29/87
- 8)            Zero Fiscal Note, DHSS
- 9)            Changes made to HR 7 - analysis
- 10)          Work Draft, CS for HR 5, Hein, 5/4/87
- 11)          House HESS minutes, 4/29/87
- 12)          House HESS minutes, 5/6/87

# HOUSE COMMITTEE REPORT

(7)

Date referred: 4/17/87

FURTHER REFERRALS: Finance

DATE: 5/6/87

The Health, Education and Social Services Committee has considered HR 7

Relating to the funding of the Emergency Medical Services System.

**RECOMMENDS:**

- replace with CS HR 7 (HESS)  the same title
- attached amendment(s)  a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the \_\_\_\_\_ Committee

**ADOPTS:**  \_\_\_\_\_ letter of intent

**ATTACHES NEW FISCAL NOTE(S):**

- fiscal impact  same as previous fiscal note published \_\_\_\_\_
- zero fiscal note  same as previous zero fiscal note published \_\_\_\_\_
- zero with analysis

**SIGNING DO PASS:**

**SIGNING OTHER RECOMMENDATIONS:**

ROD E. ORR  
W. Ellis  
Wito Kosora  
Daniel Dowley  
Max Greenberg

George Whelan - No Rec  
Bill Harts - No Rec

W. Ellis  
 (Co-Chairman's signature)  
Wito Kosora

Interior Region Emergency Medical Services, Inc.

General Information Summary Sheet

Interior Region is made up of fifty seven (57) Communities spread over 236,000 miles.

Most of these communities are rural and dependent on aircraft as transportation.

Thirty two (32) Communities have native health clinics and Community Health Aides to address some health issues. Generally this excludes emergency trauma care. IREMSC remains in close contact with Tanana Chiefs and provides assistance in training the Health Aides in pre-hospital care.

There are 25 Responder Groups in Interior Alaska. Three (3) of these groups have paid or part paid personnel. City of Fairbanks, City of North Pole and Nenana.

There are seventeen (17) organized communities in Interior. Virtually 100% participate is assisting the volunteers. Most frequently this takes the form of allocating space for an emergency vehicle in the city garage, helping with insurance, maintenance and fuel.

Each of our volunteer services averages between 6-15 active volunteers.

The distribution of the skill levels of the volunteers is as reflected below:

- 129 Emergency Trauma Technicians (ETT)
- 175 Emergency Medical Technician I (EMT I)
- 80 Emergency Medical Technician II (EMT II)
- 41 Emergency Medical Technician III (EMT III)

The average volunteer gives 15 hours each month. At \$10/hour this amounts to \$765,000 of services to Interior's citizens.

IREMSC trains approximately 573 provides each year. This does not include those who complete injury prevention classes such as water safety, fire arms safety, construction safety and ATV safety nor does it include the CPR, first aid or advanced first aid classes coordinated through this office.

Last year, Interior responders reacted to almost 2000 ca 's for assistance. (This does not include the City of Fairbanks or the assists provided at the two ports of entry into Alaska at Port Alcan and Boundary.)

Approximately 30% of the responses were to non-local residents. As the tourism industry increases and bus traffic increases this percentage is expected to increase. If the Dalton highway is opened and other interior highways are maintained on a year round basis the percentage will again go up.

#### GOVERNORS FY88 BUDGET REGIONAL IMPACT\*\*\*

- Two (2) Ambulance services will reduce their level of service from Advanced Life Support to Basic Life Support.
- Three (3) Ambulance services will reduce their level of service from Basic Life Support to First Responder level.
- Three (3) First Responder Services will lapse.
- Mini-grants will again be reduced totaling 32% since 1984.
- The main office of IREMSC will have to reduce its staff by another 1.5 positions. From nine (9) in 1984 to six (6) in 1988.
- We will train 60 fewer replacement people.

#### OTHER IMPACTS

- The cost of insurance has increased dramatically as has the incidence of medically oriented law suits. Fewer people are willing to commit their time to volunteer if there is no way to cover insurance.
- The Department of Administration has instituted a regulation requiring grantees to coordinate and pay for a single audit. Historically this has been handled at no cost through the audit division of the Department of Health and Social Services. Budget reductions have eliminated this as a possibility this year necessitating \$8,000-12,000 from our "hide".

\*\*\* The items listed under impact exclude operational changes such as having to relocate our office, reduce purchases, eliminate replacement of broken or worn out training equipment and etc. Also omitted is the necessity of having to raise fees associated with services by 5 to 7%.

## BRIEFING SUMMARY

EMS Briefing conducted March 12, 1987 during the Interior Delegation Luncheon in Juneau.

SUBJECT: IMPACT OF THE PROPOSED FY88 BUDGET REDUCTIONS ON ALASKA'S VOLUNTEER EMS SYSTEM

### GENERAL INFORMATION

The parameters used during this briefing were derived in part from the Alaska EMS Goals A Guide for Planning Alaska's Emergency Medical Services System (revised 1984). This document was developed with the assistance of many individuals and advisory groups across the State and supported and approved by the Governors Advisory Council on Emergency Medical Services. However, the recommendations contained in the ALASKA EMS GOALS are not and have not been adopted under the Alaska Administrative Procedures Act, A.S. Chapter 44.64.

The statistics presented are for the period July 1, 1986 through February 28, 1987 unless otherwise noted.

- There are 275 Communities in Alaska.
- There are 114 organized ambulance services and first responder groups.
- There are 1286 active responders volunteering in these services.
- The average volunteer gives 15 hours of service each month. This equals 231,480 hours per year and equates to \$2,314,800 if paid \$10/hour.
- These responders reacted to 23,351 calls for help. (this excludes Anchorage and Fairbanks).
- In rural communities, a volunteer can be expected to react to one (1) call /week. In larger less rural communities and sub-regional centers, (Tok, Bethel, Galena and etc) it can be as high as three (3) per day.

- 27.3% of the patients cared for were not local residents.

- Turn-over of volunteers is high. The expected attrition rate annually is 20%.

- The number of providers trained in 1960 was 2139. 312 of these were recertifications.

- The present level of funding proposed by the Governor is 21% less than funded in FY87 (with the legislative add-ons removed)

### IMPACT

At the present level of funding proposed by the Governor:

The level of service provided by local volunteers will decline from advanced life support (cardiac and IV trained) to basic life support in six (6) cases.

Ten (10) local services will lapse leaving entire sections of the highway without support.

10% fewer providers will be trained.

Operational funding to services (mini-grants) will be 32% less than originally provided.

Regional staffs from all regions will be reduced by 8 positions from a total of 31.

### ADDITIONAL IMPACT

Liability insurance for all providers has increased significantly over the last two years causing some providers to go without. The lack of availability of insurance and the high cost combined with the fear of litigation discourage volunteers.

All regions are now required to have an independent audit. The regulatory requirement could cost each region \$8,000-12,000 annually. There have been no increase in grant funds to off set this requirement.

House Resolution No. 7

Position Paper

House Resolution No. 7 relates to funding of the Emergency Medical Services System and calls on the Governor to include an annual permanent funding source for the Emergency Medical Services System in the state.

The Department of Health and Social Services has the following comments on this proposed resolution.

- 1) The department notes that there still is some federal funding for the Emergency Medical Services (EMS) System through the Alaska Area Native Health Service;
- 2) The department agrees that the state has a responsibility to provide some funding assistance for the statewide Emergency Medical Services System;
- 3) The department supports and values the contributions of the many emergency medical responders statewide, especially the volunteers;
- 4) The department agrees that provision of emergency medical service prehospital systems are the responsibilities of local and state government, but also notes that the Alaska Area Native Health Service shares in this responsibility;
- 5) The department agrees that the quality of service rendered to a victim of an emergency should be standardized throughout the communities of the state, depending on size and level of community as outlined in the Alaska EMS Goals document;
- 6) The department agrees that the State Emergency Medical Services Section, the Advisory Council on EMS, and the EMS Regions have in place and functioning a planning process for ambulance service operations, ambulance service personnel certification, and technical assistance to ambulance services and communities, as well as for other components of the EMS system;
- 7) The department does not necessarily agree that current methods of financial distribution for the Emergency Medical Services System inhibits compliance with AS 18.08, although the department acknowledges that some areas of the state have made more progress toward meeting the EMS Goals than other areas.
- 8) The department agrees that the EMS System is dependent on several funding sources and, in fact, the department over several years has encouraged local governments to provide more funding support for emergency medical services, and, furthermore, it has encouraged all ambulance services to generate their own revenues by collecting patient fees; and
- 9) The department already includes an ongoing funding source for the Emergency Medical Services program in its annual budget request.

The department also notes that there has been significant progress in developing Alaska's Emergency Medical Services System over the past decade, with more and better trained emergency medical responders; more continuing medical education opportunities for rural physicians, nurses, and mid-level practitioners; an expanded EMS Communications system; a developing aeromedical service system, with ten state certified air ambulance and medevac services; and three and one-half times as many organized ambulance services statewide, of which nearly sixty are state certified at either the Basic Life Support or Advanced Life Support level.

The Department of Health and Social Services supports the general intent of House Resolution No. 7, but it believes that an annual state funding source already is provided to the Emergency Medical Services System through funding of the State EMS Section and EMS Grants to Regions.

Recommended by:

Elizabeth Ward

Elizabeth Ward, M.N.

Director

Division of Public Health

Date:

April 28, 1987

Approved by:

Myra M. Munson

Myra M. Munson

Commissioner

Dept. of Health & Social Services

Date:

4/29/87

**STATE OF ALASKA 1987 LEGISLATIVE SESSION  
FISCAL NOTE**

**REQUEST:** Health, Ed., & Soc. Svcs.

**Bill Version:** HR 7  
**Publish Date:** 4/28/87

**Revision Date:** 4/17/87  
**Title:** HR No. 7 Relating to funding of the Emergency Medical Services Sys.

**Agency Affected:** Health & Social Services  
**BRU:** State Health Services & Health Grants

**Sponsor:** Koponen, Et. al  
**Requestor:** \_\_\_\_\_

**Components:** EMS Training & Licensing  
EMS Grants to Regions

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 87	FY 88	FY 89	FY 90	FY 91	FY 92
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>

<b>CAPITAL</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>
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<b>REVENUE</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>
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**FUNDING: (Thousands of Dollars)**

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>

**POSITIONS:**

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME	-0-	-0-	-0-	-0-	-0-	-0-
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-

**ANALYSIS :** (Attach a separate page if necessary)

Prepared by: *Elizabeth A. Ward*  
Division: Public Health

Phone: 465-3090  
Date: 4/28/87

Approved by Commissioner: *Blincke R. Brunp*  
Agency: Dept. of Health & Social Services

Date: 4/29/87

- Distribution (by preparer):**
- Legislative Finance
  - Legislative Sponsor
  - Requestor
  - Office of Management and Budget
  - Impacted Agency(ies)
  - Senate Secretary

Alaska State Legislature  
Representative Niilo Koponen

Pouch V  
Juneau, Alaska 99811  
(907) 465-4992

542 4th Avenue, Suite C  
Fairbanks, Alaska 99701  
(907) 456-8161

POSITION PAPER

APRIL 29, 1987

HR 7 "Relating to the funding of the Emergency Medical Services System."

This resolution requests the Governor to identify a funding source or sources for Alaska's Emergency Medical Service system. This system, largely volunteer staffed, provides emergency medical rescue and ambulance services throughout Alaska, serving populous cities and isolated bush communities alike, and protecting travelers along our highways, airway and coastal waterways. It serves both Alaskan residents and tourists impartially. The resolution contains statistics that illustrate the need and the service provided. Having served as a volunteer EMT, I have seen many lives saved that would have been lost in the decades before. Two of the fatal multiple injury accidents at which we assisted involved tour buses carrying senior citizens. Without the quick response of volunteer units the State and its tourism industry would have received a very negative image. Most accidents however, involved Alaskans.

Our Constitution prohibits designated funds, however, it would be appropriate to earmark a portion of a given appropriation or appropriations perhaps in the highway or tourism areas for EMS. Another approach would be to designate a tax to be paid into an identified fund within the General Fund, which would be available for appropriation by the Legislature for EMS. A formula funding approach providing equity and predictability should then be developed for the distribution of legislative appropriations.

TO: REP NIILLO KOPONEN  
ATTN: SHERRY

FROM: CRAIG LEWIS

SUBJECT: PROPOSED CHANGES TO DRAFT HR 7, EMERGENCY MEDICAL SERVICES

DATE: APRIL 29, 1987

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Recommend that the two sections we discussed on page 2 be changed as follows:

WHEREAS the amount of money allocated to support Alaska's Emergency Medical Services System is insufficient to comply with the intent of AS 18.08.0.

BE IT RESOLVED that the Alaska House of Representatives respectfully requests that the Governor include an annual permanent funding source to provide an acceptable level of Emergency Medical Services to all communities of the State.

This is another alternative:

BE IT RESOLVED that the Alaska House of Representatives respectfully requests that the Governor include an annual permanent funding source sufficient to provide the basic level of Emergency Medical Service to all communities of the State

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**STATE OF ALASKA 1987 LEGISLATIVE SESSION  
FISCAL NOTE**

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the Emergency Medical Services Sys.

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Grants

Sponsor: Koponen, Et. al  
Requestor: \_\_\_\_\_

Components: EMS Training & Licensing  
EMS Grants to Regions

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 87	FY 88	FY 89	FY 90	FY 91	FY 92
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	-0-	-0-	-0-	-0-	-0-	-0-
<b>CAPITAL</b>	-0-	-0-	-0-	-0-	-0-	-0-
<b>REVENUE</b>	-0-	-0-	-0-	-0-	-0-	-0-

**FUNDING: (Thousands of Dollars)**

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>	-0-	-0-	-0-	-0-	-0-	-0-

**POSITIONS:**

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME	-0-	-0-	-0-	-0-	-0-	-0-
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-

**ANALYSIS :** (Attach a separate page if necessary)

Prepared by: *Dianna Ward*  
Division: Public Health

Phone: 465-3090  
Date: 4/28/87

Approved by Commissioner: *Burke L. Fikun*  
Agency: Dept. of Health & Social Services

Date: 4/29/87

- Distribution (by preparer):
- Legislative Finance
  - Legislative Sponsor
  - Requestor
  - Office of Management and Budget
  - Impacted Agency(ies)
  - Senate Secretary



# Alaska State Legislature

## House of Representatives

### COMMITTEE ON HEALTH, EDUCATION AND SOCIAL SERVICES

POUCH V  
JUNEAU, AK 99811  
465-3759

OFFICIAL BUSINESS

#### CHANGES MADE TO HR 7 - "RELATING TO THE FUNDING OF THE EMERGENCY MEDICAL SERVICES SYSTEM."

Line 8 - WHEREAS federal grant funding for Emergency Medical Services Systems to promote and assist non native Alaska communities to upgrade prehospital emergency medical services has been dissolved;

This change clarifies that Alaska native health corporations do work with the State to coordinate services. These health services have money in their budget to help offset the costs of the native communities.

Line 13 Alaska Native Health Services (since they provide funding)

Line 17 WHEREAS the quality of service available to a victim of an emergency should be standardized according to the level and size of the community of the state

Line 19 [manpower] personnel certification

Line 26 [ambulances] ambulance services and air ambulance services

Page 2

Line 3 [methods of financial] level of finance and uncertain distribution of funds

Line 8 [permanent] appropriation from identified funding sources, to provide a basic level of Emergency Medical Services appropriate to each community in the state

The above change was made to clarify the intent of this resolution that funding for EMS should be appropriate for each community in the state. Monies would come out of the General Fund.

5-1070B

Hein

5/4/87

Original sponsors: Koponen, Miller,  
Gruenberg, et al.

*del. to Koponen*

1 IN THE HOUSE

BY THE HEALTH, EDUCATION AND  
SOCIAL SERVICES COMMITTEE

2 CS FOR HOUSE RESOLUTION NO. 7 (HESS)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FIFTEENTH LEGISLATURE - FIRST SESSION

5 Relating to the funding of the emergency  
6 medical services system.

7 BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES:

8 WHEREAS federal grant funding for emergency medical services systems  
9 to promote and assist non-Alaska Native communities to upgrade prehospital  
10 emergency medical services has been dissolved; and

11 WHEREAS Alaska has more than 2,570 volunteer emergency medical techni-  
12 cians working in more than 114 volunteer provider agencies; and

13 WHEREAS the provision of emergency medical service prehospital care  
14 systems is a responsibility of local government, the Legislature, Alaska  
15 Native Health Services, and the administration; and

16 WHEREAS the quality of service available to a victim of an emergency  
17 should be standardized throughout the state, with due regard for the size  
18 of the community and the level of service; and

19 WHEREAS the planning process for ambulance service operation, ambu-  
20 lance service personnel certification, and technical assistance to ambu-  
21 lance services and communities is in place and functioning; and

22 WHEREAS the Governor is responsible for the faithful execution of the  
23 laws; and

24 WHEREAS Alaska law (AS 18.08) authorizes the adoption of regulations  
25 relating to certification and recertification of emergency medical techni-  
26 cians, emergency medical technician instructors, and ambulance and air  
27 ambulance services; and

28 WHEREAS the Legislature is responsible for the promotion and protec-

1           WHEREAS the state office of emergency medical services, division of  
2 public health, Department of Health and Social Services is responsible for  
3 the implementation of AS 18.08 to protect the public health and welfare;  
4 and

5           WHEREAS the current level of funding and the uncertain distribution of  
6 funds for the emergency medical services system inhibit compliance with  
7 this law; and

8           WHEREAS the emergency medical services system is dependent on several  
9 funding sources; and

10           WHEREAS the amount of money allocated to support the state's emergency  
11 medical services system is insufficient to comply with the intent of  
12 AS 18.08;

13           BE IT RESOLVED that the House of Representatives respectfully requests  
14 that the Governor include an annual appropriation from identified funding  
15 sources to provide a basic level of emergency medical services appropriate  
16 to each community in the state.

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