



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 Committee 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
Chair**

PUBLIC HEARING

**Wednesday, December 7, 2022
1:00 PM**

CLARENCE "DU" BURNS COUNCIL CHAMBERS

Legislative Oversight LO22-0029

***Baltimore City Fire Department Apparatus Maintenance and
Replacement***

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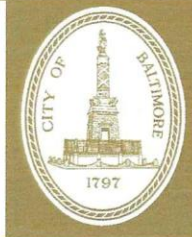
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LEGISLATIVE OVERSIGHT

Committee: Public Safety and Government Operations

LO22-0029

Baltimore City Fire Department Apparatus Maintenance and Replacement

Purpose:

For the purpose of requesting the Fire Chief to present information to the Public Safety and Government Operations Committee on apparatus maintenance and replacement.

REPORTING AGENCIES

Fire Department

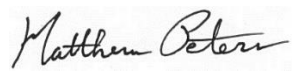
BACKGROUND

The Baltimore City Fire Department operates over 350 pieces of apparatus, including fire engines, fire trucks, ambulances, and other specialized vehicles. The Fire Apparatus Coordinator's Office manages maintenance and repairs of the Department's apparatus. The Coordinator's Office is part of Service 613, Fire Facilities Maintenance and Replacement, in the Fire Department's budget (See Attached FY23 Agency Budget Detail Excerpt for Service 613). The Department of General Services also provides services related to Fire Department apparatus as part of Service 189, Fleet Management (See Attached FY23 Agency Budget Detail Excerpt for Service 189).

The Baltimore Fire Fighters Association Local No. 734 and Baltimore Fire Officers Association Local No. 964 have expressed concern that the current state of the Department's apparatus fleet threatens service delivery and have proposed public hearings and potential policy changes to help address the issue (See Attached Letter).



Analysis by:
Analysis Date:


Matthew L. Peters
December 2, 2022

Direct Inquiries to: (410) 396-1268

Service 613: Fire Facilities Maintenance and Replacement

This service is responsible for maintenance and capital project oversight and planning for over 40 BCFD buildings. The Fire Apparatus Coordinator's office manages maintenance and repairs of over 350 pieces of apparatus, Fire and EMS Supply personnel, and millions of dollars of emergency response related equipment, personal protective gear, medical supply equipment, and drug inventories.

Fund Name	2021 Actual Dollars	2021 Actual Positions	2022 Budget Dollars	2022 Budget Positions	2023 Budget Dollars	2023 Budget Positions
General	17,674,497	10	19,477,689	11	20,640,452	10
Federal	365,581	0	3,690,315	0	3,672,610	0
State	453,363	0	1,371,816	0	1,365,234	0
Total	18,493,441	10	24,539,820	11	25,678,296	10

Performance Measures

Type	Measure	Actual 2018	Actual 2019	Actual 2020	Target 2021	Actual 2021	Target 2022	Target 2023
Output	% of all issued turnout gear inspected and cleaned in compliance with NFPA 1851	71%	94%	95%	90%	95%	90%	90%
Efficiency	% of first line EMS transport units available (daily avg.)	86%	95%	100%	90%	97%	90%	90%
Output	% of ground ladders tested each year in compliance with NFPA 1932	100%	100%	100%	100%	100%	100%	100%
Output	% of vehicle and apparatus that receive preventative maintenance as scheduled by Fleet Management	N/A	84%	90%	90%	90%	90%	90%

- The “% of first line EMS transport units available (daily average)” actuals decreased slightly in Fiscal 2021 to 97%. This was due to the volume of public safety calls along with the age of our fleet. In Fiscal 2021 the agency ordered 12 medic units and in Fiscal 2022 they were funded for an additional 7 new units.

Major Operating Budget Items

- The recommended budget includes \$1.54 million from the Federal Assistance to Firefighters Grant (AFG) to install vehicle exhaust removal systems in all fire stations. This system is a significant step for the health and wellness of employees aimed at cancer reduction.
- The budget includes \$1.69 million in William H. Amoss State grant funding. The grant will assist with purchasing equipment and vehicles. This funding also allows the department to renovate facilities. In Fiscal 2022, the funding will be used to perform complete renovations of two fire stations.
- The Fiscal 2023 capital budget includes funding for the building and renovation of several fire stations. These funds are in the Department of General Services budget.
- The budget transfers 1 General Fund position to Service 608: Emergency Management.

Change Table - General Fund

	Changes or adjustments	Amount
	Fiscal 2022 Adopted Budget	19,477,689
Adjustments with service impacts	Transfer Liaison Officer I position to Service 608: Emergency Management	(54,734)
Adjustments without service impacts	Adjustment for City building rental charges	920
	Adjustment for City fleet rental, repair, and fuel charges	451,721
	Change in active employee health benefit costs	(44)
	Change in allocation for workers' compensation expense	(7,355)
	Change in pension contributions	(19,461)
	Increase in contractual services expenses	542,333
	Increase in employee compensation and benefits	85,845
	Increase in operating supplies, equipment, software, and computer hardware	163,538
	Fiscal 2023 Recommended Budget	20,640,452

Service 613 Budget: Expenditures

Object	FY21 Actual	FY22 Budget	FY23 Budget
0 Transfers	0	(48,831)	(48,831)
1 Salaries	1,176,072	864,349	898,478
2 Other Personnel Costs	481,211	541,817	519,294
3 Contractual Services	14,185,660	12,498,901	13,463,030
4 Materials and Supplies	1,778,866	3,620,411	3,752,992
5 Equipment - \$4,999 or less	621,682	3,150,953	3,139,682
6 Equipment - \$5,000 and over	146,144	3,392,100	3,440,886
7 Grants, Subsidies and Contributions	103,806	520,120	512,765
Total	18,493,441	24,539,820	25,678,296

Activity	FY21 Actual	FY22 Budget	FY23 Budget
001 Apparatus	13,947,717	16,125,788	16,619,523
002 Facilities Maintenance and Replacement	2,362,226	2,473,516	2,485,208
003 Fire and EMS Supply	2,124,145	5,916,901	6,549,360
004 Respiratory Equipment Repair	59,353	23,615	24,205
Total	18,493,441	24,539,820	25,678,296

Service 613 Budget: Salaries and Wages for Permanent Full-Time Funded Positions**Sworn Positions**

Fund	Classification	2022 Budget Count	2022 Budget Amount	2023 Budget Count	2023 Budget Amount	Changes Count	Changes Amount
General	10213 Deputy Fire Chief	1	147,742	1	150,697	0	2,955
	41207 Firefighter Paramedic	3	199,195	3	191,202	0	(7,993)
	41215 Firefighter	1	50,885	1	66,641	0	15,756
	41231 Fire Operations Aide	1	70,157	1	70,156	0	(1)
	ALS						
	41286 Emergency Medical Supply Officer, ALS	1	85,258	1	92,219	0	6,961
	41294 Fire Supply Officer, ALS	1	74,646	1	86,787	0	12,141
	41299 Fire Apparatus Officer ALS	1	79,507	1	86,787	0	7,280
	Subtotal	9	707,390	9	744,489	0	37,099
Total	Total	9	707,390	9	744,489	0	37,099

Civilian Positions

Fund	Classification	2022 Budget Count	2022 Budget Amount	2023 Budget Count	2023 Budget Amount	Changes Count	Changes Amount
General	00086 Operations Officer II	1	88,868	1	96,900	0	8,032
	31420 Liaison Officer I	1	54,734	0	0	-1	(54,734)
	Subtotal	2	143,602	1	96,900	-1	(46,702)
Total	Total	2	143,602	1	96,900	-1	(46,702)

Service 189: Fleet Management

This service is responsible for the purchase, outfitting, and maintenance of vehicles and other equipment used by City agencies. Teams of highly-trained maintenance workers and body shop technicians maintain over 5,600 pieces of motorized equipment including Police cruisers, Fire apparatus, Inner Harbor water skimmers, lawnmowers, and more. Operations take place at the Central Garage and several substations throughout the City.

Fund Name	2021 Actual Dollars	2021 Actual Positions	2022 Budget Dollars	2022 Budget Positions	2023 Budget Dollars	2023 Budget Positions
Internal Service	69,746,785	253	67,122,237	244	70,202,050	244
Total	69,746,785	253	67,122,237	244	70,202,050	244

Performance Measures

Type	Measure	Actual 2018	Actual 2019	Actual 2020	Target 2021	Actual 2021	Target 2022	Target 2023
Effectiveness	% of essential vehicles that met their availability requirements	N/A	99%	100%	100%	96%	100%	100%
Efficiency	% of total costs spent on maintenance & repair outside of regular wear and tear	9.1%	6.0%	6.0%	8.0%	8.0%	8.0%	7.0%
Output	total gallons of fuel purchased or consumed (in millions)	3.3	3.2	3.0	3.1	2.9	3.2	3.0

- “% of total costs spent on maintenance & repair outside of regular wear and tear” increased from 6% to 8% in Fiscal 2021 due to staffing levels which have impacted the timely delivery of vehicles for fleet for repair activities. Avoidable Cost, previously referred to as “Abuse” is defined as repair costs deemed by an automotive professional to be outside of regularly expected wear & tear.

Major Operating Budget Items

- The Fiscal 2023 budget supports the tenth round of borrowing to purchase an additional 400 vehicles for \$26 million. 2,969 vehicles are accounted for in the first nine (9) rounds of borrowing. Cumulative debt service payments are budgeted at \$22.74 million.
- The budget reflects the fleet labor rate at \$110.28 per hour, a fuel surcharge of \$0.35 per gallon, and a tank asset replacement surcharge at \$0.09 per gallon.

Service 189 Budget: Expenditures

Object	FY21 Actual	FY22 Budget	FY23 Budget
0 Transfers	1,801,895	2,234,096	2,234,096
1 Salaries	12,967,833	14,665,290	15,042,860
2 Other Personnel Costs	5,279,986	5,554,098	5,537,707
3 Contractual Services	14,208,098	19,638,822	19,888,214
4 Materials and Supplies	906,879	1,456,015	1,472,390
5 Equipment - \$4,999 or less	164,438	312,232	332,047
6 Equipment - \$5,000 and over	8,523,642	421,905	419,881
7 Grants, Subsidies and Contributions	2,366,378	2,521,735	2,534,423
8 Debt Service	21,847,136	20,318,044	22,740,432
9 Capital Improvements	1,680,500	0	0
Total	69,746,785	67,122,237	70,202,050

Activity	FY21 Actual	FY22 Budget	FY23 Budget
001 Administration	18,006,160	9,055,688	9,191,083
002 Equipment Repair	25,722,393	32,338,168	32,818,150
003 Fleet Support Services	3,122,782	4,935,355	4,979,683
009 Vehicle Purchases	21,847,136	20,318,044	22,740,432
017 Fire Equipment Maintenance	0	0	0
068 Information Technology Expenses	1,048,314	474,982	472,702
Total	69,746,785	67,122,237	70,202,050

Service 189 Budget: Salaries and Wages for Permanent Full-Time Funded Positions

Civilian Positions

Fund	Classification	2022 Budget Count	2022 Budget Amount	2023 Budget Count	2023 Budget Amount	Changes Count	Changes Amount
Internal Service	00089 Operations Officer v	1	98,850	1	100,787	0	1,937
	00091 Operations Manager II	1	135,915	1	138,578	0	2,663
	31109 Operations Officer I (Civil Service)	1	65,985	1	67,278	0	1,293
	31112 Operations Officer IV (Civil Service)	2	177,228	2	196,455	0	19,227
	31172 Management Support Technician	1	48,672	1	49,336	0	664
	31314 Operations Research Analyst	2	150,191	2	153,160	0	2,969
	33150 Agency IT Supv/Project Manager	1	102,043	1	120,216	0	18,173
	33212 Office Support Specialist II	7	225,231	7	230,388	0	5,157
	33213 Office Support Specialist III	9	334,232	9	341,669	0	7,437
	33215 Office Supervisor	1	56,476	1	57,888	0	1,412
	33561 Storekeeper I	1	33,893	1	34,741	0	848
	33563 Storekeeper II Auto Parts	12	495,036	12	511,251	0	16,215
	33564 Stores Supervisor I Auto Parts	1	58,612	1	60,079	0	1,467
	33565 Stores Supervisor I	1	48,362	1	52,774	0	4,412
	33566 Stores Supervisor II	1	80,013	1	81,580	0	1,567
	33586 Procurement Officer II	1	101,386	1	103,414	0	2,028
	34131 Accounting Assistant I	1	36,102	1	37,005	0	903
	34132 Accounting Assistant II	3	121,416	3	123,246	0	1,830
	34133 Accounting Assistant III	1	55,511	1	56,898	0	1,387
	34425 Fiscal Supervisor	1	70,528	1	71,910	0	1,382
	52110 Automotive Mechanic	105	5,153,853	105	5,226,896	0	73,043
	52114 Automotive Lead Mechanic	17	1,028,399	17	1,033,432	0	5,033
	52115 Automotive Maintenance Supv I	18	1,209,881	18	1,197,481	0	(12,400)
	52116 Automotive Maintenance Supv II	1	65,384	1	66,692	0	1,308
	52117 Automotive Service Writer	3	168,548	3	183,521	0	14,973

52142 Motor Equip Specification Supv	1	93,631	1	95,504	0	1,873	
52155 Automotive Body Shop Supv	1	72,701	1	74,355	0	1,654	
52162 Fleet Quality Control Analyst	2	121,418	2	110,801	0	(10,617)	
52193 Automotive Maintenance Worker	9	324,466	9	332,823	0	8,357	
52194 Tire Maintenance Worker I	8	297,509	8	304,680	0	7,171	
52195 Tire Maintenance Worker II	1	42,928	1	43,921	0	993	
52311 Welder	7	335,227	7	345,153	0	9,926	
52941 Laborer	12	456,379	12	458,027	0	1,648	
52991 Building Maint General Supv	1	56,179	1	57,617	0	1,438	
54516 CDL Driver I	5	206,534	5	213,473	0	6,939	
54517 CDL Driver II	1	54,287	1	57,007	0	2,720	
54518 CDL Driver III	1	68,546	1	70,130	0	1,584	
71263 Fuel Technician Specialist	1	54,574	1	55,939	0	1,365	
71264 Fuel Systems Specialist	1	104,246	1	106,331	0	2,085	
Subtotal	244	12,410,372	244	12,622,436	0	212,064	
Total	Total	244	12,410,372	244	12,622,436	0	212,064

BALTIMORE FIRE FIGHTERS ASSOCIATION
Local No. 734
Chartered October 20, 1942



BALTIMORE FIRE OFFICERS ASSOCIATION
Local No. 964
Chartered February 20, 1948

October 7, 2022

The Honorable Mark Conway
Chairman, Public Safety & Government Operations Committee (SGO)
Baltimore City Council
100 Holliday Street, Room 550
Baltimore, Maryland 21202
Mark.Conway@baltimorecity.gov
SENT VIA EMAIL

RE: Baltimore City Fire Department Apparatus Maintenance & Replacement

Chairman Conway,

The apparatus fleet of the Baltimore City Fire Department is currently in a state that is dangerous to the effective operations of service delivery to the public. It is imperative that the City of Baltimore ensures there are enough fire trucks and ambulances, appropriately maintained and serviceable, to meet the high demands for emergency service. This can be accomplished through a collaborative partnership between the Baltimore City Fire Department, City of Baltimore Department of Finance, and City of Baltimore Department of General Services in implementing and maintaining an apparatus maintenance and replacement program that meets or exceeds national industry standards and ensures we are never lacking for response ready vehicles.

Background

At present, we are struggling to correct oversights of the past and deal with present dilemmas on the journey to modernizing our fleet. On or about Fiscal Year 2008, amidst a worldwide financial crisis, the scheduled routine replacement of aging front line apparatus was delayed for several years as a cost savings measure. This delay saved a few dollars on the City of Baltimore's tremendous balance sheet for a few years. However, once the financial crisis gave way to a robust bull market economy, the damage was done to the apparatus replacement schedule. Apparatus that should have been removed from first line service remained on the streets of Baltimore for many more years of wear and tear. As the first line apparatus grew older and less serviceable, the second line apparatus (older apparatus used by fire companies when first line apparatus is out of service for maintenance issues) became even older and even less serviceable.

In the last two years, the Baltimore City Fire Department has sought to correct this problem and catch-up apparatus replacement. Aggressive purchasing plans were made for new fire engines, fire trucks, advanced and basic life support medic units, and specialty apparatus. Unfortunately, the timing was very much against us due to events outside our control – widespread manufacturing shutdowns in response to the COVID-19 pandemic resulted in delays where apparatus that took weeks to build were now delayed by months and even years.

Additionally, staffing and supply shortages have had the same effect on apparatus maintenance. Both preventative and problem specific maintenance are required for apparatus to operate efficiently and minimize out of service time. The staffing and supply issues have increased the amount of time apparatus is out of service and increased the likelihood that we will run out of apparatus, leading to companies being disbanded.

This has exacerbated the issue we have with our second line apparatus. It is being called up to first line at a dramatically increased rate, which leads to more frequent mechanical breakdowns. It also depletes our limited second line reserves, that begs the question of whether the size of our second line fleet is at adequate levels. Under current Fleet Maintenance policy, each new delivery of apparatus must be greeted with a retirement of an apparatus. This leads to a vicious cycle where our second line fleet never increases in size.

Proposals

The current state of our fleet is worthy of the collective concern by the public, the labor of both fire unions, the Baltimore City Fire Department, and City government. At minimum, we are encouraging the Public Safety & Government Operations Committee (SGO) to request public hearings with the government agencies referenced above. In addition, we would encourage the Committee to explore the adoption of the fire service industry standard NFPA 1911: Standard for the Maintenance, Testing, & Retirement of In-Service Emergency Vehicles.

Public hearings focused on the state of our fire apparatus fleet could yield a great benefit. Information from multiple agencies on their coordinated strategy to correct past mistakes with fleet management could clearly explain the plan moving forward. Proactive partnership could lay out a blueprint to prevent us from a similar situation in the future. Detailed explanations on what the specific supply chain or staffing issues are and how we can address them could only serve to benefit public safety. Details from our vendors are appropriately solicited when those vendors have significantly lagged in current delivery of fire apparatus compared to past practice. If they are unable to meet delivery goals or those time frame goals have greatly increased, Baltimore taxpayers deserve an explanation why.

The adoption of an industry standard for the fire apparatus fleet management could avert future crises. The National Fire Protection Association (NFPA) is a nonprofit organization of thousands of technical experts that have developed hundreds of standards on various fire service subjects that have been adopted nationwide by various authorities having jurisdiction. The standards produced come from certified committees, are extensively reviewed, and provide a minimum foundation from which to work. While a legislatively adopted standard would codify a foundation, it would not restrict a department from exceeding those minimum qualifications. Regarding the issues identified above, NFPA 1911: Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles lays out a proper minimum foundation based on fire service industry standards that could revolutionize the efficiency of our apparatus maintenance and replacement program. It also prioritizes the safety and health of our firefighters and paramedics. We would encourage the SGO to investigate the possibility of adopting this standard, in whole or in part, through legislative action.

Conclusion

The current state of the fleet of apparatus in the Baltimore City Fire Department is precarious. It did not reach this state over night or due to any one specific action. Plans are in motion to address this, which underscores the importance of oversight. Public oversight is very fitting to insure this transition is successfully accomplished. Moving forward, the implementation of an industry standard to proactively solve this problem from repeating itself in the future is equally appropriate. We strongly encourage the Public Safety & Government Operations Committee to give this serious issue its due attention.

Yours very sincerely and respectfully,

Joshua L. Fannon, President
IAFF Local 964 Baltimore Fire Officers

Richard Langford, President
IAFF Local 734 Baltimore Fire Fighters

CC: The Honorable Brandon M. Scott, Mayor
The Honorable Nick J. Mosby, City Council President
The Honorable Sharon Green Middleton, Council Vice President, 6th District
The Honorable Zeke Cohen, 1st District
The Honorable Danielle McCray, 2nd District
The Honorable Ryan Dorsey, 3rd District
The Honorable Isaac “Yitzzy” Schleifer, 5th District
The Honorable James Torrence, 7th District
The Honorable Kristerfer Burnett, 8th District
The Honorable John T. Bullock, 9th District
The Honorable Phylicia Porter, 10th District
The Honorable Eric Costello, 11th District
The Honorable Robert Stokes, Sr., 12th District
The Honorable Antonio Glover, 13th District
The Honorable Odette Ramos, 14th District
Niles R. Ford, Ph.D., Chief of Fire Department, Baltimore City Fire Department
Baltimore City Board of Fire Commissioners
Mr. Samuel Johnson, Legislative & Management Analyst, SGO