



**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, November 10, 2021
1:00 PM**

**Council Bill: 21-0164
Decennial Fire and Emergency Medical Services
Redistricting Plan**

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John Bullock – Vice Chair
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Antonio Glover
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James Torrence
Staff: Richard Krummerich



BILL SYNOPSIS

Committee: Public Safety and Government Operations

Bill 21-0164

Decennial Fire and Emergency Medical Services Redistricting Plan

Sponsor: Councilman Kris Burnett

Introduced: October 4, 2021

Purpose:

For the purpose of requiring the Baltimore City Fire Chief to prepare a Decennial Fire and Emergency Medical Services Redistricting Plan; requiring the Fire Chief to present the Plan to the Mayor and City Council; requiring the Plan to be approved by resolution of the Mayor and City Council; allowing the Mayor and City Council to amend the Plan under certain circumstances; and generally relating to redistricting the Baltimore City fire battalions and emergency medical services districts.

Effective: N/A

Agency Reports

Law Department	Favorable/Comments
Fire Department	Does not Oppose
Dept. of Finance	Does not Oppose
Baltimore City Administrator	

Analysis

Background

The purpose of redistricting is to accommodate population shifts and keep congressional and other legislative district lines as equal as possible. When it comes to our city agencies the process should follow a similar premise with the primary focus being on shifts in population. A secondary focus should be on the use of calls for service information and other data to adjust the geographical boundaries and composition of each fire battalion and Emergency Medical Services (EMS) district. Through this evaluation process administrators and elected officials can take an introspective look into the operations of the department to determine if there is a need to reallocate personnel or resources within the fire department.

The last time that the geographic boundary lines were adjusted was in the early to mid-1990's when the fire department reduced the number of fire battalions from eight to six. Since this reduction occurred the fire department has closed more companies, but no additional study has gone into evaluating the size and composition of each battalion.

Listed below are the fiscal year 2020 run totals from each battalion. These battalions correlate with the map provided in this document highlighting the geographical area that these companies are responsible for, and where the station is located.

Council District	Battalion 1	Station Location	Companies	Calls for Service
1		2120 Eastern Ave	Engine 5	2,784
			Truck 3	2,629
			Medic 10	7,298
		Station Cumulative Run Totals		12,711
12		4315 Mannasota Ave	Engine 27	3,182
			Truck 26	3,151
		Station Cumulative Run Totals		6,333
1		520 S. Conkling Street	Engine 41	2,525
			Ambulance 31	3,138
		Station Cumulative Run Totals		5,663
1		1601 Broening Highway	Engine 50	1,795
			Medic 2	4,024
			Ambulance 34	3,691
		Station Cumulative Run Totals		9,510
1		646 N. Highland Ave	Engine 51	4,054
1		5714 Eastern Ave	Truck 20	2,134
			Medic 20	5,383
			Ambulance 32	2,777
		Station Cumulative Run Totals		16,103
		Battalion Cumulative Run Totals		54,374

Council District	Battalion 2	Station Location	Companies	Calls for Service
11		1100 Hillen Street	Engine 6	4,936
			Truck 1	4,747
			Medic 7	7,072
			Ambulance 24	6,460
		Station Cumulative Run Totals		23,215
11		405 McMechen Street	Engine 13	4,978
			Truck 16	4,497
			Medic 4	7,558
		Station Cumulative Run Totals		17,033
14		3123 Greenmount Ave	Engine 31	4,132
			Ambulance 3	5,543
		Station Cumulative Run Totals		9,675
13		1223 North Montford Ave	Engine 33	5,159
12		801 E. 25 th Street	Truck 5	4,898
			Medic 16	7,199
			Ambulance 25	5,809
		Station Cumulative Run Totals		17,906
		Battalion Cumulative Run Totals		72,988

Council District	Battalion 3	Station Location	Companies	Calls for Service
9		1503 W. LaFayette Ave.	Engine 8	3,254
			Truck 10	3,072
			Medic 15	7,811
			Ambulance 27	3,611
			Battalion Chief 3	N/A
		Station Cumulative Run Totals		17,748
9		1908 Hollins Street	Engine 14	4,891
			Medic 21	7,412
		Station Cumulative Run Totals		12,303
9		3220 Frederick Ave	Engine 30	2,963
			Truck 8	2,860
			Medic 12	6,456

		Station Cumulative Run Totals		12,279
9		2249 Edmondson Ave	Engine 36	3,970
10		2608 Washington Blvd	Squad 47	2,350
8		608 Swann Ave	Engine 53	3,306
10		1229 Bush Street	Engine 55	1,898
			Truck 23	1,995
			Ambulance 23	5,772
		Station Cumulative Run Totals		9,665
		Battalion Cumulative Run Totals		61,621

Council District	Battalion 4	Station Location	Companies	Calls for Service
3		1201 E. Cold Spring Lane	Engine 4	2,496
			Truck 29	2,342
			Ambulance 33	3,341
		Station Cumulative Run Totals		8,179
14		3724 Roland Ave	Engine 21	1,752
			Medic 19	5,483
		Station Cumulative Run Totals		7,235
3		4522 Harford Road	Engine 42	2,063
			Medic 6	6,202
			Ambulance 30	3,083
			Battalion Chief 4	N/A
		Station Cumulative Run Totals		11,348
4/1		1100 Walters Ave	Engine 43	3,668
			Medic 18	5,459
		Station Cumulative Run Totals		9,127
6		2 Upland Road	Engine 44	1,755
			Truck 25	1,499
				3,254
2		5821 Belair Road	Squad 54	2,419
			Truck 30	2,187
			Medic 13	5,664

		Station Cumulative Run Totals		10,270
3		6512 Harford Road	Engine 56	2,726
		Battalion Cumulative Run Totals		52,139

Council District	Battalion 5	Station Location	Companies	Calls for Service
7		3130 W. North Ave	Engine 20	2,922
			Truck 18	2,767
			Medic 8	7,181
		Station Cumulative Run Totals		12,870
6		4312 Park Heights Ave	Engine 29	4,184
			Medic 17	6,859
			Ambulance 29	3,260
		Station Cumulative Run Totals		14,303
6		3906 Liberty Heights Ave	Squad 40	3,177
			Truck 12	2,943
			Medic 11	6,533
			Ambulance 36	3,661
				16,314
5		2700 Glen Ave	Engine 45	2,398
			Medic 14	5,004
				7,402
5		5500 Reisterstown Road	Engine 46	3,609
			Truck 27	3,356
			Ambulance 28	3,111
		Station Cumulative Run Totals		10,076
7		3525 Woodbrook Ave	Engine 52	4,278
		Battalion Cumulative Run Totals		65,243

Council District	Battalion 6	Station Location	Companies	Calls for Service
11		800 Light Street	Engine 2	2,865
11		15 S. Eutaw Street	Engine 23	4,590
			Medic 1	7,291
			Ambulance 23	6,406
			Rescue 1	Unknown
			Battalion Chief 6	N/A

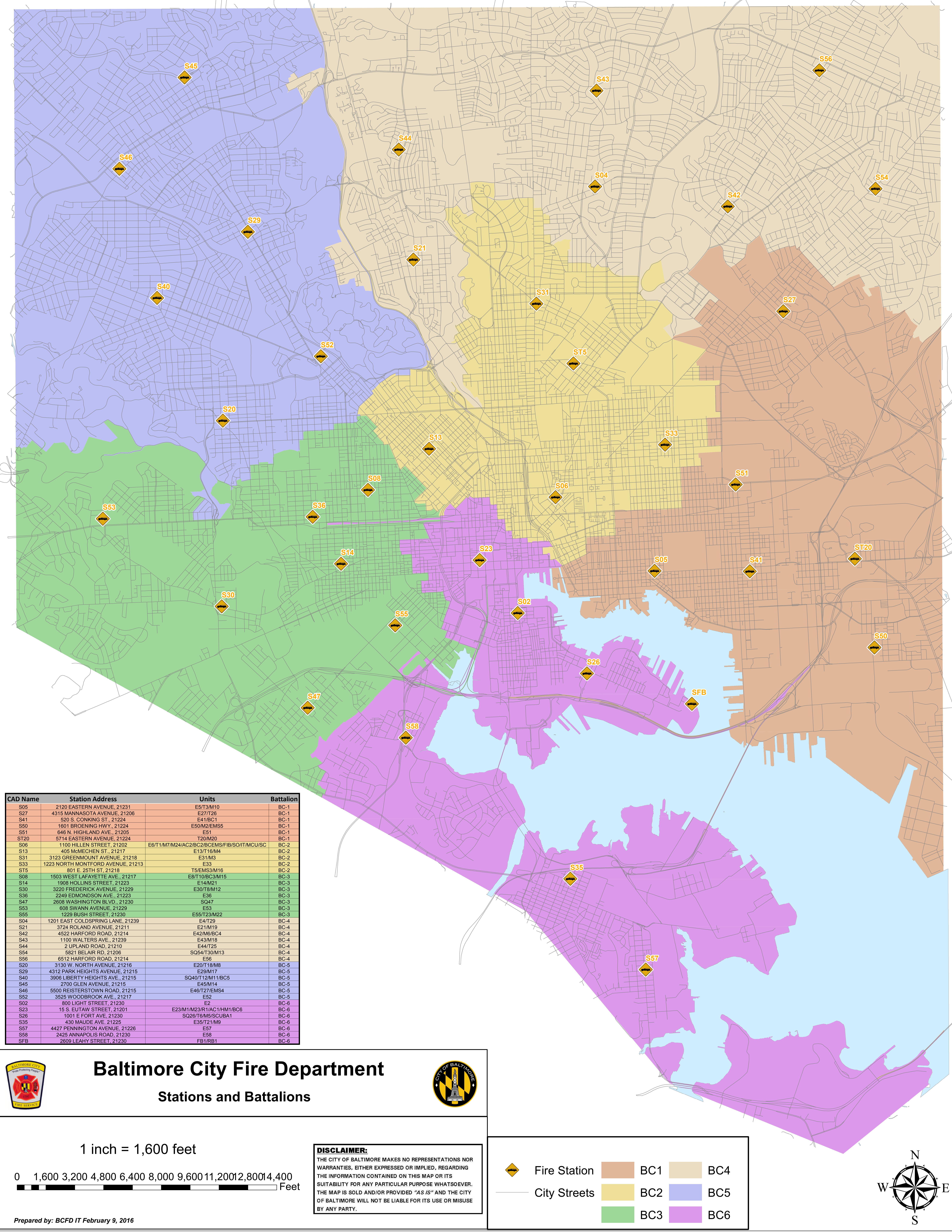
		Station Cumulative Run Totals		18,287
11		1001 E. Fort Ave.	Squad 26	1,407
			Truck 6	1,028
			Medic 5	5,052
		Station Cumulative Run Totals		7,487
10		430 Maude Ave.	Engine 35	1,850
			Truck 21	1,634
			Medic 9	4,584
			Ambulance 35	3,450
		Station Cumulative Run Totals		11,518
10		4427 Pennington Ave	Engine 57	1,540
10		2425 Annapolis Road.	Engine 58	2,582
10		2609 Leahy St.	Fire Boat 1	N/A
			Rescue Boat 1	N/A
		Battalion Cumulative Run Totals		44,279

Additional Information

Information Source(s):

Analysis by: Samuel Johnson
 Analysis Date: November 8, 2021

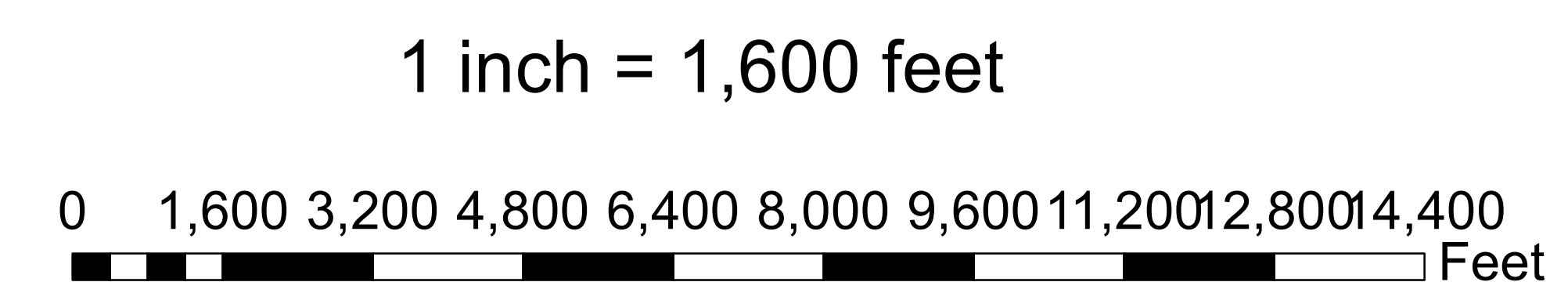
Direct Inquiries to: (410) 396-1091



CAD Name	Station Address	Units	Battalion
S05	2120 EASTERN AVENUE, 21231	E5/T3/M10	BC-1
S27	4315 MANNASOTA AVENUE, 21206	E27/T26	BC-1
S41	520 S. CONKING ST., 21224	E41/BC1	BC-1
S50	1601 BROENING HWY., 21224	E50/M2/EMS5	BC-1
S51	646 N. HIGHLAND AVE., 21205	E51	BC-1
S120	5714 EASTERN AVENUE, 21224	T20/M20	BC-1
S06	1100 HILLEN STREET, 21202	E6/T1/M7/M24/AC2/BC2/DEM/S/FIB/ISOIT/MCU/SC	BC-2
S13	405 McMECHEN ST., 21217	E13/T16/M4	BC-2
S31	3123 GREENMOUNT AVENUE, 21218	E31/M3	BC-2
S33	1223 NORTH MONTFORD AVENUE, 21213	E33	BC-2
ST5	801 E. 25TH ST., 21218	T5/EMS3/M16	BC-2
S08	1503 WEST LAFAYETTE AVE., 21217	E8/T10/BC3/M15	BC-3
S14	1908 HOLLINS STREET, 21223	E14/M21	BC-3
S30	3220 FREDERICK AVENUE, 21229	E30/T8/M12	BC-3
S36	2249 EDMONDSON AVE., 21223	E36	BC-3
S47	2608 WASHINGTON BLVD., 21230	SQ47	BC-3
S53	608 SWANN AVENUE, 21229	E53	BC-3
S55	1229 BUSH STREET, 21230	E55/T23/M22	BC-3
S04	1201 EAST COLDSRING LANE, 21239	E4/T29	BC-4
S21	3724 ROLAND AVENUE, 21211	E21/M19	BC-4
S42	4522 HARFORD ROAD, 21214	E42/M6/BC4	BC-4
S43	1100 WALTERS AVE., 21239	E43/M18	BC-4
S44	2 UPLAND ROAD, 21210	E44/T25	BC-4
S54	5821 BELAIR RD, 21206	SQ54/T30/M13	BC-4
S56	6512 HARFORD ROAD, 21214	E56	BC-4
S20	3130 W. NORTH AVENUE, 21216	E20/T18/M8	BC-5
S29	4312 PARK HEIGHTS AVENUE, 21215	E29/M17	BC-5
S40	3906 LIBERTY HEIGHTS AVE., 21215	SQ40/T12/M11/BC5	BC-5
S45	2700 GLEN AVENUE, 21215	E45/M14	BC-5
S46	5500 REISTERSTOWN ROAD, 21215	E46/T27/EMS4	BC-5
S52	3525 WOODBROOK AVE., 21217	E52	BC-5
S02	800 LIGHT STREET, 21230	E2	BC-6
S23	15 S. EUTAW STREET, 21201	E23/M1/M23/R1/AC1/HM1/BC6	BC-6
S26	1001 E FORT AVE, 21230	SQ26/T6/MS/SCUBA1	BC-6
S35	430 MAUDE AVE, 21225	E35/T21/M9	BC-6
S57	4427 PENNINGTON AVENUE, 21226	E57	BC-6
S58	2425 ANNAPOLIS ROAD, 21230	E58	BC-6
SFB	2609 LEAHY STREET, 21230	FB1/RB1	BC-6

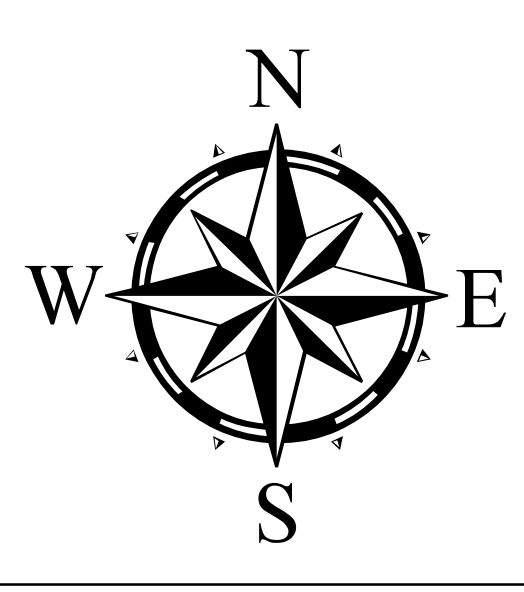
Baltimore City Fire Department

Stations and Battalions



DISCLAIMER:
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- Fire Station
- City Streets
- BC1
- BC2
- BC3
- BC4
- BC5
- BC6



**CITY OF BALTIMORE
COUNCIL BILL 21-0164
(First Reader)**

Introduced by: Councilmembers Burnett, Dorsey, Porter, Bullock, Cohen, Middleton, Torrence
Introduced and read first time: October 4, 2021

Assigned to: Public Safety and Government Operations

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

A BILL ENTITLED

1 AN ORDINANCE concerning

2 **Decennial Fire and Emergency Medical**
3 **Services Redistricting Plan**

4 FOR the purpose of requiring the Baltimore City Fire Chief to prepare a Decennial Fire and
5 Emergency Medical Services Redistricting Plan; requiring the Fire Chief to present the Plan
6 to the Mayor and City Council; requiring the Plan to be approved by resolution of the Mayor
7 and City Council; allowing the Mayor and City Council to amend the Plan under certain
8 circumstances; and generally relating to redistricting the Baltimore City fire battalions and
9 emergency medical services districts.

10 BY adding

11 Article 9 - Fire Suppression and Prevention
12 Section(s) 2A-1 to 2A-3 to be under the new subtitle designation,
13 "Subtitle 2A. Decennial Fire and EMS Redistricting Plan"
14 Baltimore City Code
15 (Edition 2000)

16 **SECTION 1. BE IT ORDAINED BY THE MAYOR AND CITY COUNCIL OF BALTIMORE,** That the
17 Laws of Baltimore City read as follows:

18 **Baltimore City Code**

19 **Article 9. Fire Suppression and Prevention**

20 **SUBTITLE 2A. DECENNIAL FIRE AND EMERGENCY MEDICAL**
21 **SERVICES REDISTRICTING PLAN.**

22 **§ 2A-1. DEFINITIONS.**

23 (A) *IN GENERAL.*

24 IN THIS SUBTITLE, THE FOLLOWING TERMS HAVE THE MEANINGS INDICATED.

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

Council Bill 21-0164

1 (B) *BATTALION*.

2 "BATTALION" MEANS A UNIT OF FIRE SUPPRESSION PERSONNEL THAT IS ASSIGNED TO A
3 GEOGRAPHICAL LOCATION.

4 (C) *DEPARTMENT*.

5 "DEPARTMENT" MEANS THE BALTIMORE CITY FIRE DEPARTMENT.

6 (D) *DISTRICT*.

7 "DISTRICT" MEANS A UNIT OF EMERGENCY MEDICAL SERVICES ("EMS") PERSONNEL
8 THAT IS ASSIGNED TO A GEOGRAPHICAL LOCATION.

9 (E) *PLAN*.

10 "PLAN" MEANS THE DECENNIAL FIRE AND EMS REDISTRICTING PLAN ESTABLISHED
11 UNDER THIS SUBTITLE.

12 **§ 2A-2. PLAN REQUIREMENTS.**

13 FOLLOWING EACH DECENNIAL CENSUS OF THE UNITED STATES, THE FIRE CHIEF SHALL:

14 (1) REVIEW:

15 (I) DECENNIAL CENSUS POPULATION AND HOUSING DATA FROM THE UNITED
16 STATES CENSUS BUREAU;

17 (II) FIRE SUPPRESSION CALL VOLUME TRENDS;

18 (III) EMS CALL VOLUME TRENDS;

19 (IV) FIRE SUPPRESSION RESPONSE TIMES;

20 (V) EMS RESPONSE TIMES; AND

21 (VI) ANY OTHER INFORMATION DEEMED NECESSARY BY THE FIRE CHIEF;

22 (2) BASED UPON THE DATA SPECIFIED IN PARAGRAPH (1) OF THIS SECTION, INCLUDE IN
23 THE PLAN STRATEGIES TO:

24 (I) ADJUST THE GEOGRAPHIC BOUNDARIES AND COMPOSITION OF EACH FIRE
25 BATTALION AND EMS DISTRICT; AND

26 (II) REALLOCATE THE RESOURCES AND PERSONNEL OF THE DEPARTMENT AMONG
27 THE BATTALIONS AND DISTRICTS; AND

28 (3) PRESENT THE PLAN TO THE MAYOR AND CITY COUNCIL WITHIN 1 YEAR FROM THE
29 ISSUANCE OF THE DECENNIAL CENSUS POPULATION AND HOUSING DATA BY THE
30 UNITED STATES CENSUS BUREAU.

Council Bill 21-0164

1 **§ 2A-3. APPROVAL PROCESS.**

2 (A) *APPROVAL OF THE PLAN.*

3 EXCEPT AS PROVIDED IN SUBSECTION (D) OF THIS SECTION, THE MAYOR AND CITY
4 COUNCIL MAY APPROVE THE PLAN BY RESOLUTION WITHIN 180 DAYS FROM THE
5 PRESENTATION OF THE PLAN.

6 (B) *AMENDMENTS TO THE PLAN.*

7 THE MAYOR AND CITY COUNCIL MEMBERS MAY PROPOSE AMENDMENTS TO THE PLAN:

8 (1) PRIOR TO PASSAGE OF THE RESOLUTION DESCRIBED IN SUBSECTION (A) OF THIS
9 SECTION; AND

10 (2) WITHIN 180 DAYS FROM THE PRESENTATION OF THE PLAN.

11 (C) *APPROVAL OF AMENDMENTS.*

12 AMENDMENTS PROPOSED IN ACCORDANCE WITH SUBSECTION (B) OF THIS SECTION BECOME
13 EFFECTIVE ON APPROVAL BY A MAJORITY VOTE OF THE CITY COUNCIL.

14 (D) *EFFECTIVE DATE.*


15 (1) A PLAN APPROVED UNDER THIS SECTION IS EFFECTIVE IMMEDIATELY.

16 (2) IF THE PLAN IS NOT APPROVED WITHIN 180 DAYS AFTER PRESENTATION OF THE PLAN,
17 THE PLAN, AS ORIGINALLY PRESENTED BY THE FIRE CHIEF TO THE MAYOR AND CITY
18 COUNCIL, WILL GO INTO EFFECT.

19 **SECTION 2. AND BE IT FURTHER ORDAINED,** That this Ordinance takes effect on the 30th day
20 after the date it is enacted.

**PUBLIC SAFETY AND
GOVERNMENT OPERATIONS
COMMITTEE**

AGENCY REPORTS

F R O M	Name & Title	Niles R. Ford, Fire Chief	CITY OF BALTIMORE MEMO	
	Agency Name & Address	Baltimore City Fire Department 401 E. Fayette Street, Mezzanine		
	Subject	City Council Bill #21-0164: Decennial Fire and Emergency Medical Services Redistricting Plan		

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

DATE: October 25, 2021

For the purpose of requiring the Baltimore City Fire Chief to prepare a Decennial Fire and Emergency Medical Services Redistricting Plan; requiring the Fire Chief to present the Plan to the Mayor and City Council; requiring the Plan to be approved by resolution of the Mayor and City Council; allowing the Mayor and City Council to amend the Plan under certain circumstances; and generally relating to redistricting the Baltimore City fire battalions and emergency medical services districts.

The Baltimore City Fire Department (BCFD) has no objections to City Council Bill 21-0164.

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

November 1, 2021

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 21-0164 – Decennial Fire and Emergency Medical Services
Redistricting Plan

Dear President and City Council Members:

The Law Department has reviewed City Council Bill 21-0164 for form and legal sufficiency. The bill would require the Fire Chief to create a redistricting plan every 10 years after reviewing the federal census data, call volumes and response times and any other necessary information (“the Plan”). The Plan would be presented to the Mayor and City Council within a year of the issuance of the federal census data. The Mayor and City Council would have 180 days from presentment to approve the Plan by resolution. Failure to approve within 180 days would result in the Plan’s adoption.

The bill also provides that the “Mayor and City Council Members may propose amendments to the Plan” so long as they are done before passage of the resolution and within 180 days of the Plan’s presentment to the Mayor and City Council. These amendments “become effective on approval by a majority vote of the City Council.” The way that this requirement is phrased is problematic because it makes it seem as if any amendments that the Mayor or the City Council Members propose are adopted when approved by a majority of Council members without going through the full legislative process. This would mean that amendments proposed by the Committee and placed before the City Council on Second Reader would be adopted if a majority of the Councilmembers voted in favor, even if the whole Plan does not receive similar approval. This is not possible under the City Charter, which requires “every legislative act of the City shall be by ordinance or resolution.” City Charter, Art. III, § 14(a). Thus, any amendments to the Plan must be made by amending the legislation that adopts plan; it is not enough to have the City Council take one vote on amendments only.

Additionally, this bill calls for approval of the Plan by resolution. However, it is best to have the approval by ordinance. This is keeping in line with Maryland law, which recognizes that a resolution is an expression of opinion by the City Council on a matter of general concern and does not carry the force of law. *See, e.g., Inlet Assocs. v. Assateague House Condominium*, 313 Md. 413, 428 (1988) (citing 5 McQuillin Mun. Corp. § 15.02 (3d ed.) (“resolution passed by a

legislative body ‘deals with matters of a special or temporary character ... [and] generally speaking, is simply an expression of opinion or mind concerning some particular item of business coming within the legislative body’s official cognizance’” where an “ordinance is distinctly a legislative act; it prescribes ‘some permanent rule of conduct or government, to continue in force until the ordinance is repealed.’”). Maryland Courts have consistently held that “‘if a municipal action is one of general application prescribing a new plan or policy, it is considered legislative and therefore must be accomplished by ordinance.’” *K. Hovnanian Homes of Maryland, LLC v. Mayor of Havre de Grace*, 472 Md. 267 (2021) (citations omitted). As decennial fire redistricting would result in a “new plan,” it (and any amendments) ought to be adopted by ordinance. A suggested amendment to effectuate these changes is attached.

Assuming the bill is amended, the Law Department can approve it for form and legal sufficiency.

Very truly yours,



Hilary Ruley
Chief Solicitor


cc: James L. Shea, City Solicitor
Nina Themelis, Mayor’s Office of Government Relations
Elena DiPietro, Chief Solicitor, General Counsel Division
Ashlea Brown, Chief Solicitor
Victor Tervalá, Chief Solicitor

AMENDMENTS TO COUNCIL BILL 21-0164
(1st Reader Copy)

Proposed by: Law Dep't

On page 1 in line 6, and on page 3 in line 4, delete "resolution" and substitute "ordinance"

On page 3, in line 7, delete from "Members" through line 13 and replace with "MAY AMEND THE PLAN BY ENUMERATING ANY AMENDMENTS IN THE ORDINANCE ADOPTING THE PLAN."

FROM	NAME & TITLE	Robert Cename, Budget Director <i>R. Cename</i>	CITY of BALTIMORE MEMO	
	AGENCY NAME & ADDRESS	Bureau of the Budget and Management Research Room 432, City Hall (410) 396-4774		
	SUBJECT	City Council Bill 21-0164 – Decennial Fire and Emergency Medical Services Redistricting Plan		

DATE:

TO

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

November 8, 2021

Position: Does Not Oppose

The Department of Finance is herein reporting on City Council Bill 21-0164, Decennial Fire and Emergency Medical Services Redistricting Plan, the purpose of which is to require that the Fire Chief present a plan related to the redistricting of the Baltimore City Fire Battalions and Emergency Medical Services Districts to the Mayor and City Council for their consideration, amendment, and approval.

Background

This legislation requires that after each decennial census of the United States, the Fire Chief will review the census data, Fire Suppression and Emergency Medical Services (EMS) call volume trends, and response times to develop a redistricting plan. This plan will adjust the geographic boundaries, composition, and allocations of resources of each Fire Battalion and EMS District. More so, under this measure, the plan must be presented to the Mayor and City Council of Baltimore for their consideration, amendment, and approval within one year from the issuance of the decennial census data by the United States Census Bureau.

Fiscal Impact

The Department of Finance does not anticipate a cost for the City as a result of this legislation, as the work will be completed internally by the named agencies. However, we defer to the BCFD in determining if additional resources will be needed. Budget requests for additional funds to implement this legislation or the recommendations of the plan will need to be submitted and reviewed through the annual budget process.

Conclusion

The Department of Finance will attend the hearing for this bill and respond to any fiscal inquiries.

For the reasons stated above, the Department of Finance does not oppose City Council Bill 21-0164.

cc: Henry Raymond
Natasha Mehu
Nina Themelis