



**BALTIMORE CITY COUNCIL  
PUBLIC SAFETY AND  
GOVERNMENT OPERATIONS  
COMMITTEE**

**Mission Statement**

*On behalf of the Citizens of Baltimore City, the Public Safety and Government Operations will be responsible for matters concerning public safety, including, but not limited to; emergency preparedness, police services, fire/EMS, and the executive, administrative, and operational functions of the city government and libraries.*

**The Honorable Mark Conway  
Chairman**

**PUBLIC HEARING**

**Wednesday, April 6, 2022**

**1:00 PM**

**Council Bill: 21 – 0163  
Study and Report –  
Evaluation of the Emergency Medical Services System**

## CITY COUNCIL COMMITTEES

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Erick Costello  
Sharon Green Middleton  
Odette Ramos  
James Torrence  
*Staff: Richard Krummerich*



**BILL SYNOPSIS**

**Committee: Public Safety and Government Operations**

**Bill 21-0163**

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**Study and Report –  
Evaluation of the Emergency Medical Services System**

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**Sponsor:** Councilman Kris Burnett

**Introduced:** October 4, 2021

**Purpose:**

For the purpose of requiring the Baltimore City Fire Department to submit a report to the Mayor and City Council evaluating the Department's current Emergency Medical Services (EMS) delivery model and exploring the creation of an EMS bureau in the Baltimore City Fire Department; and providing for a special effective date

**Effective:** Date of enactment.

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**Agency Reports**

|                              |  |
|------------------------------|--|
| Law Department               |  |
| Fire Department              |  |
| Baltimore City Administrator |  |
| Department of Finance        |  |

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## Analysis

### Background

In 2016 the Baltimore City Fire Department brought together members of the community along with departmental personnel to work together and establish the department's 5-year Strategic Plan. This effort was facilitated by members from the Center for Public Safety Excellence. During the Community Focus Group portion of the planning process participants ranked Emergency Medical Services as the number one service delivery priority amongst residents. Coincidentally, Emergency Medical Services ranked as the number one area of community concern with specific needs focused on "Resource allocation for EMS: allotment of resources with increasing EMS call volume; staffing; too many calls for amount of personnel we have; and potential closing."

Recently, the fire department contracted with FACETS Consulting to conduct an Operational/Management assessment of the organization. At the top of the list of findings the consulting identified that: The BCFD's present deployment of EMS resources is not sufficient to meet the current and expected demand for pre-hospital emergency medical care across Baltimore.

Approximately 80 to 85 percent of the fire departments calls for service are for medical emergencies. Now, while these call types generate the bulk of the work done by fire department personnel, Emergency Medical Services only accounts for \$55 million of the departments overall \$304 million budget. Listed below is a chart of the call volume for Emergency Medical Services:

| Fiscal Year | EMS Responses | EMS Transports |
|-------------|---------------|----------------|
| 2018        | 153,777       | No data        |
| 2019        | 158,053       | 88,910         |
| 2020        | 148,458       | 100,043        |
| 2021        | 161,400       | No data        |

Currently, the Baltimore City Fire Department operates an EMS system that has 28 First-Line Ambulance/Medic units, 4 Critical Alert units, and up to 4 Peak Time Transport Units between the hours of 9am – 9pm. Given the total number of First-Line medic units the city needs 56 EMT/Paramedics to work day shift from 7am – 5pm, and that same number to work the overnight shift from 5pm – 7am.

### EMS Structure

The EMS Division falls under the Fire Operations Bureau and is lead by a Deputy Chief of EMS. Given the high – priority that EMS is within the fire department, the organization should consider utilizing one of their 4 Assistant Chief positions to create an EMS bureau, with two Deputy Chief's of EMS reporting to that individual.

**Staffing – 2019 – Fire Department Emergency Medical Services Division Demographics**

| EMS Division            | Total       | Male       | Female     | White      | Black      | Hispanic  | Asian     | Am. Indian | Not Specified |
|-------------------------|-------------|------------|------------|------------|------------|-----------|-----------|------------|---------------|
| EMS Administration      | 23          | 13         | 10         | 14         | 7          | 1         | 1         | 0          | 0             |
| EMS Battalion 1         | 48          | 24         | 24         | 32         | 15         | 1         | 0         | 0          | 0             |
| EMS Battalion 2         | 50          | 28         | 22         | 28         | 20         | 0         | 2         | 0          | 0             |
| EMS Battalion 3         | 46          | 26         | 20         | 26         | 19         | 1         | 0         | 0          | 0             |
| EMS Battalion 4         | 44          | 24         | 20         | 19         | 23         | 2         | 0         | 0          | 0             |
| EMS Battalion 5         | 46          | 24         | 21         | 20         | 23         | 1         | 0         | 0          | 1             |
| EMS Battalion 6         | 48          | 23         | 25         | 25         | 19         | 2         | 2         | 0          | 0             |
| <b>Total</b>            | <b>304</b>  | <b>162</b> | <b>142</b> | <b>164</b> | <b>126</b> | <b>8</b>  | <b>5</b>  | <b>0</b>   | <b>1</b>      |
| <b>Total Percentage</b> | <b>100%</b> | <b>53%</b> | <b>45%</b> | <b>54%</b> | <b>41%</b> | <b>3%</b> | <b>2%</b> | <b>0%</b>  | <b>0%</b>     |

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**Additional Information**

**Fiscal Note:** Not Available

**Information Source(s):**

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Analysis by: Samuel Johnson  
 Analysis Date: April 4, 2022

Direct Inquiries to: (410) 396-1091

**CITY OF BALTIMORE  
COUNCIL BILL 21-0163  
(First Reader)**

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Introduced by: Councilmembers Burnett, Dorsey, Porter, Bullock, Ramos, Cohen, Torrence

Introduced and read first time: October 4, 2021

Assigned to: Public Safety and Government Operations

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REFERRED TO THE FOLLOWING AGENCIES: City Solicitor, Department of Finance, Fire  
Department, City Administrator

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A BILL ENTITLED

1 AN ORDINANCE concerning

2 **Study and Report: Evaluation of the**  
3 **Emergency Medical Services System**

4 FOR the purpose of requiring the Baltimore City Fire Department to submit a report to the Mayor  
5 and City Council evaluating the Department's current Emergency Medical Services (EMS)  
6 delivery model and exploring the creation of an EMS bureau in the Baltimore City Fire  
7 Department; and providing for a special effective date.

8 **SECTION 1. BE IT ORDAINED BY THE MAYOR AND CITY COUNCIL OF BALTIMORE, That:**

9 (a) No later than 150 days from the enactment of this Ordinance, the Baltimore City Fire  
10 Department, in consultation with the City Administrator or the City Administrator's  
11 designee and the Bureau of Budget and Management Research, shall submit a report  
12 to the Mayor and City Council setting forth a comprehensive evaluation of the cost  
13 and feasibility of establishing an EMS bureau to be led by an assistant chief of the  
14 Baltimore City Fire Department, and to be supported by 2 EMS deputy chiefs.

15 (b) The report shall include:

16 (1) a breakdown of:

17 (i) the total number of personnel holding emergency medical technician or  
18 paramedic certifications that are assigned to the EMS Division;

19 (ii) the total number of full-time and peak medical transport units the  
20 Department has in service daily; and

21 (iii) the protocols used to determine if the critical alert medic unit is placed in  
22 service;

23 (2) a projection of the staffing and operational cost requirements to transition all of  
24 the Department's peak medical transport units to full-time units;

EXPLANATION: CAPITALS indicate matter added to existing law.  
[Brackets] indicate matter deleted from existing law.

## Council Bill 21-0163


- 1 (3) the total number of calls for service received by the Department over the last 7  
2 years, broken down between medical responses and fire responses;
- 3 (4) the total number and percentage of low-acuity medical calls for service, in  
4 comparison to advanced life support calls for service, that the Department has  
5 received over the last 7 years;
- 6 (5) an assessment of what impact, if any, the use of the current two-tiered structure  
7 and the medical duty officer have had on reducing the call volume in the EMS  
8 system;
- 9 (6) a comprehensive review of the strengths and weaknesses of the Mobile Integrated  
10 Health – Community Paramedicine pilot program, including proposed  
11 recommendations to fully implement and expand the program citywide with other  
12 healthcare systems;
- 13 (7) a comparative study of 5 fire departments that currently use some model of  
14 alternative non-emergency transportation, including, but not limited to:
- 15 (i) ride-share programs;
- 16 (ii) medic buses; and
- 17 (iii) medical chase cars;
- 18 (8) a 5-year estimate of funds that were not reimbursed by the Center for Medicare  
19 and Medicaid Services due to federal statutory restrictions governing EMS for  
20 alternative handling of 911 calls, and recommendations on legislative proposals  
21 that need to be examined to address this funding gap;
- 22 (9) a comprehensive evaluation of at least 3 jurisdictions that are currently using their  
23 fire department as the lead agency to handle 911-diverted responses to behavioral  
24 and mental health crisis resources, and a draft proposal to include a cost and  
25 feasibility report on how a comparable program could be developed and  
26 implemented in Baltimore City; and
- 27 (10) an evaluation of:
- 28 (i) the Department's full-time data and performance management program;
- 29 (ii) how the program is used to monitor Departmental operations for resource  
30 allocation and deployment strategies; and
- 31 (iii) if a modern data and performance management program does not exist, a  
32 comprehensive plan on the time line and steps that will be required to  
33 implement one.

34 **SECTION 2. AND BE IT FURTHER ORDAINED,** That this Ordinance takes effect on the date it is  
35 enacted.

**PUBLIC SAFETY AND  
GOVERNMENT OPERATIONS  
COMMITTEE**

**AGENCY REPORTS**



|      |                       |  |   |   |
|------|-----------------------|--|---|---|
| FROM | Name & Title          | Niles R. Ford, Fire Chief <i>NRF</i>   | CITY OF<br>BALTIMORE<br><br><b>MEMO</b> |  |
|      | Agency Name & Address | Baltimore City Fire Department<br>401 E. Fayette Street, Mezzanine                               |   |   |
|      | Subject               | City Council Bill #21-0163: Study and Report:<br>Evaluation of Emergency Medical Services System |   |   |


TO: The Honorable Nick J. Mosby, President  
And All Members of the Baltimore City Council  
City Hall, Room 408

DATE: April 4, 2022

**For the purpose of requiring the Baltimore City Fire Department to submit a report to the Mayor and City Council evaluating the Department’s current Emergency Medical Services (EMS) delivery model and exploring the creation of an EMS bureau in the Baltimore City Fire Department, and providing for a special effective date.**

The Baltimore City Fire Department (BCFD or the Department) does not oppose City Council Bill 21-0163. However, the Department respectfully submits the following concerns:

- The report calls for the Department to explore the creation of an EMS Bureau and since there is an existing EMS division, a Bureau is unnecessary.
- Some of the assessments that are requested are programs that we are currently studying and are in the process of seeking approval. We also report the EMT data requested in this bill quarterly as a part of LO 21-0015. Additionally, the FACETS report released last year covers many of the requests for data and it also highlights the fiscal and personnel constraints the Department would have with any new requests for analysis. The Department has an item going before the Board of Estimates (BOE) for FACETS to conduct three (3) additional studies related to Ordinances 21-035, 22-121 and 22-122. That study will cost the agency approximately \$548,000.
- In Section 1(a), the 150-day time frame for completion of a comprehensive report would be challenging, given the Department’s current administrative staffing constraints. While we believe most of the information requested has already been satisfied through other reporting, should this legislation move forward BCFD has a limited administrative staff, and creating this report would necessitate diverting some of those employees away from their regular duties to devote a significant amount of time to researching and drafting the required report. The Department believes additional resources may need to be added to BCFD administrative staff to facilitate meeting additional reporting requirements. Accordingly, the Department respectfully recommends an amendment to the Bill to allow the Department up to one (1) year to submit the required report.

|             |                       |  |  |   |
|-------------|-----------------------|--|--|---|
| <b>FROM</b> | NAME & TITLE          | Robert Cename, Budget Director <i>Robert Cename</i>  | CITY of<br><b>BALTIMORE</b><br><b>MEMO</b> |  |
|             | AGENCY NAME & ADDRESS | Bureau of the Budget and Management Research<br>Room 432, City Hall                                |  |   |
|             | SUBJECT               | City Council Bill 21-0163 – Study and Report – Evaluation of the Emergency Medical Services System |  |   |

DATE:

**TO**

The Honorable President and  
Members of the City Council  
City Hall, Room 400

April 1, 2022

**Position: Does Not Oppose**

The Department of Finance is herein reporting on City Council Bill 21-0163, Study and Report – Evaluation of the Emergency Medical Services System (EMS), the purpose of which is to require that Baltimore City Fire Department (BCFD) submit a report evaluating the current EMS delivery model and exploring the creation of an EMS bureau in the BCFD.

**Background**

Emergency Medical Services (EMS) provides 24/7 response, assessment, treatment, and hospital transport of trauma and medical patients, responding to over 150,000 incidents and transporting over 100,000 patients annually. Currently, EMS includes sections devoted to Quality Assurance, Training, and Infection Control that all work to support EMS operations and improve health outcomes for the residents of Baltimore. The EMS Fiscal 2022 budget is \$55.7 million across all funding sources. This legislation requires that the Baltimore City Fire Department (BCFD) conduct a study and submit a report within 150 days on several components of the operations and delivery of the EMS service.

**Fiscal Impact**

The Department of Finance does not anticipate additional costs to the City as a result of this legislation. FACETS Consulting recently completed a comprehensive assessment for BCFD, which evaluated every aspect of operations and management, including the specific requests in this legislation. Finance anticipates that this report will meet the requirements of this legislation and there will be minimal additional analysis needed.

However, it should be noted that if additional analysis is needed to meet the requirements of this legislation, there may be additional costs. For context on the potential costs, BCFD is extending their current contract with FACETS for support on three other Ordinances recently passed by City Council, 21-035: Study and Report - Fire Department Promotional Practices, 21-0106: Study and Report – Oversight of the Baltimore City Fire Department, and 21-0107: Study and Report–Operations of the Baltimore City Fire Department. The additional costs to complete these reports is estimated at \$543,000.

**Other Considerations**

While Finance and the Bureau of the Budget and Management Research (BBMR) support the intent of this legislation and are eager to assess how the findings of this study can be utilized in budget planning and projections, the only role that BBMR could play in such a study is providing reports on historical budgets and positions. BBMR will provide what data is necessary from budget systems, but BCFD manages all current information regarding their internal practices.

**Conclusion**

This legislation requires the Baltimore City Fire Department to conduct a study and submit a report on several components of the operations and delivery of the EMS service. The Department of Finance anticipates that the recent study completed by FACETS Consulting can meet this requirement with limited additional resources needed.

**For the reasons stated above, the Department of Finance does not oppose City Council Bill 21-0163.**

cc: Henry Raymond  
Natasha Mehu  
Nina Themelis

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CITY OF BALTIMORE

BRANDON M. SCOTT

Mayor



DEPARTMENT OF LAW

JAMES L. SHEA, CITY SOLICITOR

100 N. HOLLIDAY STREET

SUITE 101, CITY HALL

BALTIMORE, MD 21202

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March 30, 2022

The Honorable President and Members  
of the Baltimore City Council

Attn: Executive Secretary

Room 409, City Hall

100 N. Holliday Street

Baltimore, Maryland 21202

Re: City Council Bill 21-0163 – Study and Report: Evaluation of the  
Emergency Medical Services System

Dear President and City Council Members:


The Law Department has reviewed City Council Bill 21-0163 for form and legal sufficiency. This bill is for the purpose of requiring the Baltimore City Fire Department to submit a report to the Mayor and City Council evaluating the Department's current Emergency Medical Services (EMS) delivery model and exploring the creation of an EMS bureau in the Baltimore City Fire Department; and providing for a special effective date.

There are no legal impediments to the bill.

Very truly yours,

Ashlea Brown  
Chief Solicitor

cc: James L. Shea, City Solicitor  
Nina Themelis, Mayor's Office of Government Relations  
Elena DiPietro, Chief Solicitor, General Counsel Division  
Victor Tervalo, Chief Solicitor  
Hilary Ruley, Chief Solicitor

|                            |                       |  |   |   |
|----------------------------|-----------------------|--|---|---|
| <b>F<br/>R<br/>O<br/>M</b> | Name & Title          | Christopher Shorter, City Administrator  | CITY OF<br>BALTIMORE<br><br><b>MEMO</b> |  |
|                            | Agency Name & Address | Office of the City Administrator,<br>100 N. Holliday Street, 2 <sup>nd</sup> Floor               |   |   |
|                            | Subject               | City Council Bill #21-0163: Study and Report:<br>Evaluation of Emergency Medical Services System |   |   |

TO: The Honorable Nick J. Mosby, President  
 And All Members of the Baltimore City Council  
 City Hall, Room 408

DATE: April 1, 2022

The Office of the City Administrator is reporting on City Council Bill 21-0163, Study and Report – Evaluation of the Emergency Medical Services System (EMS), the purpose of which is to require that Baltimore City Fire Department (BCFD) submit a report evaluating the current EMS delivery model and exploring the creation of an EMS bureau in the BCFD.

The Office of the City Administrator does not oppose City Council Bill 21-0163. However, FACETS Consulting recently completed a comprehensive assessment for the Baltimore City Fire Department, which evaluated every aspect of operations and management, including many of the specific requests in this legislation. In addition, other elements included within this proposed legislation are already under consideration for implementation by the BCFD or already reported quarterly under LO 21-0015.

The Office of the City Administrator looks forward to supporting the Baltimore City Fire Department and members of the Public Safety and Operations Committee in their discussion of this legislation.